

Cabinet

**Date & time**

Tuesday, 23
September 2014 at
2.00 pm

Place

Ashcombe Suite,
County Hall, Kingston
upon Thames, Surrey
KT1 2DN

Contact

Anne Gowing
Room 122, County Hall
Tel 020 8541 9938

Chief Executive

David McNulty

anne.gowing@surreycc.gov.uk

Cabinet Members: Mr David Hodge, Mr Peter Martin, Mrs Mary Angell, Mrs Helyn Clack, Mr Mel Few, Mr John Furey, Mr Mike Goodman, Mr Michael Gosling, Mrs Linda Kemeny and Ms Denise Le Gal

Cabinet Associates: Mr Steve Cosser, Mrs Clare Curran, Mrs Kay Hammond and Mr Tony Samuels

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

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1 APOLOGIES FOR ABSENCE

2 MINUTES OF PREVIOUS MEETING: 22 JULY 2014

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

3 DECLARATIONS OF INTEREST

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

Notes:

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

4 PROCEDURAL MATTERS

4a Members' Questions

- (i) The deadline for Member's questions is 12pm four working days before the meeting (*17 September 2014*).

4b Public Questions

The deadline for public questions is seven days before the meeting (*16 September 2014*).

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 - 6)

Two reports from the Children and Education Select Committee:

- Developing the first University Technical College in Surrey
- Creating opportunities for young people: Re-commissioning for 2015 – 2020

One report from the Adult Social Care Select Committee:

- Recruitment, Retention and Introduction to Workforce Strategy

6 FINANCE AND BUDGET MONITORING REPORT FOR AUGUST 2014 (Pages 7 - 10)

The council takes a multiyear approach to its budget planning and monitoring, recognising that the two are inextricably linked. This report presents the council's financial position at the end of August 2014.

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

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

7 SURREY COUNTY COUNCIL LOCAL TRANSPORT REVIEW (Pages 11 - 50)

The Local Transport Review embraces several aspects of public transport in Surrey: provision of financial support to local buses, concessionary fares available to passengers, and provision of community transport for people who cannot use conventional local bus services.

There is a continuing need to seek ways of supporting and providing effective public transport while controlling costs and making efficiencies. The County Council's Medium Term Financial Plan shows a need to make revenue savings over the next four years.

This report outlines a process by which this could be achieved, and seeks authority for officers to conduct wide-ranging consultation during the period October 2014 to January 2015.

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

8 POLICY FOR ADOPTING ROADS AND STREETS AS HIGHWAYS MAINTAINABLE AT PUBLIC EXPENSE (Pages 51 - 58)

This report proposes changing the policy introduced in December 2010 for the adoption of roads and streets as highways maintainable at public expense. It recommends that a revised policy be introduced from 1 October 2014 that allows and encourages a greater number of roads and streets to be adopted under Section 38 of the Highways Act 1980. This will assist the County in fulfilling its future statutory function as Sustainable

Drainage Approval Body under its role as the Lead Local Flood Authority. It also recommends delegating decisions on Section 38 adoptions to officers.

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

9 HIGHWAYS COLD WEATHER PLAN 2014/15

(Pages
59 - 114)

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 successes of the Task Group and the principles that it has developed inform annual winter reviews to deliver 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 can be called in by the Environment and Transport Select Committee]

10 SUPPORTING ECONOMIC GROWTH THROUGH INVESTMENT IN HIGHWAYS INFRASTRUCTURE

(Pages
115 -
122)

In their Strategic Economic Plans (SEPs), the two Local Enterprise Partnerships (LEPs) covering Surrey, Enterprise M3 (EM3) and Coast to Capital (C2C), have set out their proposals for supporting economic development in their areas. The county council has worked with them to develop these plans, which include improvements to transport infrastructure to provide economic benefits. Funding for the schemes included in the SEP comes from the Local Growth Fund, and the arrangements require a local contribution to be made to the cost for the transport schemes.

Initial allocations from the Government's national Local Growth Fund to the LEPs were announced in July 2014, along with a prioritised list of transport schemes. This first Local Growth Deal targeting 2015/16 and releasing £2bn is the first part of £20bn over the period 2015-20. EM3 was awarded £118m and C2C £202m with £79m of this to be used in 2015/16.

The County Council is now required to confirm the local contribution towards the cost of the 1st tranche of transport schemes, which are due to start in 2015/16.

Business cases for the 1st tranche of schemes are required to be submitted by 30 September 2014 to EM3 and by 31 October to C2C. It is a requirement that the County Council confirms that the local contribution is available when it submits the business cases.

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

11 DEVELOPING THE FIRST UNIVERSITY TECHNICAL COLLEGE IN SURREY (Pages 123 - 130)

Surrey County Council, with key partners, are forming a University Technical College (UTC) Academy Trust to submit a bid for a University Technical College (UTC) in Guildford. The key partners, who will be the Founding Members of the Academy Trust, are Royal Holloway - University of London, Guildford College, Guildford Education Partnership, CGI Group and Surrey County Council. The UTC will focus on key skill shortage areas of computing and engineering, which have been selected with employers and the Enterprise M3 Local Enterprise Partnership. The paper seeks agreement to the formation of the Academy Trust and submission of a bid to the Department for Education (DfE) in October 2014 to establish a UTC in Guildford.

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

12 CREATING OPPORTUNITIES FOR YOUNG PEOPLE: RE-COMMISSIONING FOR 2015 - 2020 (Pages 131 - 192)

Services for Young People has achieved significant improvement in outcomes for young people since its transformation in 2011-2012. Services were commissioned in 2012 for a three year period, ending in 2015. Cabinet agreed the strategic goal and a revised Surrey Young People's Outcomes Framework on 22 April 2014. This paper proposes: a new model to deliver improved outcomes; adapted and new commissions to deliver the model including seeking Cabinet agreement to take commissions to the market; and seeks agreement to increased delegation to Local Committees. The model includes commissions which are delivered as services by Surrey County Council and commissions where providers will be sought through procurement. The paper seeks agreement to commence procurement for £8.115 million of externally delivered services for 2015-2020 as described in the report.

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

13 JOINT STRATEGIC REVIEW OF SHORT BREAKS FOR CHILDREN WITH DISABILITIES (Pages 193 - 242)

The Joint Strategic Review of Short Breaks was a joint project between Surrey County Council (SCC) and NHS Guildford and Waverley Clinical Commissioning Group (CCG) on behalf of the six Surrey CCGs. The scope of the review was to look at the provision of short breaks for children

and young people with disabilities in Surrey.

The key area of this review considered options for the future use and funding of short break services in east Surrey. The review focused on Applewood which is located in Tadworth and run by SCC; and Beeches which is located in Reigate, commissioned by the NHS Surrey CCGs and provided by Surrey and Borders Partnership NHS Foundation Trust (SABP).

- Both facilities are in the east of the county.
- Both facilities are underused.
- Beeches is funded by Surrey CCGs, however statutory responsibility sits with Local Authorities under the Short Breaks Regulations 2011.
- All 15 children and young people who access Beeches have assessed social care needs and disabilities.

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

- 14 BADGERS WOOD SURREY COUNTY COUNCIL RESIDENTIAL HOME** (Pages 243 - 264)
- Badgers Wood is a Surrey County Council in-house residential care home for people with learning disabilities (PLD).

At its July 2014 meeting Cabinet agreed that a consultation on the future of the home be undertaken, with the preferred option that the home be closed and new services sourced for the individuals supported by the home.

[The decisions on this item can be called in by the Adult Social Care Select Committee]

- 15 APPROVAL TO AWARD CONTRACTS FOR THE PROVISION OF AN INTEGRATED OFFENDER INTERVENTION SERVICE AND A MEDICAL AND PSYCHOLOGICAL TREATMENT SERVICE FOR DRUGS AND ALCOHOL** (Pages 265 - 306)

The Council's Public Health Service delivers drug and alcohol recovery services to residents. This Cabinet report seeks approval to award two separate contracts;

- (a) Integrated Offender Intervention Service
- (b) Psychological Treatment Service for Drugs and Alcohol

The current contracts expire on 31 March 2015. It is therefore necessary to award new contracts to begin on 1 April 2015.

The services will be provided in accordance with guidance from Public Health England in order to improve the delivery of Substance Misuse Treatment to develop and sustain recovery among services users across Surrey's eleven Districts and Boroughs.

N.B. Exempt information is contained in Part 2 of the agenda (item 21)

[The decisions on this item can be called in by the Adult Social Care Select Committee]

16 BUSINESS REMOVAL SERVICES (Pages 307 - 312)

The Council has a requirement for Business Removal Services. This requirement is covered by the current contract that expires on 30 September 2014. It is therefore necessary to award a new contract, following a procurement activity Harrow Green have been selected to provide Business Removal Services, starting on 1 October 2014.

N.B. Exempt information is contained in Part 2 of the agenda (item 22)

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

17 NATIONAL AUTISTIC SOCIETY / CULLUM AUTISM CENTRES IN SURREY SCHOOLS (Pages 313 - 330)

The National Autistic Society (NAS) proposes to work in partnership with Surrey County Council and four nominated secondary schools to develop four Centres of Education Excellence for young people with autism. Funding up to £4m will be provided by the NAS specifically for the delivery of the facilities.

The centres will be delivered in 2 phases: - phase 1, Salesian School, Chertsey and Rodborough School, Godalming have each agreed to host an autism-specific resourced provision for 20 students aged 11-16 with a proposed opening date of Easter 2015 for the Salesian Centre and September 2015 for the Rodborough Centre. Phase 2 centres are planned to be located at Howard of Effingham School and Hinchley Wood School the timescales for which are to be finalised with NAS.

Approval is sought to provide a development contribution for each centre as requested by the NAS and to update existing SEN facilities at Salesian School.

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

18 MODELS OF DELIVERY - OPTIONS APPRAISAL (Pages 331 - 336)

The Council has identified the potential to generate income and secure efficiencies by delivering fire training and other associated services to a range of organisations. The Cabinet is asked to support this opportunity and agree that the Council seeks a commercial partner who can provide the necessary additional capacity and capability to enter into new markets in order to maximise the benefits of the current and future opportunities.

Once a successful partner is identified, a collaborative agreement will be put in place to allow the organisations to work together to jointly bid for upcoming training contracts and other relevant activities. If these bids result in a contract or contracts being awarded, a further report will come to Cabinet for decision on the most appropriate delivery model, e.g. a joint venture.

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

19 LEADER / DEPUTY LEADER / CABINET MEMBER DECISIONS TAKEN SINCE THE LAST CABINET MEETING (Pages 337 - 348)

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

[Please note that Annex 1 will be tabled at the meeting]

20 EXCLUSION OF THE PUBLIC

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

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

21 APPROVAL TO AWARD CONTRACTS FOR THE PROVISION OF AN INTEGRATED OFFENDER INTERVENTION SERVICE AND A MEDICAL AND PSYCHOLOGICAL TREATMENT FOR DRUGS AND ALCOHOL (Pages 349 - 352)

This is a Part 2 report relating to item 15.

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 Adult Social Care Select Committee]

22 BUSINESS REMOVALS SERVICE (Pages 353 - 362)

This is a Part 2 report relating to item 16.

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]

23 GATWICK DIAMOND SITE - PROGRESSION TO PLANNING AND CONTRACT TENDER

(Pages
363 -
376)

Cabinet is requested to authorise the funding of a planning application and submission of tender documentation.

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]

24 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, 15 September 2014

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.

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It is requested that if you are not using your mobile device for any of the activities outlined above, it 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

Children and Education Select Committee

Item under consideration: Developing the first University Technical College in Surrey

Date Considered: 10 July 2014

1. At its meeting on 10 July 2014, the Children and Education Select Committee considered a report concerning the development of the first University Technical College (UTC) in Surrey.
2. The Committee noted that:
 - The UTC would have an admission policy that would reflect the anticipated initial levels of demand.
 - Considering where UTC will be sited, it would face strong competition from existing schools and so its success at recruiting students would need to be established over time.
 - The UTC would operate as an autonomous body, but that the Council would have a governance responsibility alongside other key partners.
3. The Committee expressed concern about issues that could arise with the UTC's student capacity not being met. Officers recognised this, but expressed confidence that the UTC would achieve capacity as its reputation grew.
4. The Committee recommends that the Cabinet support the proposal for the establishment of Surrey's first University Technical College and give consideration to:
 - how the Council can support the UTC to ensure capacity is met in future years;
 - how positive, collaborative dialogue can be developed between the UTC and local schools and colleges, to ensure they work in partnership; and
 - how the benefits of vocational education are communicated to young people and their families.

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

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Children and Education Select Committee

Item under consideration: Creating opportunities for young people: Re-commissioning for 2015-2020

Date Considered: 10 July 2014

1. The Children and Education Select Committee considered a report outlining the proposed approach to re-commissioning of Services for Young People.
2. Officers informed the Committee that:
 - The service was setting out proposals for changes to the current model of delivery for Centre Based Youth Work, with a view to ensuring the quality of provision was improved and to make services more accessible, as well as enable future innovation.
 - Time banking was a volunteering scheme for young people; the example was given of young people volunteering to support Adult Social Care services, and so help to breakdown the intergenerational divide and lead to improved outcomes through the Family, Friends & Community Support initiative.
 - There was scope to share resources and improved outcomes with other services; the co-location of Public Health sexual health advice provision in youth centres was cited as a specific example.
3. The Committee expressed concerns regarding the implications that may arise from changes to Centre Based Youth Work, in particular the risk of affecting the quality of services as a result of uncertainty for staff. Officers responded that staff and partners are excited about the developments and that they were working with the team in question to ensure positive change.
4. The Committee made the following recommendations:
 - That the Cabinet support the proposal concerning bringing in-house the provision of Centre Based Youth Work, but also note the need to ensure continuity and employment security for the high quality staff that deliver these services.
 - That the Cabinet support proposals concerning social enterprises and time banks, and that consideration is given as to how community business expertise and experience can be utilised to support these activities.
 - That, in order to build an evidence base for how public savings are shared across services within the Council:
 - Officers bring a future report to the Committee demonstrating the benefits in improved outcomes through engaging with Health & Wellbeing partners, such as Public Health, in sharing youth centre provision and resource.

- Officers explore with Adult Social Care how the benefits of time banks can be evidenced as impacting on the savings required as part of the Family, Friends & Community Support project.

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

ADULT SOCIAL CARE SELECT COMMITTEE

**Item under consideration: RECRUITMENT, RETENTION AND INTRODUCTION
TO WORKFORCE STRATEGY**

Date Considered: 5 September 2014

- 1 At its meeting on 5 September 2014 the Adult Social Care Select Committee considered the recruitment and retention of staff in the directorate.
- 2 The Committee reviewed the number of current vacancies in key posts across the county and the reasons that were given for the difficulty in appointing to these posts.
- 3 The Committee made the following recommendation:

The Committee recommends that the Leader of the Council and the Cabinet concentrate on urgently finding ways to recruit to the (currently) 95 key frontline vacancies that exist across the Adult Social Care Directorate.

KEITH WITHAM

Chairman of the Adult Social Care Select Committee

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SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014

REPORT OF: MR DAVID HODGE, LEADER OF THE COUNCIL

LEAD OFFICER: SHEILA LITTLE, DIRECTOR OF FINANCE

SUBJECT: FINANCE AND BUDGET MONITORING REPORT FOR AUGUST 2014



SUMMARY OF ISSUE:

The council takes a multiyear approach to its budget planning and monitoring, recognising that the two are inextricably linked. This report presents the council's financial position at the end of August 2014.

The details of this financial position are covered in the Annexes to this report.(to follow)

RECOMMENDATIONS:

Cabinet is asked to note the following:

1. Recommendations to follow when the monitoring position has been finalised

REASON FOR RECOMMENDATIONS:

This report is presented to comply with the agreed policy of providing a monthly budget monitoring report to Cabinet for approval and action as necessary.

DETAILS:

1. The Council's 2014/15 financial year commenced on 1 April 2014. This report includes the third (August 2014) budget monitoring report of the financial year.
2. The Council has a risk based approach to budget monitoring across all services. This 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. The annex to this report sets out the Council's revenue budget forecast year end outturn as at the end of August 2014. 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.

Consultation:

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

Risk management and implications:

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

Financial and value for money implications

9. The 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

10. 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

11. There are no legal issues and risks.

Equalities and Diversity

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

Climate change/carbon emissions implications

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

WHAT HAPPENS NEXT:

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

Contact Officer:
Sheila Little, Director of Finance
020 8541 7012

Consulted:
Cabinet / Corporate Leadership Team

Annexes:
Annex 1 – the revenue and capital budget monitoring to the end of August 2014 and year end forecasts.

Sources/background papers:
None

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SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MR MIKE GOODMAN, CABINET MEMBER FOR ENVIRONMENT AND PLANNING****LEAD OFFICER: TREVOR PUGH, STRATEGIC DIRECTOR ENVIRONMENT & INFRASTRUCTURE****SUBJECT: SURREY COUNTY COUNCIL LOCAL TRANSPORT REVIEW****SUMMARY OF ISSUE:**

The Local Transport Review embraces several aspects of public transport in Surrey: provision of financial support to local buses, concessionary fares available to passengers, and provision of community transport for people who cannot use conventional local bus services.

There is a continuing need to seek ways of supporting and providing effective public transport while controlling costs and making efficiencies. The County Council's Medium Term Financial Plan shows a need to make revenue savings over the next four years.

This report outlines a process by which this could be achieved, and seeks authority for officers to conduct wide-ranging consultation during the period October 2014 to January 2015.

RECOMMENDATIONS:

It is recommended that Cabinet should:

1. Authorise officers to carry out wide-ranging consultation on proposed changes to Local Transport with partners, stakeholders, and the wider public during the period October 2014 to January 2015.
2. At a further meeting in spring 2015, consider a report incorporating an equality impact assessment and costed proposals for change which take into account views expressed in the consultation.

REASON FOR RECOMMENDATIONS:

The recommendations will provide a clear mandate for officers to undertake a wide-ranging consultation on the proposed changes. This will not only explore the response of the public and stakeholders, but may also generate new ideas for improving existing provision or creating new forms of community-based transport.

The report back on the consultation will enable the Cabinet to take a fully informed decision on changes to Local Transport in spring 2015.

Useful advice has been received from the Local Transport Review Member Reference Group, which will continue to oversee the consultation process and final proposals. Environment and Transport Select Committee considered this report on 10 September 2014, and their views will be reported to Cabinet.

DETAILS:

Background

1. Surrey County Council invests significant Council funding in local bus services and concessionary fares, and both are statutory duties. Surrey County Council (SCC) also invests in the funding of community transport, supporting partnership work with District/Borough, community and voluntary organisations. All these services benefit a large and diverse number of residents, giving them access to work, employment, health care and essential shopping, as recognised by the Department for Transport (DfT).
2. Overall 29 million passenger trips are made each year on Surrey’s local buses, 15 million of which are made on services wholly or partly funded by Surrey CC. Each day some 41,000 passenger trips are made on Surrey’s buses. Surrey benefits from 194 bus services (or routes) of which:
 - 47 operate on a purely commercial basis
 - 147 are supported in varying degrees by the County Council
3. The current budgeted spend (2014/15) on transport provision is:

Transport stream:	Annual revenue spend:
Local bus contracts	£8.949 m
BSOG rebate (see below)	£1.125 m
Concessionary fares	£8.676 m
Community transport	£0.643 m
Total	£19.393 m

The £1.125m of ‘BSOG’ represents Bus Service Operators Grant, a fuel duty rebate grant that SCC disburses to bus operators on behalf of government.

4. The largest element of spend is the bus support budget of £8.9m, and the Review has analysed this spending and the market it supports in considerable detail. Annexe A analyses this spending in terms of:
 - Passenger journeys – breakdown and trends in recent years
 - Statutory requirement to support bus services
 - Funding support – breakdown and recent years’ trends
 - Bus operators, key players and breakdown of costs
 - Market forces

5. This analysis underpins the consultation process. Key information includes:
 - 31% of journeys are made by concessionary pass holders (mostly older people) or children. Local bus planning must take account of all bus users.
 - Passenger numbers have remained constant in recent years, despite the service changes made in the previous Bus Review (2010 to 2013)
 - Transport Acts since 1985 require SCC to support “socially necessary” bus services, but a minimum level is not specified
 - Funding support is evenly divided between revenue support and reimbursement to bus operators for fare revenue foregone when a concessionary pass is used
 - The Surrey bus market is dominated by five major companies, each of whom operate in a geographical ‘territory’
 - The largest cost element in operating a bus (40% of total) is the driver’s wages

6. SCC has a continuing need to maximise the efficiency of its transport operation. Major savings have already been made in recent years:
 - Ongoing revenue saving of £4.8m a year from the previous Bus Review. This was commissioned in 2008, consulted with the public in 2009-10, and delivered savings and enhancements on a phased basis
 - An efficiency saving of £742,000 pa in Concessionary Fares from 2012 was delivered following the national change in funding arrangements
 - A one-off saving of £100,000 in Community Transport in 2013/14

7. There remain underlying cost pressures within the services:
 - Running costs of buses (fuel, labour, insurance, and disability requirements in bus design) tend to rise faster than inflation, and this has been reflected appropriately in the budget
 - Demand for concessionary travel continues to rise, encouraged by the free travel offered, as the Surrey population grows older

Issue to be Addressed

8. The Medium Term Financial Plan (MTFP) proposes that further significant revenue savings should be made over the period.

9. The Local Transport Review (the Review) has been scoped to examine the level of service provided and consider options for efficiencies and savings:

Workstream:	Review objectives:
Local Bus	<ul style="list-style-type: none"> • Seek new sources of sustainable funding • Make a contribution to savings, while maintaining essential services
Concessionary Fares	<ul style="list-style-type: none"> • Consider the value of the extra concessions SCC offers above the national minimum • As agreed with DfT, review how SCC reimburses bus operators
Community Transport	<ul style="list-style-type: none"> • Help develop and integrate the CT sector

Approach and Scope

10. The Review aims to find new solutions and efficiencies rather than propose simple reductions. To define the scope and consider alternative possible savings the Review has studied the wider context to find ways in which its funding could become more sustainable in the medium term. This has already led to a number of improvements which are being implemented over a 2- to 3-year timescale. These are summarised in Annexe B.
11. The Review has studied how peer County Councils are responding to the funding challenge they all share. SCC has developed close relationships with our near neighbours – East and West Sussex, Hampshire, and Kent County Councils – and keeps a watching brief on wider developments. Annexe C summarises other County Councils' approaches:
- All the County Councils are under pressure to reduce revenue funding for transport provision, focusing on support for local buses and concessionary fares
 - Some are reducing bus service frequencies, especially evening and Sunday services
 - Some are reducing local-funded extra concessions in concessionary fares
 - All aim to focus their remaining support on serving key destinations and travel purposes – employment, education, health care, and food shopping
 - Most are seeking a greater role for Community Transport alternatives
12. The Review has therefore looked at all areas of spending within its scope, aiming to find savings and efficiencies which would minimise the need for reductions in the core support for local bus services. Nine possible savings lines (A to I in the table) have been identified:

Line:	Measure:	Action:
A	Review concessionary fares reimbursement	SCC currently reimburses bus operators for concessionary fare income lost according to a DfT methodology. This is being reviewed to ensure it offers best value
B	Review the value of local extra fare concessions for disabled people	Review two SCC-funded extra concessions for disabled people: - Free travel before 9.30 am or after 23.00 pm (Monday to Friday) - Free passes for 'companions'
C	Renegotiate existing bus contracts	Approach existing bus operators to re-negotiate existing contract costs, including contract length and inflation uplift
D	Local bus service withdrawals	Review all bus services and remove or reduce support on a prioritised basis
E	Apply Section 106 support to bus services	Maximise the use of Community Infrastructure Levy funding via the new allocation processes, and maximise the use of received and future S106 funding flexibly to support bus routes serving developments
F	Use new funding to support bus publicity	There is scope to use either S106 or the LSTF (Local Sustainable Transport Fund) to fund essential local bus publicity and small infrastructure improvements.
G	Marketing research project	A joint marketing study with a bus operator and Surrey University to increase patronage and profitability
H	Invest in a Community Transport alternative	Work with 2 or 3 Parish Councils to develop a CT alternative to smaller rural bus services
I	Commercial approach to Community Transport	A range of measures to develop the sector and move towards commercial provision

Proposal

13. The Review has considered the savings, risks, and impact on passengers of each option, and discussed ideas with the Local Transport Review Member Reference Group and some key stakeholder organisations.
14. An important element of the Review is developing a new approach to Community Transport. Over the next two years a review and engagement process concerning the sector's operation and grant funding will be

undertaken, to ensure that it delivers social benefit in a cost- effective way. A proposed Framework for a new Delivery Strategy is shown in Annexe D, and views will be sought during the main consultation period.

- 7
15. A main focus will inevitably be proposals for changes in Local Bus provision. The aim is to minimise and mitigate reductions to service support: the client team, working closely with Procurement, will aim to achieve the greatest contract savings possible as described in Line C.
 16. Service reductions may be needed, and the Review has studied the peer Councils, previous experience from the Bus Review, and national best practice. It has mapped the existing network (Annexe F) and analysed services in the five categories shown in different colours on the map:
 - Commercial (and some Transport for London (TfL)) (Purple) services which do not depend on SCC support, although sometimes SCC pays small sums to enhance services such as in the evening and at weekends
 - Primary, Strategic, (Green) supported services which serve key destinations and carry large numbers of passengers. This includes nine TfL services to which SCC contributes.
 - Secondary (Amber) supported services, which serve specific communities. This includes a contract for Demand Responsive Transport (DRT) services in Tandridge.
 - Tertiary (Red) supported services which may operate only on certain days of the week, or provide a limited service. This includes a contract for DRT services in Farnham.
 - School special services (not mapped) which serve particular schools during term time.
 17. The Review has devised a careful scoring and assessment tool for SCC-supported services - ie the Green, Amber, and Red categories. Commercial (Purple) services do not need to be scored. The tool assesses each service according to the destinations it serves, the quality and patronage of the service, and its status as regards future capital or revenue investment (Annexe E). The map (Annexe F) shows the current network in the four categories listed above (excluding school specials), based on the most accurate current information.
 18. Scoring and assessment is only a guide which can be considered in the consultation process. The eventual proposals for service changes following consultation will involve careful judgement of many different factors.

CONSULTATION:

19. The Review recognises that some of these changes will affect many passengers, and is planning a full programme of engagement and consultation. This will build on the programme of the previous Bus Review undertaken during 2009-11, which was cited by Passenger Focus in their 2012 report as an exemplar of good practice.

20. The Review aims to fully engage all Surrey County Council Members in various ways:
- Environment and Transport Select Committee was briefed on 24 April, and considered this report on 10 September 2014. Its views will be reported to this Cabinet meeting
 - The Select Committee set up a Member Reference Group, which discussed Review proposals on 20 March, 17 June, and 20 August, and will continue its work through the public consultation period
 - All County Councillors will receive written briefing following this Cabinet meeting
 - All Local Committees have been offered a private workshop to consider proposals in their area
 - Full information will be sent to all the Surrey MPs
21. For other stakeholders and the wider public a full consultation and engagement plan has been drawn up, which is summarised in Annexe G. All partner and stakeholder bodies and groups will be offered briefings as appropriate, with particular focus on engaging with:
- Bus user groups
 - Schools and Colleges
 - Surrey Members of Parliament
 - Borough and District Councils
 - Parish and Town Councils
 - Surrey business organisations
 - Equalities organisations and Disability Empowerment Boards
 - Residents organisations
- Other groups and organisations will receive information, updates, and opportunities to feed in their views. All the views expressed will be analysed and reported to Cabinet in spring 2015 when it makes final decisions.
22. A range of communication channels will be employed, as described in Annexe G. As well as the usual approaches of meetings, printed literature, web presentation, and on-line surveys – supported by media handling - this year's consultation will have a particular focus on using digital media to reach younger bus users who travel to work. This continues the theme of a Transport for Surrey workshop with bus operators held in February. Social media and on-bus posters will be used to reach these passengers.
23. To help plan the engagement and win support for the process, 'pre-engagement' meetings have been held with some key partner organisations. These help inform the message, and can suggest new ways of engaging with users. Constructive meetings have been held with:
- Bus Users UK and North-West Surrey Bus Users Group
 - Surrey Association of Parish & Town Councils
 - Surrey Community Action
 - Surrey Coalition of Disabled People and Disability Network Surrey
 - Age UK and Action for Carers Surrey

These groups reserve the right to oppose any reduction in bus services, but are happy to help with the engagement process.

RISK MANAGEMENT AND IMPLICATIONS:

24. Annexe H summarises the Review's Risk Register and the measures in progress to reduce or mitigate risks. The two highest risks are:
- Public opposition to reductions in bus services. During the consultation we will ensure that residents understand why particular changes are proposed in certain areas
 - Use of Section 106 funds to support services. Using S106 funding should sustain services until 2018/19. During the period longer term solutions will need to be found
25. Other significant risks being managed are that:
- Renegotiation of bus contracts may impact on the levels of service offered
 - Some savings workstreams may fall short in their delivery
 - The need to secure agreement with one or more Parish Councils to provide an alternative service

Financial and Value for Money Implications

26. The aim of the consultation is to achieve the MTFP savings required, and some spending will be required. A sum of £10,000 has been allocated in the corporate Communications budget to cover various publicity expenses.
27. The proposals presented for consideration in spring 2015 will be devised to deliver the most effective Transport services possible within the constraints of existing resources.

Section 151 Officer Commentary

28. The council's approved Medium Term Financial Plan includes the requirement to reduce local transport costs by £2m per year by 2017/18, including a reduction of £0.4m in 2015/16. The measures outlined in this report could contribute toward that saving. To the extent that the full saving is not identified, or where savings are time limited (e.g. use of Section 106 funding explained in paragraph 24) then additional permanent solutions will need to be found to meet the requirement for ongoing savings.

Legal Implications – Monitoring Officer

29. The public sector equality duty (Section 149 of the Equality Act 2010) applies to the decision to be made by Cabinet in this report. There is a requirement when deciding upon the recommendations to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups, and eliminate any unlawful discrimination. These matters will be dealt with in the proposed Equalities Impact Assessment (EIA).

Pre-consultation

30. There is a clear expectation in public law that the Council should carry out a consultation process whenever it is considering making significant changes to service provision. Such consultation will need to involve those directly affected by such changes together with relevant representative groups. It will be important that the material presented to consultees provides sufficient information to allow for intelligent consideration and response in relation to the proposals. This information will need to be presented in a way that consultees will understand. The responses to the consultation will need to be conscientiously taken into account when the Cabinet makes any future decision in relation to any proposed changes to financial support to local buses, concessionary fares available to passengers, and provision of community transport for people who cannot use conventional local bus services. The Cabinet must take all relevant matters into account in reaching its decision.

Equalities and Diversity

31. An Equality Impact Assessment (EIA) is being developed to determine and quantify the impact on bus service users and Surrey residents with protected characteristics. It will also identify mitigating actions to ensure negative consequences are minimised.
32. Recommendations for Cabinet in the previous Bus Review were accompanied by a full EIA, and this benefited from development over three phases of consultation. It was last published with the Bus Review Phase 3 Cabinet report on 29 May 2012.
33. The new EIA will use a variety of data and feedback sources, as well as the responses to the public consultation to understand the likely impact of proposals to withdraw subsidised bus services. If the assessment identifies any potential inequalities, mitigating actions will be identified.
34. Development of the EIA benefits from early meetings with some of the main equalities stakeholder organisations. The Review team has met:
- Surrey Coalition of Disabled People
 - Disability Alliance Network Surrey
 - Age UK Surrey
 - Action for Carers Surrey

Public transport is important to the groups represented by these organisations, and they do not favour any funding reduction. But discussions have been held about means of engagement and possible mitigation measures.

35. The EIA will be developed during the consultation period, and be critically reviewed by the E&I Directorate Equality Group, the External Equalities Advisory Group, and the organisations mentioned above.

Corporate Parenting/Looked After Children implications

36. Most Looked After Children attend mainstream schools, and so may travel to school on the public bus network. They do not automatically qualify for free travel, and so are entitled to this only under normal geographical criteria. Any reductions in the public bus network, especially school special services, will have some impact on these children.
37. When a child has special educational needs or a Social Care assessment they are likely to be entitled to bespoke transport booked through the Transport Co-ordination Centre. This is outside the scope of this Review.

Public Health implications

38. Many residents use the public bus network to travel to medical appointments in either GP surgeries, health centres, or one of Surrey's five acute hospitals. Travel to the acute hospitals is included (see Annexe E) as one of the Destination Assessment factors used to rank bus services.
39. Surrey's five Priority Places are areas of concentrated needs defined in the Joint Strategic Needs Assessment. Their residents have a higher incidence of relative deprivation, low educational attainment, unemployment, or ill health than the Surrey average. The areas are:
- Stanwell North/Ashford North/Stanwell South
 - Old Dean, Camberley
 - Maybury / Sheerwater, Woking
 - Westborough, Guildford
 - Merstham, near Reigate

These are also included in the Destination Assessment (Annexe E).

40. However, residents also use the public bus network to travel to GP surgeries and health centres in many locations. Bus travel itself encourages older people to remain active and mobile in visiting shops, friends, and family. Any significant reduction in bus provision would therefore have some impact.

Climate change/carbon emissions implications

41. The Bus Review Cabinet report of 2 March 2010 (Item 13, Annexe G) included an outline Environmental Impact Assessment. This covered potential impacts of local bus reductions on:
- Carbon emissions and air quality
 - Road safety
 - Various national and local indicators
42. The Assessment gave an estimate of the possible impact of local bus reductions on carbon emissions, assuming that if a bus is not available, passengers would use a variety of alternatives travel modes. It was estimated that the review could lead to a 17% decrease in the number of bus trips made.
43. In fact analysis shows that local bus patronage in Surrey remained very constant between 2010/11 and 2012/13, ie the period covered by the Bus

Review. Total trips per annum remained within the range 30.5 m to 30.75 m, demonstrating that the reduction estimate of 17% was over-pessimistic. Changes in national data collection guidance means that small variations may not be significant.

- 44. The current Review has been screened under the Environmental Assessment of Plans & Programmes Regulations 2004, and will not require a formal Strategic Environmental Assessment, as it does not involve changes to physical infrastructure. It also remains compatible with the published 2011 Surrey Local Transport Plan.
- 45. To offer Cabinet clear guidance in making final decisions, a revised 'environmental appraisal' will be undertaken during the consultation period. This will provide an estimate of impacts of the Review on:
 - Carbon emissions, using the previous modelling methodology, but based on new estimates of possible patronage change.
 - Air quality, studying in particular any impacts in the parts of Surrey covered by Air Quality Management Areas.
 - Road safety

In each case, the environmental risks involved will be explained to Cabinet, together with options to accept, mitigate, or reduce them.

WHAT HAPPENS NEXT

- 46. If Cabinet approves these recommendations the next steps will be
 - Public consultation and engagement on the Review will begin on 1 October 2014, and run until 15 January 2015
 - All Members will be given details of planned consultation events, including dates arranged for Local Committee workshops
 - The Member Reference Group will be updated at two meetings during the consultation period
 - Responses will be analysed during February and March 2015
 - Responses and proposals for change will be brought to Environment & Transport Select Committee and Cabinet during May 2015
 - Initial changes to bus services will take effect in September 2015

Contact Officer:

Paul Millin, Group Manager Travel & Transport, tel: 020 8541 9365
Peter Wyld, Programme & Commissioning Project Manager, tel: 020 8541 9925

Consulted:

The Review has so far consulted:

- Environment and Transport Select Committee on 24 April and 10 September 2014
- Local Transport Review Member Reference Group on 20 March, 17 June, and 20 August 2014
- Bus Users UK and North-West Surrey Bus Users Group
- Surrey Association of Parish & Town Councils
- Surrey Community Action
- Surrey Coalition of Disabled People and Disability Network Surrey
- Age UK and Action for Carers Surrey

Annexes:

- A Analysis of Local Bus provision
- B Sustainable funding proposals
- C Neighbouring County approaches
- D New Community Transport framework strategy
- E Local Bus scoring and assessment
- F Local Bus network hierarchy map
- G Summary of consultation/engagement plan
- H Project risk register

Sources/background papers:

Bus Review reports to Cabinet on

- 29 Sept 2009
- 2 March 2010
- 2 June 2010
- 21 June 2011
- 29 May 2012

Presentation to Environment & Transport Select Committee 24 April 2014

Passenger Focus. *Bus Service Reviews: Consulting on Changes to Local Services*. Oct 2012

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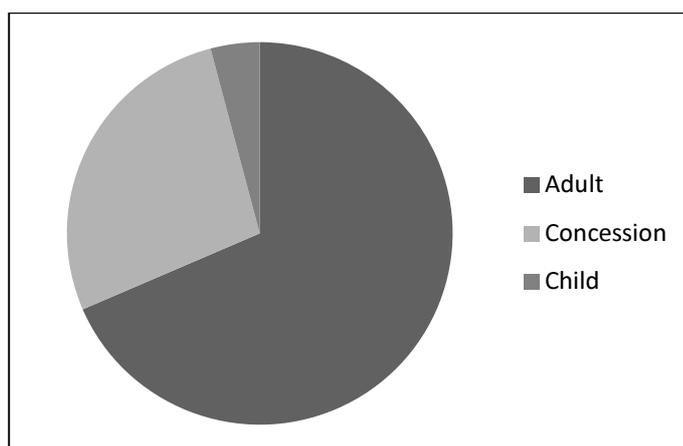
Local Bus Analysis

Proposals for the Local Bus element of the Transport Review are supported by detailed analysis of the usage, funding, and wider context of the service. This was undertaken by the Review team in seven workstreams during the winter of 2013-14.

1. Passenger Journeys

Each year 29.2 million passenger journeys (2013/14 figures) are made on buses in Surrey. This includes both commercial and SCC-supported services, and those run by Transport for London. These break down as follows:

- 20 m by fare-paying adults
- 8 m by concessionary pass holders
- 1.2 m by schoolchildren



Local buses are sometimes perceived as being provided mainly for older people. But in fact most users are fare-paying adults, who are essential to the services' commercial viability. Within the figure of 29.2 m journeys:

- 12.4 m journeys are made on commercial services
- 16.8 m are made on services supported by Surrey County Council

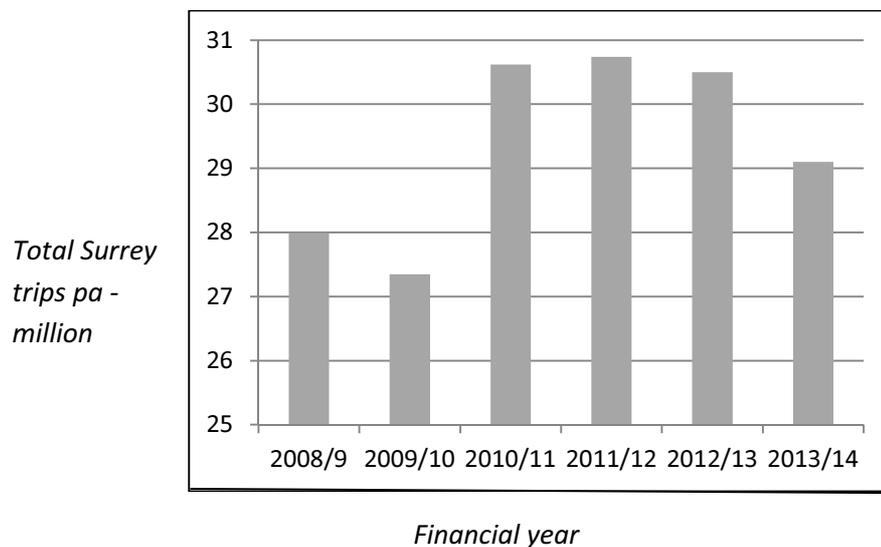
Analysis of provision by neighbouring County Councils (Annexe C) shows that the proportion using commercial services is lower in Surrey than in other County areas, for a variety of demographic and historical reasons.

Bus patronage in Surrey has remained reasonably constant in recent years. The underlying trend has been an increase, caused probably by:

- The growth in Surrey's population – approx 10,000 extra people per year
- The recession post 2008, which caused some switch from car to bus use

The national trend has been for both passenger numbers and satisfaction to increase in recent years.

Equally services and therefore some travel opportunities were reduced during the Bus Review from 2010 to 2012. These are the total Surrey patronage figures during this period:



The figures show a relatively small variation, between 27.3 m and 30.75 m trips pa. Due to various changes in national guidance for collecting patronage data, these variations may not be significant in real terms.

2. Statutory Requirement

Since the bus market was de-regulated, the onus of providing local bus services lies with the commercial sector of the market. Bus operators will only offer a service if it is commercially viable. If commercial provision is deemed inadequate, transport authorities may supplement it by funding “socially necessary” services, as required by:

- The Transport Acts 1985 and 2000
- The fact that many services take statutory-entitled pupils to school, meeting requirements of the Education Acts 1944 and 1996, and the Education and Inspection Act 2006

There is no legally defined ‘statutory minimum’ for bus provision, which has never been defined by case law. For example, in February 2011 Cambridgeshire County Council decided to save £2.98m pa by removing all subsidy for local bus services over a 4-year period. This would be replaced by £220k pa of extra support to community transport for 2 years. In Cambridgeshire subsidised journeys account for 20% of all journeys, compared with 50% in Surrey.

Supported by the (national) Campaign for Better Transport and a local action group, a local resident launched a legal challenge to this decision, on the basis of:

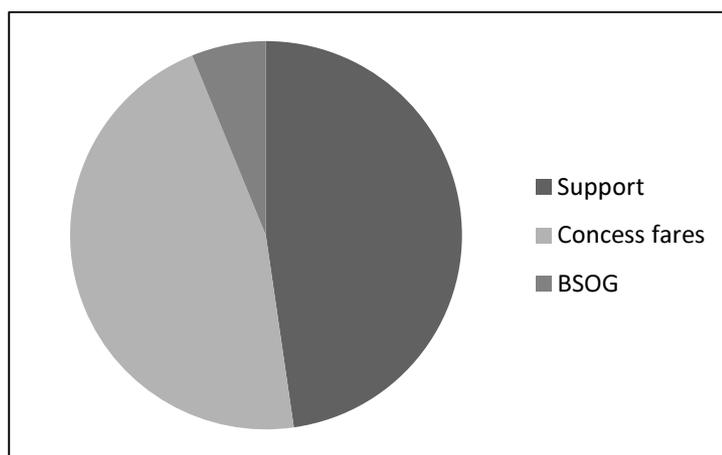
- The 1985 Transport Act
- Disability, Race Relations, and Sex Discrimination Acts

The case did not go to court, but in August 2011 Cambridgeshire CC suspended the reductions and agreed to pay costs to the local resident. In January 2012 the Council allocated £1.5m revenue to create a ‘Cambridgeshire Future Transport’ programme based on stimulating targeted community transport solutions.

3. Funding Support

SCC supports the Surrey bus market with three different forms of payment:

- Direct revenue support for socially necessary services, as above
- Reimbursement to bus operators for the fare they have foregone by giving free travel to a concessionary pass holder. This is a statutory obligation, not a subsidy.
- 'Bus Service Operators Grant' (BSOG), a fuel duty rebate to bus operators. Until recently this was paid directly by central government, but the funding was transferred (ring-fenced) to transport authorities from 1st January 2014.



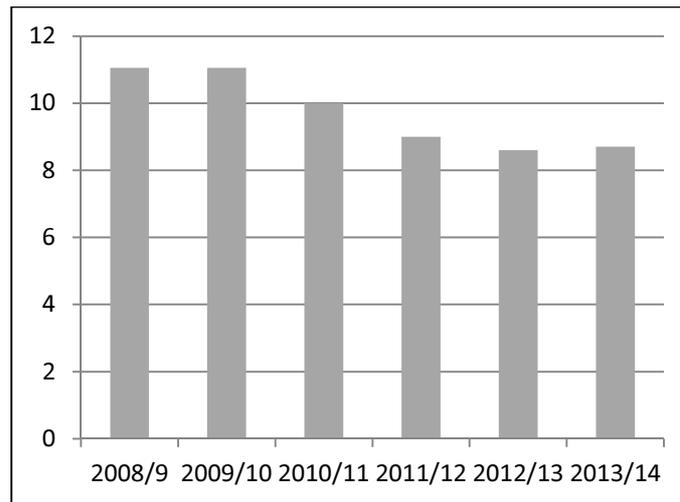
Budgeted revenue spend for the current year (2014/15) is:

- | | | |
|-------------------------------------|-----------------|---------------------|
| • Local bus support | £8.949 m | |
| • Concessionary fares reimbursement | £8.676 m | [Mainly DfT funded] |
| • BSOG | £1.125 m | [Mainly DfT funded] |
| TOTAL | £18.75 m | |

The local bus support element is subject to the underlying cost pressures described in para. 7. of the Cabinet report. Support costs were rising rapidly during 2008-9, so the Bus Review project was commissioned to find ways of reducing this spend.

Following wide public consultation during 2009-10, service changes and reductions were introduced on a phased basis during 2010 to 2012. These reduced local bus support costs significantly, although the headline saving of £4.8m was offset by some pressures during the period:

*Bus support
pa - £m*



Financial year

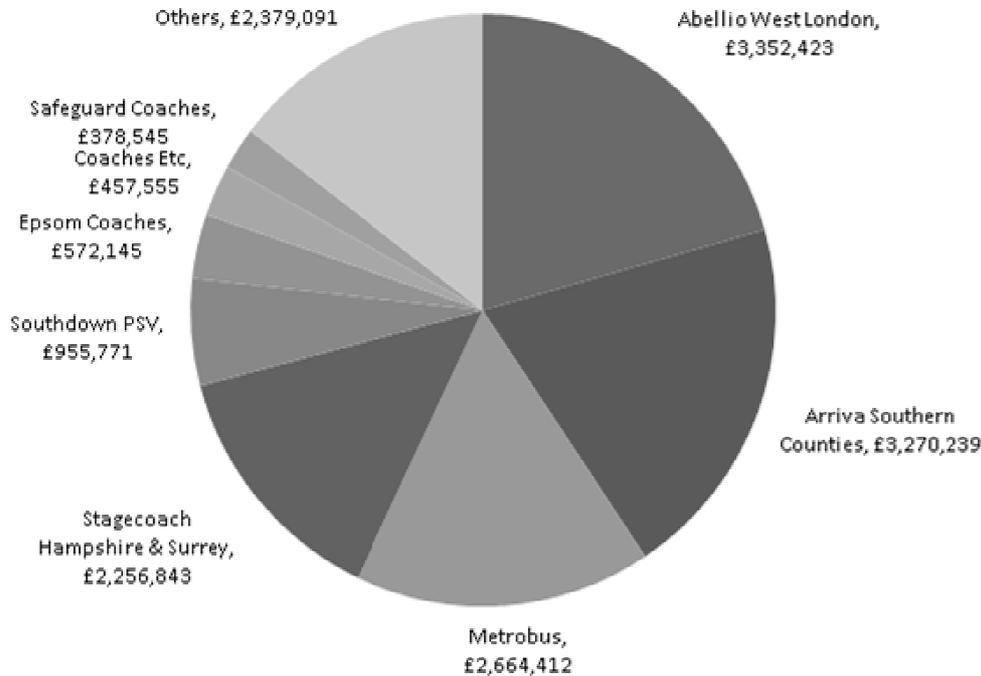
4. Bus Operators in Surrey

Within the Review, SCC Procurement have analysed the local bus market in Surrey, in the context of national trends and company structures.

Nationally bus travel accounts for two-thirds of all public transport journeys, and passenger numbers have grown in recent years. The national bus market is forecast to rise by 28% in value (to £6.8bn pa) between 2007 and 2016. Operating profit margins (before tax) remain reasonable, at an average of 12% across the South-East.

This shows SCC's spend with all the local bus operators in Surrey:

Aug 2012-Jul 2013 SCC Local Bus spend (incl Concessionary fares)



The Surrey market is dominated by four of the large players – Abellio, Arriva, Metrobus (Go Ahead), and Stagecoach. First Group is prominent in Hampshire, but not in Surrey.

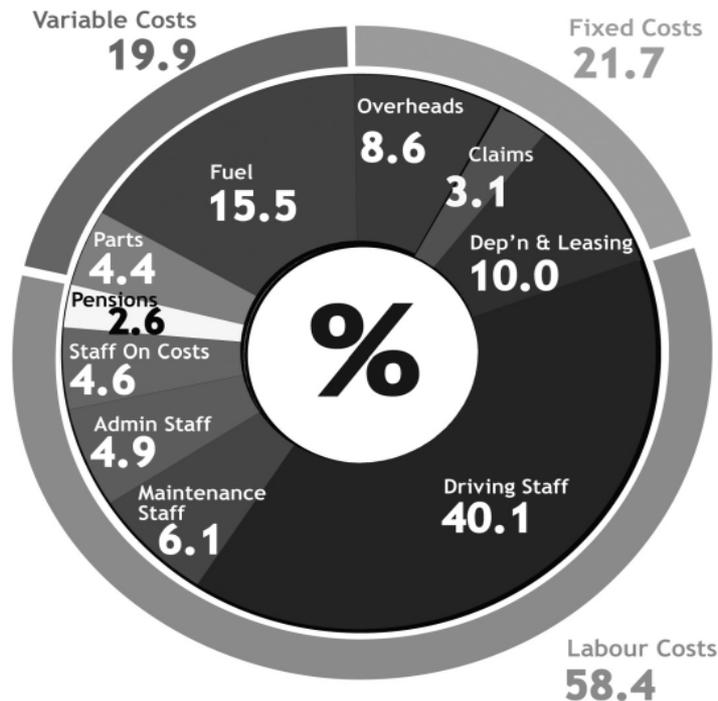
Each of the large players tends to have a recognised local bus ‘territory’, while the smaller companies often specialise in more localised or school services.

The four large operators are each part of national or Europe-wide companies: for instance Arriva is owned by Deutsche Bahn, an international transport and logistics corporation., while Stagecoach has world-wide interests. SCC closely monitors wider developments, such as mergers and takeovers, in the transport industry.

Close productive relationships are maintained with all bus operators, and any proposals for network review are fully shared with them in order to maximise cost efficiency.

5. Operating Costs

The Review has analysed the cost breakdown of running a bus service:



This shows that the largest single cost is the wages paid to the driver, at 40% of the total. This has prompted consideration of possible community-based alternative provision in suitable cases, based on using volunteer drivers.

The fuel component is offset by the BSOG payment described above. Up to 1st January 2014 this was paid directly to operators, but from that date BSOG for tendered services was transferred to local transport authorities. At present the funds are ring-fenced, but if the government were to further review the scheme, this could introduce a cost pressure.

Fuel costs for operators rose significantly between 2009 and 2011, but have stabilised during the last three years.

6. Market Forces

The Review has analysed the Surrey bus market in terms of 'Porter's Five Forces' – ie:

- Industry and competitive rivalry
- Buyer and supplier bargaining power (2 factors)
- Threat of new Entrants to the market
- Threat of substitute modes of transport

The main conclusion is that competition in Surrey is not yet perfect. There are a limited number of suppliers with the capacity to take on our major contracts, and significant cost and logistical barriers to deter new entrants.

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Sustainable Funding Proposals for Bus Transport

Improvement	Action:	Issues and Progress:
Joint working with neighbouring County Councils	Share information and best practice with 4 or 5 neighbouring transport client teams on an ongoing basis.	<p>In January 2014 Surrey CC hosted a joint conference of transport clients from Kent, East Sussex, West Sussex, and Hampshire CC's, also Medway Unitary Council.</p> <p>Joint future initiatives were scoped and allocated between the Councils.</p>
Procurement efficiencies	Introduce a new 'Dynamic Purchasing System'	<p>Procurement and Travel & Transport are jointly introducing a new DPS approach to local bus tendering. Operators will apply early to be assessed for quality service, validated, and join the DPS.</p> <p>This will enable new tender prices to be obtained very quickly in early 2015 for bus services likely to be amended following the consultation.</p>
Savings through tendering over a wide area	Common tendering approaches or joint tenders between several County Councils	<p>An initial project will harmonise Terms and Conditions of contract with other County clients. We also aim to share the DPS as a common procurement platform.</p> <p>A possible further step would be to procure services jointly with another Council. However very few services straddle County boundaries.</p>

Joint market development with bus operators	A new joint 'offer' with bus operators to increase patronage and health of the Surrey bus market	<p>We already work with bus operators on a partnership basis. Nationally 5 major companies carry 70% of the passengers, and this is reflected in Surrey. The new 'offer' would balance:</p> <ul style="list-style-type: none"> • Smart ticketing and quality services from the operators • Better traffic flow and new investment from the SCC client <p>Often the bus industry does not sufficiently understand its customers, and within Surrey there is no single body or focus to promote bus use. We are commissioning a new joint marketing study with the University of Surrey and a major operator.</p>
Extend 'smart' ticketing	Explore integrated 'smart' ticketing to include other County Council areas.	<p>All surveys show that bus passengers are frustrated by the limited options in Surrey for purchasing tickets – still usually by cash. Transport for London services in Surrey are now cashless.</p> <p>Some operators have ticketing schemes based on smartcards or similar, but these need to be extended across various operators and wider geographical area.</p>
Focus on bus transport in Local Enterprise Partnership bidding	Ensure clearer focus on needs of bus transport when prioritising bids to the LEP's	Traditionally major scheme bidding focused on roads provision. However the need for economic development requires more bids for either rail (from the Surrey Future Rail Strategy) or bus transport.
Improve reliability by tackling road congestion	Work with other E&I services to improve traffic management and reduce congestion	Road congestion is a major factor in preventing bus operators from meeting timetable commitments. It adds cost, and undermines the confidence of users.

		<p>The Review will work with the NMIC and Highways functions to minimise congestion, especially at known 'pinch points' where buses are held up.</p>
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Neighbouring County Approaches to the Funding Challenge

This Annexe summarises how our immediate neighbouring County Councils are responding to the funding challenge in local bus provision. It is based on meeting and visits to East and West Sussex, Hampshire, and Kent. The key information is shown in the attached table.

7

Savings challenges and current proposals

General comments

All the Councils face the same corporate revenue budget pressure to varying degrees, and bus service support may have been seen as a relatively 'easy' area for savings. The scale of savings sought varies considerably, driven by political and departmental choices. In some cases, savings are sought from a broader raft of public transport expenditure, rather than from just service subsidy itself.

Common approaches to seeking savings are:

- Engage further with the Community Transport sector (voluntary or paid) to mitigate withdrawals of conventional rural bus services, possibly with demand-responsive operation, which is not universally popular.
- Apart from Kent, all are actively planning or consulting on a reducing subsidy support, which could lead to bus service withdrawals or reductions. This involves working with operators to establish which services might in time become commercially sustainable, or more commercially sustainable, including compromises in the offer to the travelling public.
- Change the reimbursement formulae for statutory or discretionary concessionary fare schemes (eg. elderly/disabled, students etc)
- Maximise external funding opportunities, such as section 106, LSTF, LEP funding, to offset the impact of revenue funding reductions.

The focus will be on services that support:

- The economy (including access to employment)
- Access to schools and colleges
- Access to primary health care sites
- Basic food shopping opportunities.

These are in the category of "social need", but any subsidy prioritisation or planning to cater for this must ensure that the bus network remains cohesive and marketable.

There is no Statutory Minimum in terms of supported bus service provision and none of the authorities have devised their own. Due to the small physical links in bus networks between Surrey and adjoining counties, there is little scope for jointly tendering network services. However, Surrey is introducing revised procurement processes which in time could be rolled out in conjunction with neighbouring authorities.

East Sussex

A £2.23m saving across public transport expenditure in 2014/15 and 2015/16 is required. £0.5m of this would come from a proposal to reduce the elderly/disabled concessionary fare scheme to the statutory minimum, but the rest would come largely from reductions in bus support. A Commissioning Approach has been adopted, and a public consultation exercise seeks views on various measures from April 2015, such as reducing service frequencies, reducing 5 or 6 days per week services to perhaps 2 or 3 days a week, or withdrawing complete services.

Hampshire

The bus support budget has been reduced by 45% since 2011, following a network review. A public consultation has been undertaken with a view to reducing public and community transport spend from April 2015 by £1.25m to £1.5m. A critical review of evening/Sunday bus services, 0900 to 0930 use of older person's concessionary passes, non-statutory services to schools, and evening and Sunday Dial-a-Ride operation are included.

Kent

Previous reviews of the socially necessary network have not resulted in significant cuts and to date Kent have retained broadly the same levels of subsidy and service levels. Kent have completed a review of their Kent Freedom Pass scheme which provides subsidised travel for non statutorily-entitled students aged 11-16 and currently costs Kent CC about £13.1m per annum. As a result, from September the cost of the scheme to parents will increase from £100 to £200 and free journey times will also be capped to allow travel on Mondays to Fridays between 0600 and 1900 in focussing the benefit on school travel only. This is targeted to save £3m per annum. A proposed re-structure of their Public Transport Team is also being designed to assist explore opportunities for saving through a closer relationship between Socially Necessary Bus Service and School Transport procurement.

West Sussex

There has been a saving of £1.9m per annum since April 2011 through service reductions and contract cost negotiations. There is no immediate pressure to further reduce bus service support. Further savings are being sought from the Transport (including school transport) and Countryside budgets, but the bus support budget is not being specifically targeted.

Our Review team has also looked at examples of approaches further afield. Savings proposals in other County areas include:

- Dorset. £0.85m saving enacted, involving loss of some rural services, some school services, all subsidised evening and Sunday services and any Saturday service which does not average 20 or more passengers per journey
- Oxfordshire. 50% reduction in spending over next four years and better integration of local bus and school transport planning

- Worcestershire. Initial plan to remove entire £3m bus service support subsidy, thus relying on the commercial market, replaced by a reduced budget of £1.1m in order to secure some key services, after a public outcry.

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Local Transport Review
Cabinet 23 Sept 2014

**Neighbouring County Council Approaches
Summary of Benchmarking Data**

	Current Population (000 people):	Number of main local bus operators	Number of public CT services	Revenue spend on bus support pa (£000)	Bus support spend per head pa:	Total passenger trips pa (000 trips):	Passenger trips pa on supported services (000 trips):	Subsidy cost per passenger journey:
East Sussex	534	10	5	2,300	£4.31	n/a	2,700	£0.85
West Sussex	809	8	5	1,700	£2.10	26,900	2,900	£0.59
Hampshire	1,338	22	13	4,700	£3.51	31,500	4,000	£0.85
Kent	1,494	32 (incl. TfL)	0	6,800	£4.55	62,000	6,200	£1.10
Surrey	1,085	24 (incl. TfL)	2	8,700	£8.00	29,100	16,800	£0.52

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Local Transport Review
Cabinet 23 Sept 2014

Framework for a Community Transport Delivery Strategy for Surrey 2014 - 2019

This document sets out a framework for a proposed new community transport delivery strategy for Surrey.

7

1. Introduction

The purpose of the community transport development strategy is to ensure that the County Council, boroughs and districts of Surrey, external agencies and communities develop a co-ordinated and collaborative approach to community and voluntary transport. This will ensure that funding which supports community transport is focused and delivers social benefit for communities, avoiding duplication and ensuring value for money.

The County Council plays a key role of supporter, influencer and promoter of community transport in partnership with Community Transport schemes/operators and other stakeholders.

2. What is Community Transport?

Community transport is typically run by the voluntary sector on a not for profit basis, however, the County Council and various other partners play a key role in supporting, funding and developing the sector. Community transport is for residents of Surrey who cannot use conventional public transport services due to accessibility issues, such as health or social exclusion, and works to compliment the local public transport network.

Typically community transport services are not commercially viable and are often outside of an authority's statutory remit. Services are very much needs led with local solutions and without the commercial profit element this often leads to unconventional approaches to a community's transport problems.

Community transport acts as a key tool in tackling social exclusion and works to complement rather than compete with the main public transport network. Community transport is a complex and varied market. The main types of community transport include:

- Dial-a-Ride (DAR)
- Community minibuses
- Voluntary car schemes
- Taxi voucher schemes

The strategy will set out and review the approaches to supporting and developing the community transport services in Surrey, as a means of responding to the transport needs of those individuals and groups who:

- find it difficult to use conventional public transport services due to physical impairment, sensory or learning disabilities.
- experience social exclusion in some way by way of geographical isolation, including young and elderly people or those on low incomes.

3. Aims and objectives of the strategy

The strategy will develop the direction of community transport over the next five years via the following measures:

- A Community Transport Business Development Officer (fixed term 2 year contract from Autumn 2014) will be in post to help develop the sector. The Officer will spend time developing the following:
 - Further develop partnership working between Surrey Community Transport operators
 - Identify business opportunities for the community transport sector e.g. MiDAS training project, Mainstream/SEN education transport contracts, Inter-library lending service, Health transport.
 - Develop capacity within the sector to ensure it is more resilient and robust and able to respond to business opportunities.
- A review of current community transport provision will be undertaken. This will include areas such as: Dial a Ride, Taxi Vouchers and Community Minibuses. The review will look at how each service is provided and how cost effective, efficient and fit for purpose they are.
- A review of the current community transport grant funding that is allocated by the county to various community transport providers will be undertaken. There will be a conscious move away from organisations being grant reliant to them becoming more income reliant.
- Enhance community transport information and mapping of provision to ensure that a comprehensive information set is available to internal/external partners and the public.
- Increase the awareness of community transport and raise the profile of the sector to ensure recognition and value.
- At a corporate level the way the county works in developing the voluntary sector and with volunteers is being looked at, therefore it is essential to engage in this process whilst respecting the individual delivery of community transport and therefore the local focus and flexibility.

4. Community Transport Funding

As noted in section 2 community transport is not commercially viable and as such public/grant funding is essential to support community transport schemes. Due to increasing financial pressure both at a county and borough/district level, it is important to recognise that levels of community transport grant support cannot continue. The aim is to move toward a cost neutral delivery to the public purse with a phased programme of change over several years to be delivered in partnership with borough/district councils and the voluntary and community sector. There is a need to help the community transport sector to become more resilient, moving to relying on income generation rather than grant support.

At present Surrey County Council grant funds the community transport sector approximately £600,000 per annum. This funding is allocated to community transport providers to assist

them in the provision of Dial a Ride services, Taxi voucher schemes and Voluntary Car Schemes.

The boroughs and districts are the major funders of the Dial a Ride services and Surrey County Council contributes approximately 10% of the overall transport costs of a Dial a Ride service through its grant funding.

The way in which the County grant funds organisations is currently being revised. A new Grant Criteria and Funding Guide setting out new a procedure and processes to be followed when awarding grant on behalf of Surrey County Council has been produced. It is therefore essential that when the community transport grants are revised the new guidance is adhered to.

Existing grant funding allocation is based on historic fleet size. A new funding formula is needed to ensure equity across the county and to take into account various new elements such as: geographical rural/urban mix of service, partnership working and performance related indicators.

Any new funding formula and grant allocation will need to be consulted on as part of the Surrey Compact and it will be essential to ensure that the different views of the community transport sector are taken into account. The boroughs and districts of Surrey and the other community transport organisations that receive grant funding from Surrey County Council have been made aware of the proposed changes to grant funding as part of their annual review meeting which is a requirement of the current grant funding process.

Various different grant funding mechanisms will be explored including:

- Fixed grant allocation based on new formula
- Small and Large Funding grant pot which is open to all and requires a bid application to be made
- Vehicle replacement capital grant fund

5. Action Plan and monitoring and evaluation

An action plan will be formulated which will include robust monitoring and evaluation measures to ensure value for money and efficiency.

6. Next Steps

- A new community transport delivery strategy will be developed from the framework.
- The strategy will set out the vision for community transport for the next five years.
- The strategy will assist the community transport sector in moving towards a cost neutral delivery to the public purse. A phased programme of change will be delivered over several years in partnership with the community transport sector.
- All relevant partners and bodies will be consulted on the new strategy. The community transport sector is already being engaged in initial consultations regarding revisions to the community transport grant funding.
- The timescales for the community transport delivery strategy are contained within the overall Transport Review project delivery plan.

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Local Transport Review
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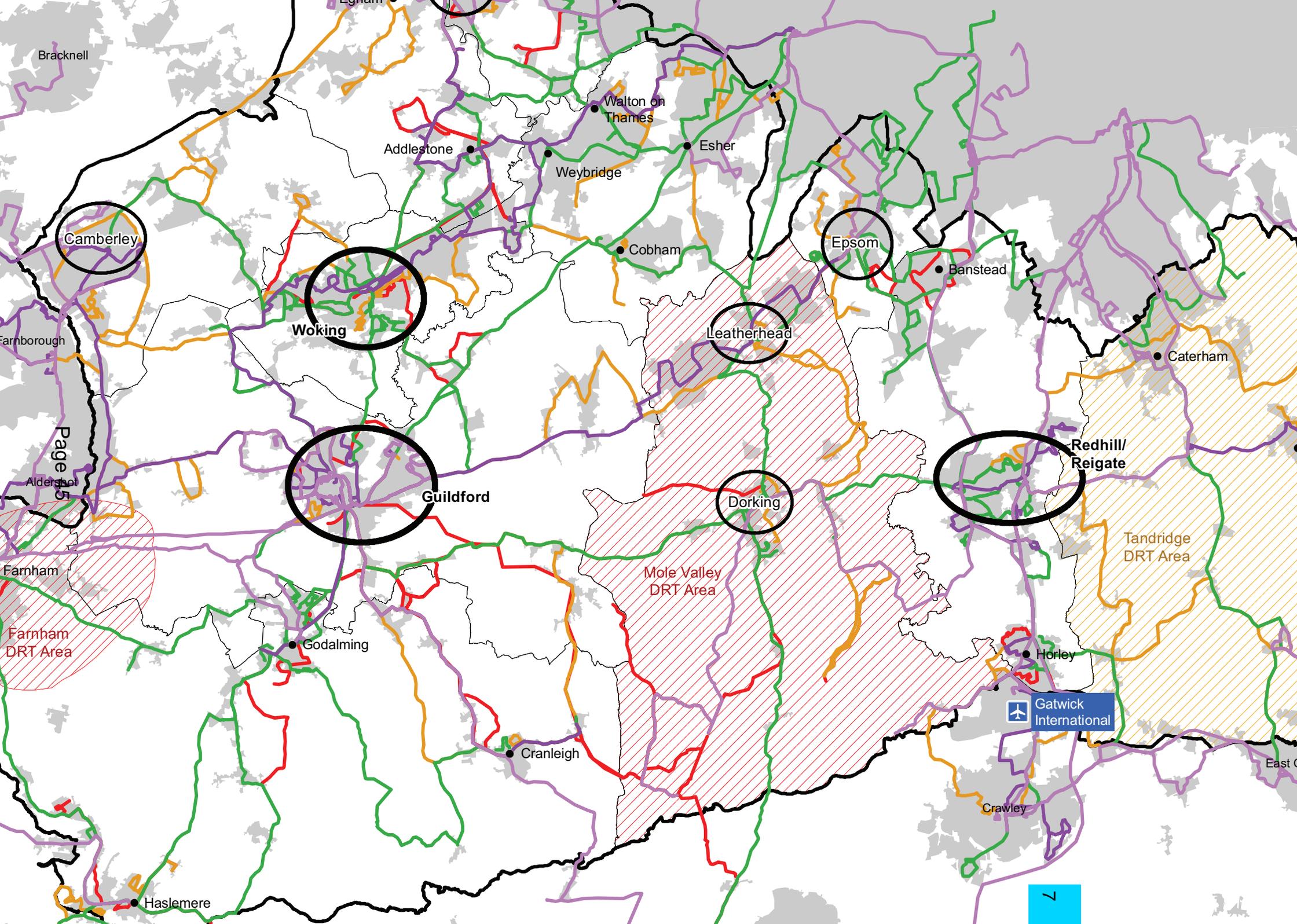
Local Bus Scoring and Assessment

This shows the assessment criteria which have been scored in order to develop the local bus network hierarchy. This in turn is the basis of the consultation map.

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Criteria no:	Assesses:	By measuring whether the service:
Destination Assessment		
A	Place – Network Building Block	Links two or more significant towns
B	Place – Economic Potential	Serves one or more of the LEP-defined 'Priority' or 'Step Up' Towns
C	Place – Housing Growth	Serves sites identified for development of 500 or more homes
D	Transport – Rail Interchange	Stops in close proximity to one or more rail stations
E	Acute Medical Need	Serves one of Surrey's five acute hospitals
F	Social Need	Serves any of Surrey's five 'Priority Places' as defined in the JSNA
G	Education Need	Serves one or more Secondary School or FE College
H	Employment Need	Serves one or more major employment site – eg a business park
Service Quality and VFM Assessment		
I	Frequency of Service	Offers at least one bus per hour service
J	Full-Week Service	Offers service on 5 or more days per week
K	Unique Service	Is the only bus route serving a village or residential area
L	Passenger Volume	Carries at least 10,000 passenger trips per year
M	Older & Disabled Usage	At least 25% of passenger trips made by concessionary pass holders
N	Value for Money	Support costs no more than £2 per passenger trip
O	Quality Corridor	Is a key route in a defined Quality Corridor

Investment Assessment		
P	Capital Investment	Will benefit from capital investment under the LSTF or LEP bid programmes
Q	School Places	Serves a secondary school due to expand by 250 or more places
R	Operator Commitment	Benefits from significant commercial investment by the relevant bus operator



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Outline proposal for consultation and engagement

What are we consulting upon?	The need to achieve savings in local transport spend
What do we want to achieve?	<ul style="list-style-type: none"> To achieve the required savings as outlined in the Medium Term Financial Plan. Provide residents and stakeholders with the opportunity to have their say on how savings can be achieved. Gather feedback and ideas to help shape proposals that achieve savings, while providing transport users with the best possible service to meet their needs.
Who will be carrying out the consultation?	The project team and the central communications team at Surrey County Council.
Who will you consult with?	<p>We will consult widely with all Surrey residents plus the following identified stakeholder groups:</p> <ul style="list-style-type: none"> Environment & Infrastructure Directorate Leadership, Other Directorates (Adult Social Care, Schools and Learning), internal staff, Surrey Future SCC Chief Exec and Deputy Leader, Portfolio Holders, Surrey MP's, SCC Members, Local Committees, Resident Organisations District and Borough Councils, Parish and Town Councils, Neighbouring Authorities, Phase Council. Bus users and user groups, Voluntary and Equality organisations, Empowerment Boards, Faith Groups, Surrey Choices, Day Centres, Taxi Voucher Schemes, Clinical Commissioning Groups, Surrey Connector. Schools, Universities and Colleges, Local Enterprise Partnerships, Department for Transport and Other Government bodies. Surrey Connects, Employers & Business organisations, Job Centres, Tax Payers Alliance
How will we inform members?	At the Member Reference Groups, Local Committees and via the portfolio holder for the Environment and Planning, and through Communicate, the Members newsletter issued weekly by central comms.
How long will the consultation last?	1 st October 2014 – 14 th January 2015 (15 weeks)
Outline programme for consultation	<p>Cabinet decision – 23 September 2014</p> <p>Publicise consultation</p> <p>Consultation period 1st October 2014 – 14th January 2015</p> <p>Analyse results and prepare the necessary reports – February-March 2015</p> <p>Prepare new Cabinet report – April 2015</p> <p>Cabinet agree changes – May 2015</p>
Methods of consultation	<p>In summary the consultation will cover the following activities:</p> <ul style="list-style-type: none"> Political Engagement – The project team will consult with all 11 Local Committee's at their informal meetings in the autumn of 2014. Our cabinet member will also be used as conduit for reaching all members in Surrey along with publishing items in the member's newsletter, Communicate and the weekly Issues Monitor email that goes to a wide range of Surrey stakeholders including MPs and

	<p>members</p> <ul style="list-style-type: none"> • Stakeholder Meetings – Stakeholder groups will be offered meetings or briefings as appropriate in the autumn with particular focus on engaging with: <ul style="list-style-type: none"> - Bus user groups - Schools and Colleges - Surrey Members of Parliament - Borough and District Councils - Parish and Town Councils - Empowerment Boards (Equalities organisations) - Resident organisations • SCC Website –The campaign banner on the home page will also be used for periods through the consultation period and there will be links from popular pages such as timetables. • Online consultation survey (Surrey Says) – An online survey will be developed to gauge public and stakeholder opinion on the need to make savings and allow them to have their say on how they could be achieved. Paper copies of the survey will also be available at key distribution points including libraries, community centres and council offices. • Digital communications – Digital media will be used extensively including posts and adverts on Facebook and Twitter with links to the online survey; Google Adwords to advertise the consultation within search results that Google displays for specified search queries; online banner advertising on local websites with a link to the survey. • E-newsletters – Information and details on the consultation will be published in the Surrey Matters e-newsletter that goes out to Surrey residents on 1 October, 1 December and 1 January. In addition copy will be provided for other newsletters produced by services that target residents, eg Parents Pages. • Posters/Leaflets - Posters and leaflets will be distributed at key locations including bus stops, on buses, at bus stations, libraries, community centres and council and parish offices. They will contain information on the consultation and provide the web link to the survey. • Editorial copy – will be submitted for inclusion on websites and publications produced by district and borough councils, local parish councils, Surrey magazines, residents associations and community groups. • Internal – SCC staff will be updated via s-net and other appropriate internal comms channels so they can also feed in views to the consultation. • First line support – The Contact Centre at Surrey County Council will be fully briefed to answer public enquiries during the consultation period.
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Risk description and consequences	Impact	Likelihood	Risk Rating (Impact x Likelihood)	Mitigation
The reduction and withdrawal of services are likely to have an impact on communities and passengers in the affected areas. Opposition is likely to be strong and could impact on our political reputation and signal a loss of confidence to SCC operators.	5	5	25	Reduce - We will ensure that residents understand why particular changes are being proposed in certain areas.
The application of legacy S106 funding to sustain services is only a short term solution. Once this runs out other funding will need to be secured to maintain services. This presents a savings pressure for the Local Bus budget in the longer term.	4	4	16	Contingency - The application of S106 should sustain services until 2018/19. During the review a longer term solution will need to be found to help maintain services beyond this period.
The renegotiation of existing contracts during Autumn 2014 with operators will present a further financial squeeze on them which could lead to the withdrawal of commercial (not funded by SCC) or primarily commercial provided (SCC fund Sunday/evening service) services in Surrey. This would have a wider impact on economic and social access for Surrey residents and commuters.	5	3	15	Reduce - During the negotiations understand the impact of a reduced contract on the operator. If the consequences are more severe than the saving generated from the reduced contract consider other contract options
The managed service withdrawals and the renegotiation of existing contracts are they only workstreams of the review that we have autonomy over. The other workstreams are based on the successful output of the intended measure. So there is a risk that these work streams may not yield the expected results which would lead to a shortfall on our savings target	5	3	15	Mitigate - In the event that we're unable to meet the required savings for the other workstreams. We'll meet the shortfall through saving more through managed service withdrawals and renegotiation of existing contracts.
It might be difficult to agree an approach that would see Parish Councils running a community transport service for small rural areas that have their local bus services withdrawn. Support and resources may be limited or not available which would affect establishing a service of this nature. A lack of transport alternative would impact the rural community.	3	4	12	Reduce - Surrey will look to provide the investment for a minibus for each Parish partner and would work with them in establishing a service that would be financially viable for them to run.
Any major reduction in the public bus services used by entitled children could potentially add costs to those borne by Schools and Learning.	3	3	9	Mitigate - Carefully ensure the network after any changes or reductions still offers adequate access to schools
Surrey may not secure the funding to commission the Surrey University Patronage Study. If we are not able to commission the study we won't be able to implement the recommendations which would mean that we're not able to achieve the required savings from this workstream.	3	2	6	Mitigate - The bid for funding went into the Knowledge Transfer Partnerships (KTP). A decision will be made on this in September 2014. If the bidding outcome is unsuccessful the project team will look internally to see what funds could be used for this or alternatively look to other workstreams to deliver further savings.
Any routes reduced or withdrawn to key employment sites in Surrey could see businesses relocating outside of Surrey which would stifle economic growth in the County.	3	2	6	Mitigate - Accessibility to key employment sites and other categories such as healthcare and schools will be factored into the decision making when managing service reductions.
When reviewing our reimbursement methodology we must not reduce reimbursement too much as this could impact on our contract prices	3	2	6	Mitigate - MCL have been commissioned to review whether this is best value for money. Findings from the study are due in September 2014.

Impact - Should a risk materialise the 'Impact' of that risk on the project:

- 1 – **Minor:** Little or no adverse impact on the project
- 2 – **Low:** Some impact, but can be overcome without too much difficulty
- 3 – **Medium:** Significant impact on the project requiring management attention
- 4 – **High:** Major issue for the project with the potential to stop the project
- 5 – **Catastrophic:** Would stop the project

Likelihood - The 'likelihood' score indicates the chance of that risk occurring:

- 1 – **Unexpected:** Little or no chance of risk materialising (less than 10% chance)
- 2 – **Unlikely:** Low chance of risk materialising (10% - 30% chance)
- 3 – **Likely:** Good chance of risk materialising (30% - 70% chance)
- 4 – **Very Likely:** Probable that the risk will materialise (70% - 90% chance)
- 5 – **Expected:** Expect risk to materialise (90% plus chance)

Risk Rating Score - The risk rating is determined by multiplying the 'Impact' and 'Likelihood' scores to
 Risk Ratings between 16 - 25: Are major risks that require the immediate attention of the Project Board.
 Risk Ratings between 9 - 15: Are significant risks to be monitored by the Project Board.
 Risk Ratings below 9: To be monitored by Project Manager and Project Team.

Risk Response

Mitigate = Terminate the risk by doing something differently
 Reduce = Treat the risk by taking action to control it
 Transfer = Management of risk transferred to third party
 Accept = Tolerate the risk
 Contingency = Actions planned for when risks occur

SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014

**REPORT OF: MR JOHN FUREY, CABINET MEMBER FOR HIGHWAYS,
TRANSPORT AND FLOODING RECOVERY**

**LEAD OFFICER: TREVOR PUGH, STRATEGIC DIRECTOR FOR ENVIRONMENT
AND INFRASTRUCTURE**

**SUBJECT: POLICY FOR ADOPTING ROADS AND STREETS AS
HIGHWAYS MAINTAINABLE AT PUBLIC EXPENSE**



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SUMMARY OF ISSUE:

This report proposes changing the policy introduced in December 2010 for the adoption of roads and streets as highways maintainable at public expense. It recommends that a revised policy be introduced from 1 October 2014 that allows and encourages a greater number of roads and streets to be adopted under Section 38 of the Highways Act 1980. This will assist the County in fulfilling its future statutory function as Sustainable Drainage Approval Body under its role as the Lead Local Flood Authority. It also recommends delegating decisions on Section 38 adoptions to officers.

RECOMMENDATION:

It is recommended that the Cabinet:

- (1) Adopts the policy for the adoption of roads and streets as highways maintainable at public expense for all new requests for Section 38 Agreements from 1 October 2014, as set out in Annex 1.
- (2) Delegates the decisions on Section 38 Adoption and Instructions to enter into Section 38 Agreements to the Group Manager Planning and Development and Transport Development Planning East and West Managers as set out in paragraph 11, and that officers establish an advising process on these decisions to local committees and asks the Lead Manager Democratic Services to amend the Scheme of Delegation accordingly.

REASONS FOR RECOMMENDATIONS:

The recommendations are being made for the following reasons:

- There is the need to adopt a greater range of developments to facilitate our role as Lead Local Flood Authority, which requires the County to maintain surface water drainages systems that have been built in accordance with SUDS specification.
- So that the County can better influence the form of newly created environments that will increasingly become a greater proportion of urban and suburban Surrey.

DETAILS:

Background:

1. The highway authority has considerable discretion in exercising its powers to adopt roads and streets through a Section 38 Agreement under the Highways Act 1980. Up until December 2010, the Council were prepared to adopt new roads that provided public utility defined by the following criteria:
 - a. Served more than 6 homes
 - b. Constructed to a satisfactory standard and
 - c. Comprised carriageways, footways, verges, streetlights etc.

The roads had to be kept in repair for a period of 12 months and be used as a public highway during that period to ensure that they were fit for purpose.

2. The policy did not generally accept entrances and paved areas in garage or parking courts, drives to flats and apartments, amenity areas, footpaths that did not serve a wider desire line, or roads accessing businesses and industrial areas.
3. In December 2010, Cabinet significantly reduced the amount of roads eligible for adoption. A narrower definition of public utility was established, which meant that fewer roads meet the criteria for adoption.
4. The policy which is currently operating, naturally presumes against adopting roads, streets, footpaths and cycle-ways unless they meet the following more stringent set of tests:
 - have a wider use than simply providing access to residential or commercial properties
 - provide through route(s) (not cul-de-sacs) and that exceed 50 residential units (or mixed use equivalent in traffic generation terms).
 - are cul-de-sacs (no through roads) that lead to a County school
 - are bus routes
 - otherwise have public utility through providing a wider benefit to the general public and / or access to public services.
5. To date, there have only been a very limited amount of roads that have not been adopted. The current policy came in to being at the height of the recession when few developments were being proposed for adoption. Most of those that have been adopted since 2010 were permitted because they secured planning permission prior to the policy change.
6. Under the current policy, purchasers of new homes in the majority of roads that are not eligible are subject to additional maintenance and management costs. They get no rebate for living in a private road, and therefore incur significantly increased costs.

- 7. A review of estate road adoptions over the last 5 years showed that only seven out of 46 schemes fulfilled the current road adoption policy. This means that a considerably greater number of developments than would previously have been the case had no county input as highway authority in respect of public realm and overall design standards.
- 8. The County’s role as Lead Local Flood Authority will include the responsibility of Sustainable Drainage System Approval Body (SAB). This will require us to adopt any Sustainable drainage system (SUDS) that serves two or more properties that has been constructed to specified standards. As drainage systems are likely to be placed within the carriageway or margins, especially where densities are higher and there is less space for the greener form of SUDs, they will be part of the adopted highway. A SAB cannot charge commuted payments for the long term maintenance of these systems, and the only way that funding can be raised is through the highway element, which will attract a commuted sum. It therefore makes sense to include SUDS within the highway so that it can drain both the highway as well as private runoff, but also attract an element of maintenance funding.
- 9. The criteria for adopting highways needs to be modified to allow the inclusion of a wider range of developments to encompass those with SUDs that have to be adopted through the SAB process.
- 10. As with the case of the provision of SUDs, it would therefore be necessary to modify the criteria for the adoption of roads to allow any residential street that met a specified constructional standard to be subject to the Section 38 process.
- 11. Prior to the introduction of the current Section 38 Policy in 2010, delegated powers were assigned to officers to determine which developments should be subject to adoptions, and to issue instructions. In 2010, with the more restrictive approach to adoption, these were removed, and assigned to the Cabinet Member. It is proposed that, in the future, these decisions be delegated to the Group Manager Planning and Development, and Transport Development Planning East and West Managers.

CONSULTATION:

- 12. The Surrey Planning Officers’ Association were consulted at the time of the original policy change in 2010, and they expressed concern that there would be a tranche of roads in future that failed to be built to acceptable standards. This recommendation reverses that decision, so removes that concern.

RISK MANAGEMENT AND IMPLICATIONS:

- 13. There are no identified risks in these recommendations, as it is returning the approach for new requests for adoption agreements that which existed and worked well prior to 2010.

Financial and Value for Money Implications

- 14. The expansion of the Section 38 policy would be entirely self financing. The fee income will off-set any additional expenditure that the County may have in administering the process. The commuted payments process will raise

maintenance revenue, and generate a level of maintenance on the drainage elements.

Section 151 Officer Commentary

15. Section 151 Officer confirms that all material financial and business issues and risks have been considered in this report. The council's costs, both in terms of administration and future maintenance, will be met by the developer. Increased road adoptions may also have a beneficial effect on some grant allocations, i.e. where grant is based on a formula which takes account of road length, although this is unlikely to be significant.

Legal Implications – Monitoring Officer

16. Section 38 of the Highways Act is a power that enables the Council to enter into agreements with developers to adopt highways included in any developments so that they become maintainable by the Council. It is a matter of discretion for the Cabinet to determine the scope of the developments to which the policy refers. Changing the policy to enable more developments to be included will assist the Council in fulfilling its future new duties as a SAB and in reducing flood risk.
17. As this is an executive function, the Cabinet is able to delegate future decision-making concerning section 38 agreements to officers as set out in the report. If Cabinet choose to accept the recommendation to delegate this function to the named officer the Scheme of Delegation will be amended accordingly.

Equalities and Diversity

18. The wider adoption of new estate roads would enable a greater proportion of those residents in Surrey to live on publically maintained roads. This would provide greater fairness across the population and the provision of a higher standard of facility for the mobility impaired through the provision of dropped crossings for example. It would, however, still allow for private estates where Section 38 Agreements are not requested or where the policy tests are not met.

Public Health implications

19. The ability to secure more easily the adoption of SUDs facilities that duplicate as highway, or fall within the highway, would assist in the reduction of flood risk in populated areas. This in turn would reduce the risk of disease and maintain access to public services which could impact on public health.

Climate change/carbon emissions implications

20. The ability to secure more easily the long term maintenance of SUDs facilities that duplicate as highway, or fall within the highway, ensures a contribution towards minimising the impact of increased precipitation that climate change is predicated to bring in future years.

WHAT HAPPENS NEXT:

- Implement the revised Highway Adoption of Roads and Streets Policy from 1 October 2014 to all new requests to enter into Section 38 agreements.
- Amend the appropriate web site pages on Transport Development Planning's section of the County Web site.

Contact Officer:

Michael Green, Transport Development Planning West Manager Tel: 020 8541 9316.

Annexes:

Annex 1 – Highway Adoption of Roads and Streets Policy 1 October 2014

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Policy to be applied to requests for adoption of roads as highways maintainable at public expense – 1 October 2014

Surrey County Council's natural presumption is to adopt residential roads, streets, footpaths, cycleways and margins if they are constructed to a satisfactory standard, connect to an existing public maintainable highway, if commuted sums are paid where appropriate to provide for ongoing maintenance and provided they meet either of the tests set out below:

Roads that:

- serve six or more residential curtilages
- OR otherwise have wider public utility, including through serving as a Sustainable Drainage System*

*this could include parking areas or accesses to private areas if they serve as a Sustainable Drainage System.

Note:

1) Adoption will not precede until full payment of all reasonable administration costs and commuted sums (as required under Surrey County Council's Commuted Sum Policy)

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SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014

PORTFOLIO HOLDER: MR JOHN FUREY, CABINET MEMBER
FOR HIGHWAYS, TRANSPORT AND
FLOODING RECOVERY



LEAD OFFICER: JASON RUSSELL, ASSISTANT DIRECTOR HIGHWAYS &
TRANSPORT

SUBJECT: HIGHWAYS COLD WEATHER PLAN FOR 2014/15

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 successes of the Task Group and the principles that it has developed inform annual winter reviews to deliver 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:

1. The Highways Cold weather Plan 2014/15, included in Annex 1, be approved for the forthcoming winter season.
2. Respond to the Environment and Transport Select Committee Winter Performance Task Group recommendations, as detailed in the report.

REASON FOR RECOMMENDATIONS

To agree the Highways Cold Weather Plan for the coming winter season.

REPORT OF THE ANNUAL WINTER SERVICE REVIEW:

1. In accordance with the Cabinet recommendations on 24 September 2013, 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 10 September 2014, the Task Group recommends to Cabinet that:-
 - I. The 2013/14 Gritting Route Network be maintained for the 2014/15 winter season while also incorporating minor amendments resulting from member, resident and officer feedback.
 - II. Beare Green Depot remains available as a key resource for use during severe weather events.
 - III. Communities are permitted to purchase additional grit bins at a total cost of £1,009 for a 4 year period while Parish Councils and other statutory bodies may be licensed to install grit bins on the public highway.
 - IV. At the end of the initial 4 year period those additional member sponsored grit bins that meet with the appropriate criteria score (100 points plus) be transferred to the core winter service. Those grit bins that do not meet that criteria score but are serviceable, be offered extended agreements at a total cost of £709 per bin for a further 4 year period.
 - V. Consideration should be given to supporting the future replacement of the weather stations following a review of their current and future provision.
 - VI. The Highways Cold Weather Plan 2014/15, included at Annex 1, is approved.
 - VII. Approval of any future amendments to the Highways Cold Weather Plan be delegated to the Cabinet Member for Highways, Transport and Flooding and the Assistant Director Highways and Transport.

DETAILS:

Background

4. The previous Cabinet report, on 24 September 2013, documented key points to enhance service provision and meet the aspirations of both members and the public. This followed the lessons learnt from the previous year of the Kier Contract.
5. This report considers the performance of the service during the 2013/14 winter season, the effect of subsequent operational improvements and funding

approved by Cabinet for that season, together with organisational changes and partnership working arrangements.

6. Throughout their third year as the Council's contractor, Kier worked with officers and members on all elements of the winter service to consolidate on the improvements that have already been achieved.
7. After the severe winter weather event in 2012/13, 2013/14 brought a change in the winter weather pattern with ice and snow being replaced by rain, winds and floods. The situation was challenging with the ground saturated, regular river flooding, standing water in many places and seepage leading to the high probability of ice forming during cold periods. By the end of the season Kier had completed 59 precautionary salting runs in the east of the county and 44 in the west which is comparable to an "average" (52 runs per season) Surrey winter. Salt supplies have regularly been replaced throughout the winter period in accordance with Cabinet's agreed recommendations.
8. With an unusually large number of grit bin replacements combined with new requests (a combined total of 246 in 2013/14) the service response has not always been timely. Mid season this was further affected by the diversion of resources onto the storm response and flood recovery operations. Officers are working with Kier to learn lessons from last season to ensure grit bins can be placed on the highway within a reasonable timescale and that we have sufficient resilience to manage the numbers required.
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. The priority salting network will remain the same as 2013/14 with some minor amendments following consultation with Local Committees, member, resident and officer feedback. Task Group Members were supportive of this approach, particularly as it was in keeping with the localism agenda.

Operations

11. All of the vehicles are now able to spread with a higher degree of accuracy. This combined with the tracker technology has enables target treatment rates to be reduced in line with new national guidance, resulting in greater efficiencies.
12. Officers advised that an efficiency gain had also been made through the use of one of the trial vehicles on low bridges and other restricted access sites.
13. Officers advised that the introduction of route-based forecasts was proposed from next winter, initially operating out of the Godstone Depot. These changes will enhance the precautionary salting decisions that are currently being made across a wider geographical area or 'domain' and could demonstrate efficiency savings in both salt usage and resource across the network.

Salt Management

14. With the winter returning to the longer term Surrey average amount of ice and snow in 2013/14 (52 runs per season) only 4,875 tonnes of salt was used on the network., Salt stock management systems now in place continue to be robust and fit for purpose.
15. Task Group Members agreed that stocks should continue to be maintained at the maximum capacity of 16,000 tonnes prior to the commencement of the 2014/15 season.
16. Although Kier did not have need to operate from Beare Green Depot during 2013/14 it nevertheless remains an important satellite station for local management, salt storage and distribution during severe weather events. The Task Group continue to support its retention for similar winter service operations in 2014/15.

Infrastructure Replacement

17. During the December/January storms both the Godstone and Merrow salt barns sustained extensive roof damage. Officers advised that reroofing of these barns would be completed prior to the coming winter season.
18. As part of a wider development of our Property Strategy for Highways, Property Services are undertaking a feasibility study on future investment including the following elements;
 - 2015-2017 - essential development and maintenance
Including whether the existing salt storage barns need either significant repair or replacement within this time
 - 2017 onwards - a more comprehensive plan looking at the needs of our business
Looking at our footprint and whether we have the right type of depot space in the right location – for example winter operations might be better served by using an increased number of depots which are much smaller in size - during the summer months these could be used for other seasonal activities such as surface dressing or storage of road plannings.

A report will be submitted in early 2015 outlining recommendations.

Provision and Use of Grit Bins

19. The county currently manages and maintains 1737 highway Grit Bins (1504 'core' winter service, 233 member sponsored) with an additional 25 recorded at, or near, fire stations (provided as part of their own business continuity planning).
20. With the first tranche of funded grit bins coming to the end of their four year agreement in April 2015 a decision was required on how these should be managed. Task Group Members expressed the view that the core winter service grit bin numbers should remain consistent and any reductions should be compensated through the transfer of member sponsored grit bins.
21. Officers advised that to maintain the status quo, based on current trends the core winter service would not be able to sustain the incorporation of all the member

funded grit bins following the end of their maintenance agreements. The Task Group considered a number of options:

- Option 1) No transfer of funded grit bins to core service (reduction of 24 grit bins per annum) and extend maintenance funding agreement for further 4 years at a reduced rate (grit bin already in place). No impact on current budget arrangements, decreasing by £1,217 per annum.
- Option 2) Transfer those grit bins that meet with the criteria level (100 points plus) to the core winter service (reduction of 24 grit bins against transfer of 22 member grit bins) and extend maintenance funding agreement for remaining. Negligible impact on current budget arrangements, increasing by £1,885 per annum. By 2018 this would have escalated to £3,413 per annum.
- Option 3) Transfer those grit bins that are influenced by the criteria to the core winter service and maintain until they come to the end of their serviceable life (reduction of 24 grit bins against transfer of 44 member grit bins) and extend maintenance funding agreement for remaining. Marginal impact on current budget arrangements increasing by £4,455 per annum, additional funding required. By 2018 this would have escalated to £16,082 per annum.
- Option 4) Transfer grit bins to the core winter service and maintain until they come to the end of their serviceable life (reduction of 24 grit bins against transfer of 75 member grit bins). Escalating impact on current budget arrangements increasing by £9,086 per annum, additional funding required. By 2018 this would have escalated to £39,761 per annum.

- 22. Without increasing grit bin numbers or cost and in recognition that we are at the same time removing an element of non compliant grit bins off the network the Task Group recommended Option 2 as this would both retain a core number and at the same time encourage Members to consider the criteria when funding future grit bins. Officers were supportive of this proposal.
- 23. 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 and restocking frequency. The cost of a grit bin, including annual refurbishment and filling in line with county standards, is now £1,009 for a 4 year period. At the end of this period where a Member or community continue to support a grit bin an extension charge of £709 would be applied to cover the next 4 year period.
- 24. Although the Highways Service now has better data to manage the grit bin asset, affected Local Members should be copied in to emails notifying the Local Highway Manager of any bins being removed from the network. Officers agreed to publish a list following the completion of the annual survey and included this in the winter service information pack to Members.

Borough/District Responsibilities

- 25. Officers advised that the Borough and Districts are being re-engaged to ensure that the partnering arrangements in place are up to date, including a refresh of the footway snow clearing priorities following completion of the Surrey Priority Network footway hierarchy review.

Farmers, Contractors and Equipment

26. In order to support the Council's snow clearance and gritting response during times of severe winter weather we are able to call on 51 local farmers to provide additional assistance. Whilst not required for snow clearing in 2013/14 they nevertheless responded to our call for assistance during the winter storms and flooding to deal with fallen trees and embankment slips etc. in their locality. They now form part of the wider resilience for severe weather events. The Task Group continues to recognise the valuable contribution they make, particularly in maintaining access to isolated communities.
27. A review of our current weather station provision is required to address aging equipment issues, technology updates and future service requirements, this is supported by the Task Group. The review will consider future investment options and timely implementation.
28. As part of this programme the replacement and relocation of the Botley Hill weather station has become a priority due to constant vandalism. The updating of the high speed sites with GPRS (mobile connection) will also remove the need for costly lane closures to undertake maintenance. To improve our resilience in forecasting in what is known as a "localised cold area", Officers also propose the provision of new weather station south of A31 Hogs Back.

Communications Plan

29. 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. Following feedback from the "Annual Customer Winter Service Survey" these bulletins will also include information on other severe weather events affecting the highway.
30. Although the winter service has been fully optimised there is still a need for annual reports direct to Select Committee in September each year to agree any changes following a review of performance and learning with proposed service 'improvements'.
31. To ensure stakeholder contributions are captured the review process also includes the spring round of Local Committees together with customer surveys to inform the Task Group. The review timetable is detailed in the Highways Cold Weather Plan 2014/15 included in Annex 1.

CONSULTATION:

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

RISK MANAGEMENT AND IMPLICATIONS:

33. 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.

34. 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 form part of the annual review of the service.

Finance and Value for Money Implications:

35. The revenue budget for Winter Service activities in 2014/15 is confirmed as £2.567m. 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 2014/15 £000
Labour and vehicles to deliver pre-treatment service to agreed Gritting Network	1,552
Salt usage	500
Grit bins pre-season salt fill & maintenance	67
Hippo bag delivery	5
Weather stations and bureau service (contract lump sum)	47
Weighbridge servicing & maintenance	9
SCC Farmer Plough Maintenance	10
Alternative vehicles	45
Relocation of weather station	60
General maintenance	122
Severe snow event	150
Winter total	2,567

Section 151 Officer Commentary:

36. The S151 Officer confirms that all material financial and business issues and risks have been considered in this report. Details of the 2014/15 winter service budget are set out in paragraph 35, and Highways 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.

Equalities and Diversity:

37. 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.

38. 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.
39. 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.
40. '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.
41. 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:

42. Section 41(1A) of the Highways Act 1980 states that a highway authority is under a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice. Case law has indicated the importance of maintaining a plan, as indicated in this report, setting out the proposals and priorities for dealing with snow and ice on the roads, which can then be referred to in support of any argument that a local authority has performed its duty in a reasonably practicable way.

WHAT HAPPENS NEXT?

Approved recommendations will be implemented as part of the Highways Cold Weather Plan 2014/2015.

As part of a wider "Community Resilience Project" being lead by Emergency Management review our response to major emergencies through the development of an overarching severe weather and emergency response plan taking account of the outcomes from the Flooding Task Group October Report.

Report Contact:

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Consulted:

Members of the Winter Performance Task Group
 Local Committees
 Peter Agent, Asset Planning Group Manager
 Lucy Monie, Network & Asset Management Group Manager
 Simon Mitchell, Maintenance Plan Team Leader
 Tony Orzieri, Finance Manager
 Lisa Beach, Senior Accountant
 Mark Borland, Works Delivery Group Manager
 Richard Bolton, Local Highway Services Group Manager

Annexes:

Annex 1 – Highways Cold Weather Plan 2014/15

Informed:

Trevor Pugh – Strategic Director, Environment and Infrastructure

Sources/background papers:

Winter Service Task Group meeting - 14 July 2014

Environment and Transport Select Committee meeting - 10 September 2014

Previous report of the Task Group to the Cabinet – 24 September 2013

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HIGHWAYS COLD WEATHER PLAN 2014/2015

(3 October 2014 to 24 April 2015)



**Produced by:
Network & Asset Management Group,
Surrey Highways & Transport**

**Assistant Director
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Jason Russell

RECORD OF AMENDMENTS

Amendment No.	Details	Date	Amended By
Version 1	Initial Draft	1 Aug 2014	SM
Version 2	Amendments for ETSC/Cabinet	27 Aug 2014	SM
Version 3	Minor amendments to footway priorities Appendix E	10 Sept 2014	SM

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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 2015. 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 2014/15 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 3 October 2014 to 24 April 2015.**

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 10 September and 23 September 2014 respectively.
- 2.2 After the severe winter event in 2012/13 we have been experiencing a change in the weather pattern with wintry weather being replaced by rain, winds and floods.
- 2.3 The situation has nevertheless continued to be challenging with the ground saturated, regular river flooding, standing water in many places and seepage leading to the high

probability of ice forming during cold periods. By the end of the season Kier had completed 59 precautionary salting runs in the east of the county and 44 in the west which is comparable to an “average” (52 runs per season) Surrey winter. Salt supplies have regularly been replaced throughout the winter period in accordance with Cabinet’s agreed recommendations.

2.4 Throughout their third year as the Council’s contractor, Kier worked with officers and members on all elements of the winter service to maximise efficiency and reduce costs. This also included the operation to be fully in line with the new Appendix H guidelines with continuous dynamic checks of the spreaders throughout the season resulting in ability to target spread rates more effectively leading to savings on salt usage.

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

- Minor adjustment to the priority salting network following consultation with Local Committees.
- Introduction of route based forecast for operations out of Godstone depot.
- All gritters with latest salt spreading technology maximising efficiency savings in salt usage.
- Maintaining our preseason salt stocks at 16,000 tonnes, approximately double the quantity required for an average Surrey winter.
- All grit bins 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 £1,009
- 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)

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

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 Works Delivery 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 Works Delivery 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 Council's 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 Works Delivery 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 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 and has set out clear guidelines to support their use in Appendix F.
- 3.19 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.
- 3.20 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.
- 3.21 At present there are approximately 1737 (233 funded) plus 54 Licensed (Parish) and 25 Fire & Rescue grit bins in Surrey, and the 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 F. The location of the bins can be found at [Grit bin locations in Surrey](#).
- 3.22 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. During the winter season if a replacement grit bin is not funded, provided the bin is not causing an environmental or safety issue the bin will be retained until the end of the season at which time it will be removed.
- 3.23 The four-year cost of a grit bin in Surrey is currently £1,009 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

- 3.24 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.
- 3.25 At the end of the 4 year management period those grit bins that meet with the assessment criteria (scoring 100 points or more) will be transferred to the core winter service. Members and communities can chose whether or not they wish to extend agreements on grit bins that score less than 100 points. With the grit bin already in place the four-year cost will be £709.
- 3.26 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](#) .
- 3.27 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

- 3.28 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.
- 3.29 The Severe Weather response times referred to below can only be implemented by the Works Delivery Group Manager (or nominated deputy):

Category	Normal response time	Severe weather response time
Immediate (Priority 1)	2 hour	4 hours
Safety Priority 2	5 working days	7 working days (Permanent repairs within 40 calendar days)
Safety Priority 3	20 working days	40 calendar days

Motorways & Trunk Roads

- 3.30 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 Kier in 2014/15 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
Salting Network Review	Design of routes
Specifying spreader and saturator equipment	Provision of other winter maintenance plant / vehicles
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 	Manning levels
	Maintenance of spreaders and ploughs including ploughs held with farmers
	Calibration of spreaders in season
	Maintenance and operation of salt saturators
Procurement, installation and support for Ice prediction systems, weather stations, weighbridges and software	Procurement of forecast service (Open Road)

Publicity and Communications including web pages	Receipt and dissemination of weather forecasts and updates
	Day to day decision making
Salt procurement	Salt delivery and stock management
Co-ordinating research and feasibility studies	Use of County Council depots under the contract
Contingency planning	Contingency planning
Performance Monitoring (KPI's)	KPI's

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 domain forecast and route base (Godstone) 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 Ten 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 (September 2013).
- 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 Works Delivery 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 both the Severe Weather and [Winter Operations Plan](#). The following is a summary of the key functions:

- Establishment of a Snow Desk, jointly manned by the Service Provider, Works Delivery 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 Works Delivery 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 Works Delivery 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, Works Delivery 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 Works Delivery 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 Works Delivery 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 Works Delivery 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 Works Delivery 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.
- Contacts, schedules, maps and plans are available in both [Road Zone](#) (winter service page) or [S:\CORE\Asset Team\Winter Service\2014-15](#)

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 Works Delivery Group, with additional support provided by Local Highway Services. The table below sets out roles and responsibilities.

Role	Lead Officer	Responsibility
Controller	Works Delivery 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 Highway Services and APG
Condition Co-ordinator	Designated Works Delivery 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	Works Delivery Group engineers, Community Highway Officers (CHO)'s	Fact finding of current situation on the network at the request of the Snow Desk, or as part of regular controls of designated areas.

	Highway Inspectors	Provide additional pool resource for Snow Desk and as drivers mates.
Communication officer	Representative from Local Highway Services	Responsible for recording and passing key messages to the website, contact centre and communications team.

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 Kier 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 District & Borough has been provided with hand spreaders and up to 40t of salt depending on commitment 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 E.

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. Salt is provided from the overall Borough and District allocation. The locations are included in Appendix E.

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 Works Delivery Group. They will then be reimbursed at rates agreed by the Works Delivery 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 Works Delivery 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 Works Delivery 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 Kier 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	28
6m ³ Quick Change Body (QCB) Pre wet spreaders with DIN plates	6
9m ³ Pre wet spreader with DIN plates	5
7.5t Dry spreader with DIN plate	1
3.5t Dry spreader	1
1.5t demountable body	1
Snow Ploughs	40
Salt Spreader	15 + 50 (B,D&P)
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 Works Delivery 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, Merrow 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 Kier.
- 8.8 It is noted that approximately 70% 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 reserve. 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 15,132 of salt across the five county barns at the end of last season further deliveries during September 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 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)		Kier/SCC Proposal 2014/15 (tonnes)	
May Gurney Contract:					
Bagshot	3500	3103		3250	
Godstone	4000	2980		3600	
Marrow (including open storage)	5750	6543		6700	
Witley	1800	1606		1606	
Other SCC Depot:					
Bear Green	900	743		900	
Total	15950	14975		16056	
Combined Capacity (Kier + Highways) for 2014/15					16,000t

- 9.3 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.

- 9.4 However, it is recognised that national demands may result in no further significant deliveries being received by highway authorities for the remainder of 2014/15 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

- 9.5 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.
- 9.6 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.
- 9.7 Surrey will again use 6mm salt during the 2014/15 winter season in its 35 frontline, pre-wet spreaders, each dedicated to a pre-defined precautionary salting route.

Residual Grit and Sand

- 9.8 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 23 September Cabinet agreed the £2.567m 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 Works Delivery 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 2014/15 Winter Service Season and will again be running a campaign in advance of the season.

12 WINTER SERVICE REVIEW AFTER THE 2014/15 SEASON

- 12.1 This review will look at the delivery of continuous improvement during the 2014/15 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, Highway Maintenance Team and Asset Planning	March - April
Task Group Review Meeting (including progress on the 2013/14 recommendations)	April & July
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 Works Delivery 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 – Summary of Cabinet Decisions on 23 September 2014

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 2014/15 winter season:

- I. The 2013/14 Gritting Route Network be maintained for the 2014/15 winter season while also incorporating minor amendments resulting from member, resident and officer feedback.
- II. Beare Green Depot remains available as a key resource for use during severe weather events.
- III. Communities are permitted to purchase additional grit bins at a total cost of £1,009 for a 4 year period while Parish Councils and other statutory bodies may be licensed to install grit bins on the public highway.
- IV. At the end of the initial 4 year maintenance period transfer those grit bins that meet with the criteria level (100 points plus) to the core winter service and extend agreements for remainder at a total cost of £709 for a 4 year period.
- V. Business case be prepared to support the capital investment in weather stations.
- VI. The Surrey Winter Service Plan 2014/15, included at Annex 1, be approved.
- VII. 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 and Transport.

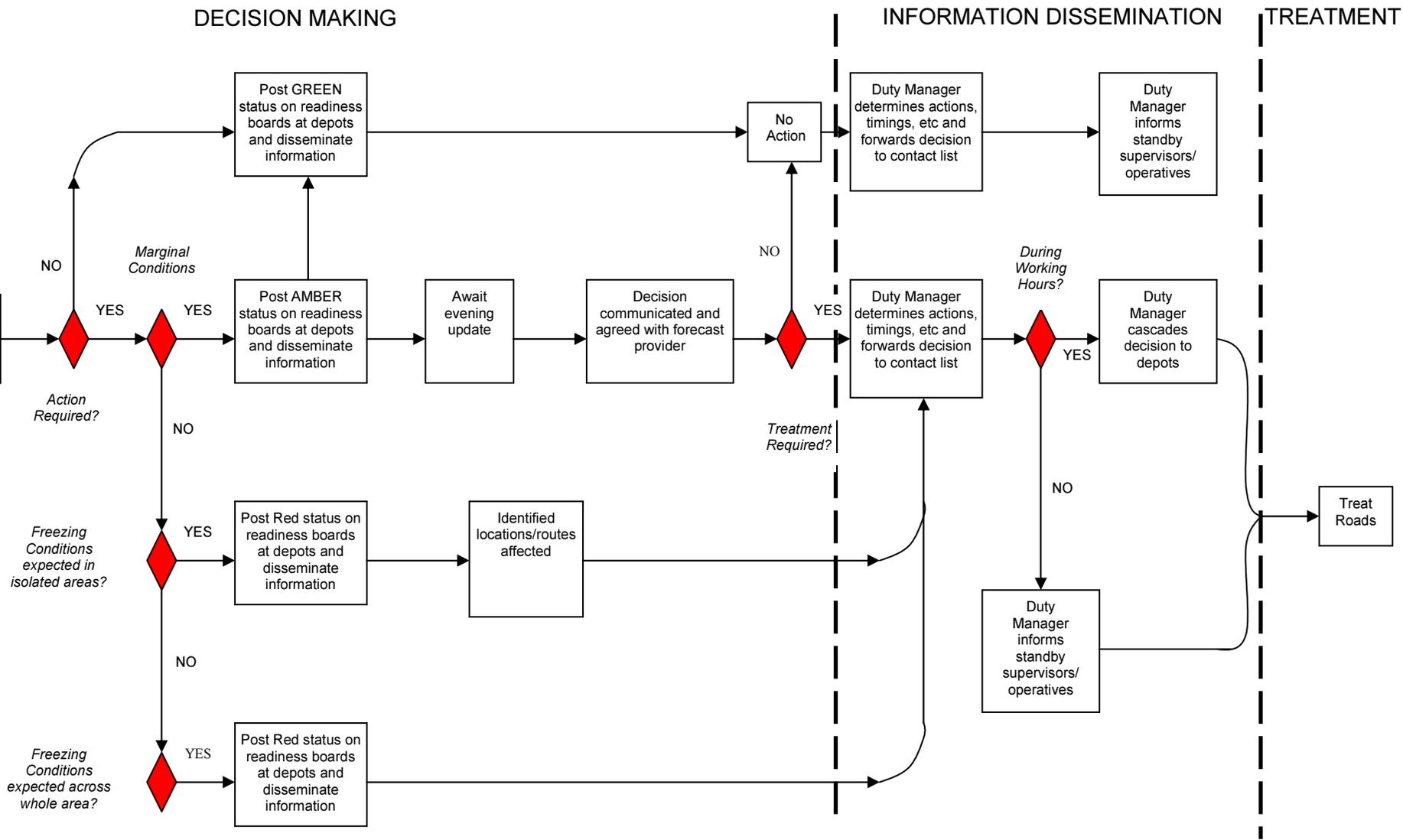
Appendix B – Service Provider’s Winter Operations Plan

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 reference to:-

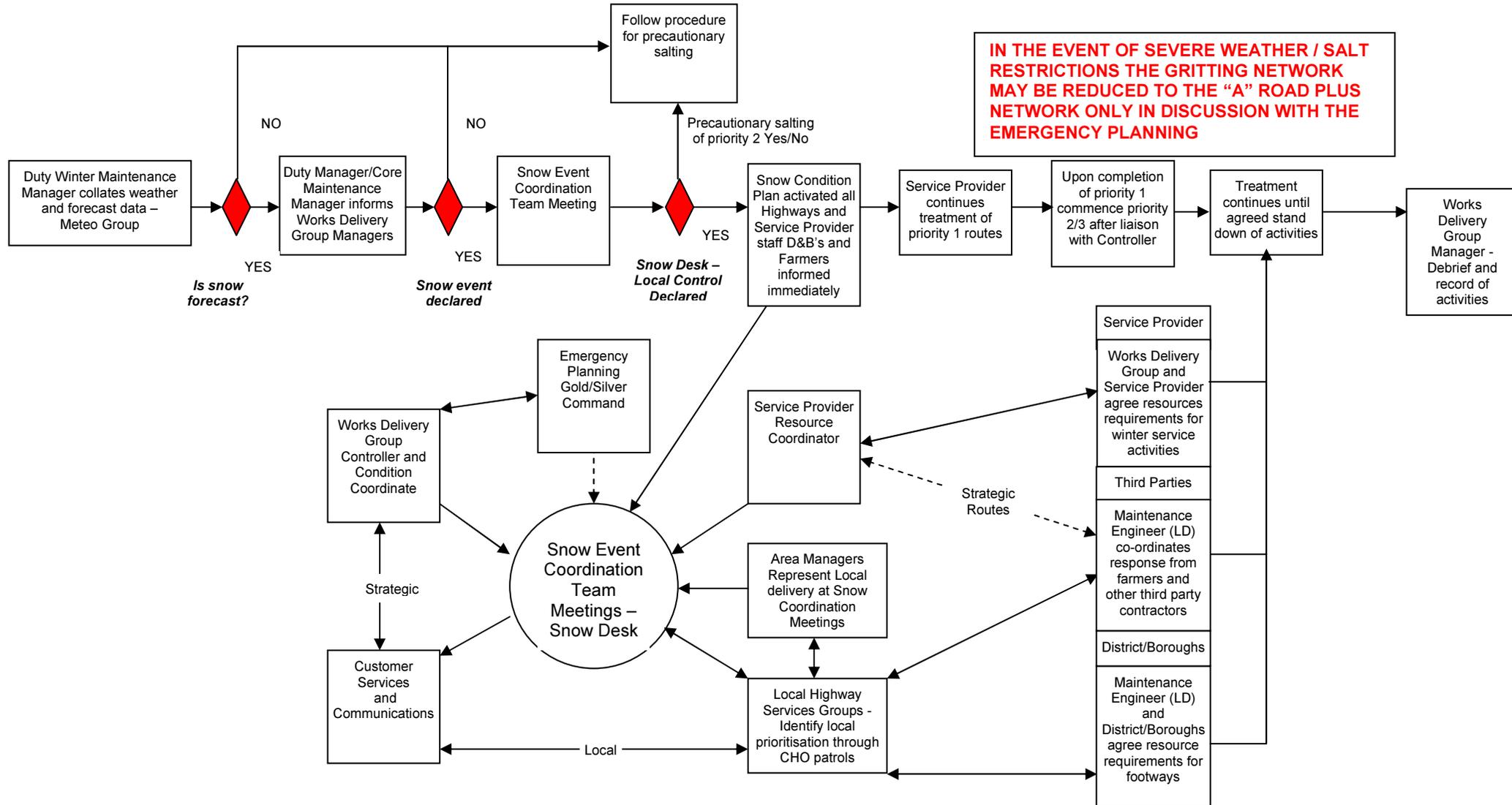
1. Staffing and Operational arrangements
2. Communication
3. Surrey Road Zone – a dedicated winter service team web page to record and document all data, actions and decisions taken.
4. Liaison with adjacent Authorities
5. Client and Constructor Relationship
6. Weather Information Systems
7. Weather Forecast
8. Decision Making
9. Vehicles and Plant including allocation
10. Tracking System & Management
11. Salt
12. Salting Methods
13. Routes
14. Residual Salt and Sand
15. Training Familiarisation
16. Alternative vehicle trials
17. Hippo Bags
18. Post Thaw Maintenance
19. Media Communication
20. Winter Service Review
21. Monitoring and Evaluation
22. Performance Records
23. Pre season Mobilisation Programme
24. Calibration and Maintenance of Calibration
25. Snow Clearing – Severe Weather Plan/Snow Condition Action Plan
26. Grit Bin Management
27. Saturators
28. Weighbridge Operation/Salt Controls
29. Rosters

Appendix C - Precautionary Salting Process Map

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Appendix D – Snow Event Process Map



Appendix E – 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. The extent of clearance on these footways will be 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	Cobham	Anyards Road (part) High Street River Hill	Town Centre
	Esher	High Street	Town Centre
	Molesey	Walton Road (part)	Town Centre
	East Molesley	Bridge Road	Town Centre
	Walton	High Street Hersham Road (part) New Zealand Avenue (part) Hepworth Way (part) Church Street	Town Centre
	Weybridge	Church Street High Street Baker Street (part)	Town Centre
Priority Two	Oatlands	Oatlands Drive	Village Centre - St Mary's Road and Vale Road
	Claygate	The Parade	
	Oxshott	High Street	
	Walton	Hersham Road (part)	Halfway outside shops
	Weybridge	Queens Road	York Road to Oatlands Avenue

2. Epsom and Ewell BC

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Epsom	High Street Upper High Street (part) South Street (part)	

	Stoneleigh	Stoneleigh Broadway	
Priority Two	Epsom	Waterloo Road Station Approach Pound Lane	Waterloo Road to Station Outside shops
	Ewell	High Street Kingston Road Kingston Road Epsom Hospital	Stoneleigh Parade Service Road 395 to 427
Priority Three		Schools Doctors surgery's	

3. Guildford BC

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One – GBC (not adopted)	Guildford (GBC)	Phoenix Court	High Street to North Street (not adopted but part of town centre network)
		Wey House paths	(Not adopted but part of town centre network)
		Walnut Tree footbridge	Across river Wey (not adopted but part of town centre network. Snowflakes, not salt.)
Priority One	Guildford (GBC)	Lawn Road footpath. Porridge Pot Alley Rail station High Street North Street	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	
	Leatherhead	High Street	

	(SCC)	North Street Church Street Bridge Street Kings Head Alley	High Street to Library High Street to Car Park
Priority Two	Ashstead (SCC)	The Street Woodfield Lane Rectory Lane Craddock Avenue Woodfield Lane	Outside shops The Street to Car Park Outside shops Outside shops Craddock Avenue to Station
	Bookham (SCC)	High Street Church Street Lower Road	Lower Road to Post House Lane High Street to Car Park
	Dorking (MVDC)	London Road/Station Approach Church Pavement St Pauls Road Station Road Ranmore Road Randalls Road	High Street to Car Park High Street to Back Alley Station Road to Station (new) Station Approach to Bull Hill (new)
	Fetcham (SCC)	Cobham Road The Street	The Street to Pound Crescent Outside shops
	Leatherhead (SCC)	Station Road Station Approach	
Priority Three	Bookham (SCC)	Lower Shott Leatherhead Road	Grove Corner to High Street Outside shops east of Eastwick Lane
	Leatherhead (SCC)	Elm Road The Crescent Bull Hill	
Priority Four	Beare Green (SCC)	Old Horsham Road Horsham Road	Outside shops Subway ramps and approach to school
	Betchworth (Betchworth PC)	Reigate Road Station Road The Street	Within limits of village Reigate Road to Church Street
	Brockham (Brockham PC)	Middle Street 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	The Street	

	(Charlwood PC)	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

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5. Reigate and Banstead

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Horley	Victoria Rd High Street Princess Precinct Station Road Massetts Road	Kings Road to Horley Station forecourt Albert Road to Yattendon Road Including footbridges to High Street Victoria Road to Car Park entrance
	Redhill	High Street Station Road London Road Cromwell Road	Reading Arch Roundabout to Station Road Queensway to Redhill Station Station Road to Queensway High Street to Huntington Road 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	Lesbourne Road to High Street Bell Street to London Road Castlefield Road to Bell Street
	Banstead	High Street	Park Road to Bolters Lane
Priority Two	Redhill	Cromwell Road Queensway Marketfield Way Princess Way Brighton Road	Around the perimeter of the town centre including immediate approaches to Redhill railway station. High Street to Mill Street (new)
	Reigate	Bancroft Road West Street Tunnel Road London Road	Including access to Library Outside shops west of London Road High Street to Castlefield Road Castlefield Road to Holmesdale Road

	Holmesdale Road to Station
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6. Runnymede

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One	Addlestone	Station Road	Town Centre Shops and link to Aviator Park
	Chertsey	London Street	Town Centre Shops, Gogmoor Lane to Heriot Road
		Guildford Street	Town Centre Shops
Egham	High Street Station Road North (new)	Town Centre Shops Town Centre Shops	
Priority Two	Addlestone	High Street	Station Road to Chapel Grove
	Chertsey	Guildford Road (new)	Bell Bridge to Heriot Road
		Fox Lane North (new)	Fox Lane North to Guildford Road
		Pycroft Road (new)	
	Egham	Church Road	Access to town centre car parks Shops and Residential
		Station Road	
Englefield Green	St Jude's Road Bond Street	Shops and Residential St Jude's Road to Blays Lane	
New Haw	The Broadway Woodham Lane	Shops Shops	
Virginia Water	Station Approach Station Parade Christchurch Road	Outside shops Outside shops Opposite Station Approach	
Priority Three	Addlestone	Green Lane/High Street	Marsh Lane to Chapel Grove
	Chertsey	Windsor Street	Town Centre Shops and Residential Heriot Road to Pound Road Access to town centre car parks Outside Medical Centre
		London Street	
		Heriot Road Stepgates	
Egham	The Causeway	Sainsburys to Staines Bridge roundabout including bridge Egham By Pass to Church Road Church Road to Vicarage Road	
	High Street High Street		
Englefield Green	St Jude's Road Barley Mow Road	Bond Street to Barley Mow Road Access to school	

		Harvest Road Victoria Street Bagshot Road Corby Drive	Barley Mow Road to Victoria Street St Jude's Road to Harvest Road Access to schools Outside schools
	Virginia Water	Trumps Green Road	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	Staines	High Street High Street/Clarence Street	Pedestrian Area Thames Street to Staines Bridge (new)
	Ashford	Church Road Station Approach Clarendon Road Station Road Woodthorpe Road	Railway Bridge to Town Tree Road Woodthorpe Road to Station Around Day Centre Station Road to "Edison"
	Shepperton	High Street Glebeland Gdns	Memorial – T Lights Greeno Day Centre
Priority Two	Staines	Kingston Road Station Approach Station Path Thames Street Elmleigh Road Friends Walk	High Street to Station Approach High Street to Station (new)
	Sunbury	Parade, Staines Rd West Crossway Staines Road/M3	Outside Parade of shops Roundabout and link to Station (new)
Priority Three (SBC)	Ashford	Stanwell Road Stanwell Road Stanwell Road Station Crescent	Railway Bridge St James School Thomas Knyvett College Outside school (new)
	Sunbury	Laytons Lane Nursery Road The Ridings Green Street	Outside Bishop Wand School Outside Sunbury Manor School & Springfield School Outside St Pauls School Outside St Ignatius School (new)

Priority Three (SCC)		Laytons Lane	Outside school
	Stanwell	Town Lane High Street	O/S Ashford Hospital Oaks Road → End of Shops
	Staines	Kingston Road Horton Road Park Avenue Burgess Way	Outside Matthew Arnold School Outside shops Outside schools Outside school
	Shepperton	Manygate Lane Laleham Road Squires Bridge Road Rectory Close Briar Road	Green Lane - Thamesmead High Street to Shepperton Close Outside school Outside school Outside school

8. Surrey Heath

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
SHBC - Car Park Access/Services	Hill Routes (SHBC)	Various	Gang in support of refuge collection
	Camberley (SHBC)	Pembroke Broadway	Main Square Car Park - Approach road
		Knoll Road - Access Road & Car Park surface area	Knoll Road Car Park - Between Camberley Theatre & Christ Church
		Knowll Road - Access Road & Car Park surface area	Surrey Heath House Car park Car park at the rear of the Council Office, next to the library.
	Bagshot (SHBC)	Access Road & Car Park surface area	Bagshot Car Park - Off High Street
	Frimley (SHBC)	Burrell Road and car park surface area.	Burrell Road Car Park
Frimley Road and car park surface area.		Watchetts Car Park	
Chobham (SHBC)	High Street and car park surface area.	Chobham Car Park	
Priority One	Camberley (SHBC)	High Street Pembroke Broadway Princess Way Obelisk Way Park Street (part) London Road (Service Road)	

		New South Road	
Priority Two	Camberley (SHBC)	Knowll Road London Road Frimley Road	Section from The Avenue to Blackwater Valley Road, Shop Fronts Shop Fronts and in front of Health Centre
	Frimley (SHBC)	High Street Frimley Green Mytchett Road	Outside shops (inc area outside Rose & Thistle P.H.) Outside shops
	Chobham (SCC)	High St Windsor Rd Chertsey Rd Station Rd	Outside shops Outside shops Outside shops
	Bagshot (Windlesham PC)	Town Centre	
	Lightwater (Windlesham PC)	Village Centre	
Priority Three	Camberley (SHBC)	Cumberland Road Deane Parade	Heatherside Shopping Centre Shopping Parade
	Frimley (SHBC)	Ansell Road Deepcut Bridge Road Farm Road Frimley Park Hospital	Outside shops Outside shops Outside shops Approaches and bus stops
	West End (SCC)	Guildford Road Gosden Road	Outside shops Outside shops
	Windlesham (Windlesham PC)	Village Centre	
Priority Four	Bisley (SCC)	Guildford Rd	Outside shops

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	Station Approach Station Avenue The Square Godstone Road (part) Croydon Road (part)	The Square to Clairville Road The Square to Caterham Chapel
	Caterham on the Hill	High Street Chaldon Road Town End	High Street to Westway Chaldon Road to Petrol Station
	Oxted	Station Road East Station Road West Station Approach Grensham Road	Including access to Elice Road Car Park Station Road East to Granville Road
Priority Two	Caterham on the Hill	Coulsdon Road Westway	Outside shops Coulsdon Road to Money Road
	Lingfield	Plaistow Street East Grinstead Road (part) High Street Godstone Road (part)	High Street to end of Shopping Parade Headland Way to Plainstow Street
	Warlingham	The Green Limpsfield Road Limpsfield Road Westhall Road Fairleigh Road	Chapel Road to The Green The Green to Library The Green to public toilets The Green to PH
	Whyteleafe	Godstone Road (part)	Whytefeafe Hill to Station Road
Priority Three	Bletchingley	Overdale High Street Castle Street	High Street to Overdale
	Caterham (SCC)	Markfield Road	Godstone Road to School
	Caterham on the Hill (SCC)	Chaldon Road (part) Westway Town End	Westway to Coulsdon Road Petrol Station to Burntwood Lane

		Burntwood Lane (part) Whyteleafe Road (part) Church Road	Town End to De Stafford School Burntwood Lane to Audley Primary School
	Godstone	High Street Bletchingley Road Godstone Green	Salisbury Road to White Hart PH One Way System to end of green
	South Godstone	Station Road Hardcourt Way Hunters Close (part)	Railway Bridge to Hardcourt Way Hardcourt Way to School
	Hurst Green	Holland Road Pollards Oak Road (part) Greenhurst Lane Hurstlands (part) Wolfs Wood	Outside Holland Junior School Outside shops Hurstland to Station Car Park Pollard Oak Road to Greenhurst Lane Outside Hurst Green School to Pollards Oak Road
	Oxted (SCC)	Bluehouse Lane (part) Silkham Road (part) Chichele Road Barrow Green Road (part) Hoskins Road (part)	Station Approach to Oxted School Chichele Road to Woodland Court Chichele Road to Bluehouse Lane Access road to Leisure Centre
	Warlingham (SCC)	Tithepit Shaw Lane	Limpsfield Road to Hamsey Green Infant School
	Whyteleafe	Whyteleafe Hill (part) Hillbury Road (part) Station Approach Station Road	Church Road to Godstone Road Godstone Road to Whyteleafe Recreation Car Park
Priority Four	Blindly Heath	Eastbourne Road	Featherstone to Ray Lane
	Dormansland	Dormans Road Dormans High Street Newhache Clinton Hill Ladbrokehurst	West Street to High Street Dormand Road to New Farthingdale
	Limpsfield	Westerham Road Westerham Road Detillens Lane	High Street to Limpsfield CofE Infant School Detillens Lane to Snatts Hill

		High Street	Westerham Road to Village Hall
	Nutfield	A25 High Street	100m west of Mid Street to Queens Head PH
	South Nutfield	South Station Approach Oakwood Close North Station Approach Mid Street (part) The Avenue (part) Morris Road Kings Mead Trindles Road Kentwyns Rise Braes Mead	The Avenue to North Station Approach Station Approach South to Mid Street
	Smallfield	Weatherhill Road Redehall Road Broadbridge Lane Wheelers Lane	Redhall Road to Broadbridge Lane The Acorns to Weatherhill Road Wheelers Lane to Weatherhill Road
	Tatsfield	Westmore Road Ship Hill Lusted Hall Lane Paynesfield Road The Square Shipfield Close Crossways The Path over the Green	Approach Road to Crossways Approach Road to end of terrace houses Outside Sheltered Housing

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
		St. James CP (Mike Hawthorn Drive)	Between CP & East St

		Riverside CP (Mike Hawthorn Drive) Hart CP (The Hart)	Between CP & East St via St James To Care Home 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
	Haslemere	High St. CP	Between CP & The Wells Between CP & High St
	Cranleigh	Village Way CP Stocklund Square CP	Between CP & Health Centre Between CP & High St Path adjacent to CP Between CP & High St (West) Between CP & High St (Entrance)
Priority One (SCC)	Farnham	Guildford Road East Street West Street South Street Union Road Dogflud Way	Shepherd & Flock roundabout to corner of East Street
		Hale Road Station Hill	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 Tesco's
Priority Two (SCC)	Cranleigh	High Street Ewhurst Road Village Way	Corner of High Street to Summerlands
	Godalming	Holloway Hill	

	Haslemere	Shephers Hill Derby Road	
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11. Woking

Footways given priority for gritting/snow clearance			
	Location	Name of Road	Description
Priority One (A)	Woking	Jubilee Square Victoria Way Bandstand Square High Street Church Path Gloucester Square Commercial 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, pedestrian crossings and carriageway ramps between Goldsmith Road and Chobham Road bandstand steps, ramps and pedestrian crossing station entrance and pedestrian crossing steps and ramps around fountain, steps and ramps around fountain
Priority One (B)		High Street The Broadway Chertsey Road Commercial Way Cawsey Way Church Path Chapel Street Church Street East Jubilee Square Gloucester Walk Chobham Road Christ Church Way	station to Brook House R/A Jubilee Square to Chobham Road Chertsey Road to Victoria Way
Priority Two		Church Street East Duke Street Locke Way Stanley Road Guildford Road Victoria Way Market Square Victoria Road Station Approach Heathside Crescent Oriental Road Heathside Road Church Street West	Chobham Road to Chertsey Road Mount Hermon Road to Victoria Arch Arch to Church Street West Station Approach to White Rose Lane Station Approach to White Rose Lane Station Approach to White Rose Lane Goldsworth Road to Victoria Way

	White Rose Lane Hillview Road Stepbridge Path	Station Approach to Heatherside Road Goldsworth Road to Horsell Moor - include Canal Step Bridge
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Appendix F – 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. 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. The Winter Performance Task Group has endorsed the continued use of the same criteria for the 14/15 winter season.
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	1:10 or over Less than 1:10	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

TOTAL POINTS

Locality density

Retain/Remove

DISTRIBUTION LIST:**(ELECTRONIC COPIES TO BE CIRCULATED BY EMAIL WITH ANY SUBSEQUENT REVISIONS)**

Cabinet Member for Transport and Environment – John Furey

Chairman of Environment and Transport Select Committee – David Harmer

Assistant Chief Executive – Susie Kemp

Strategic Director Environment and Infrastructure - Trevor Pugh

Assistant Director, Highways & Transport – Jason Russell

Assistant Director, Environment - Ian Boast

Network & Asset Management Group Manager – Lucy Monie
Agent

Asset Systems and Strategy Team Manager – Amanda Richards

Maintenance Plan Team Leader – Simon Mitchell

Works Delivery Group Manager – Mark Borland
Highway Maintenance Team Manager – Tony Casey

Local Highway Services Group Manager – Richard Bolton
Area Highways Manager (North East) – Nick Healey
Area Highways Manager (North West) – Andrew Milne
Area Highways Manager (South East) – John Lawlor
Area Highways Manager (South West) – John Hilder

Countryside Group Manager – Lisa Creaye-Griffin

Finance Manager – Tony Orzieri
Senior Finance Officer – Lisa Beach

Head of County Emergency Planning Officer -- Ian Good

Marketing and Communications Manager - Paul Marinko

Insurance & Risk Management Group Manager - Andrew Prior

Kier Contracts Manager – James Birch

Kier Operations & Winter Maintenance Manager - Darren O'Connor

Kier Plant and Transport Management – Rob Devine

Vaisala – Ben Brown

Surrey Police HQ, Mount Brown – Graham Cannon & Duncan Brown

Individual Borough and District Council Winter Service contacts

SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MR PETER MARTIN, DEPUTY LEADER****MR JOHN FUREY, CABINET MEMBER FOR HIGHWAYS,
TRANSPORT AND FLOODING RECOVERY****LEAD OFFICER: TREVOR PUGH, STRATEGIC DIRECTOR, ENVIRONMENT &
INFRASTRUCTURE****SUBJECT: SUPPORTING ECONOMIC GROWTH THROUGH INVESTMENT
IN HIGHWAYS INFRASTRUCTURE****SUMMARY OF ISSUE:**

In their Strategic Economic Plans (SEPs), the two Local Enterprise Partnerships (LEPs) covering Surrey, Enterprise M3 (EM3) and Coast to Capital (C2C), have set out their proposals for supporting economic development in their areas. The county council has worked with them to develop these plans, which include improvements to transport infrastructure to provide economic benefits. Funding for the schemes included in the SEP comes from the Local Growth Fund, and the arrangements require a local contribution to be made to the cost for the transport schemes.

Initial allocations from the Government's national Local Growth Fund to the LEPs were announced in July 2014, along with a prioritised list of transport schemes. This first Local Growth Deal targeting 2015/16 and releasing £2bn is the first part of £20bn over the period 2015-20. EM3 was awarded £118m and C2C £202m with £79m of this to be used in 2015/16.

The county council is now required to confirm the local contribution towards the cost of the 1st tranche of transport schemes, which are due to start in 2015/16.

Business cases for the 1st tranche of schemes are required to be submitted by 30 September 2014 to EM3 and by 31 October to C2C. It is a requirement that the county council confirms that the local contribution is available when it submits the business cases.

RECOMMENDATIONS:

It is recommended that:

1. The county council's share of the local contribution to the cost of the first tranche of the 2015/16 Local Growth Deal programme of schemes is met from the Economic Regeneration capital budget.
2. Authority is delegated to the Strategic Director for Environment and Infrastructure, in consultation with the Deputy Leader, Cabinet Member for Highways, Transport and Flooding Recovery and the Director of Finance, to

agree the precise amount of the SCC contribution.

3. The principles set out in paragraph 7 should form the basis for discussions with the Boroughs and Districts on how the local contribution to schemes might be shared in the future.

REASON FOR RECOMMENDATIONS:

The prioritised transport infrastructure schemes are a key element of the Strategic Economic Plan (SEPs), submitted by the Local Enterprise Partnerships (LEPs) to Government in March 2014, which set out how they will support the economic development and regeneration of their areas. The proposed schemes will deliver a range of benefits to Surrey's residents, including reduced congestion, improved journey time reliability, enhanced safety, improved access for cyclists, pedestrians and buses, as well as enabling economic development and regeneration.

Under the funding arrangements, local authorities are required to provide a local contribution to the schemes to reflect the local benefits that will be provided. Therefore if we wish these schemes to proceed to business case submission, we will need to confirm that this local contribution is available.

This is the 1st tranche of schemes that has been funded from the Local Growth Deal. The precise amount of the contribution that the county council will need to make will be finalised once discussions with relevant Borough Leaders/Chief Executives have been completed in accordance with the approach set out in this report.

DETAILS:

Introduction and scope of the report

1. Cabinet approved a list of major transport schemes in November 2012, and it was proposed that an update be provided every 2 years. Since then responsibility for allocation of infrastructure funding has transferred from the Department of Transport [DfT] to Local Enterprise Partnerships (LEPs) through the Local Growth Deal. Their plans for the period from 2015 to 2021 are set out in SEPs of the two LEPs.
2. As part of the development of the SEP, each Local Highway Authority had to submit proposed transport schemes that could be implemented during 2015 – 2021 (Cabinet report 'Supporting Economic Growth', 25 February 2014). The county council submitted approximately 60 schemes, including Highways Agency and Network Rail schemes, derived from county council's draft Local Transport Strategies and from the Boroughs and Districts Local Development Plans.
3. During the process of refining the SEPs in early 2014, Government prioritised schemes that could be started in 2015-16.
4. In July 2014, Government announced the allocation of LGF for each LEP and also expressed a preference for schemes that should be prioritised, from the indicative programme for 2015-2016.
5. The local contribution to schemes in the 2nd tranche will be covered in a separate report to Cabinet, together with the potential programme for

2016/17, the scope of which is subject to guidance which Government is expected to provide to the LEPs shortly. This means that the potential programme for 2016/17 cannot be finalised until later this year. The programme beyond 2016/17 will not be addressed until after the General Election in May 2015.

The 1st tranche of programme for 2015-16, costs and local contribution

6. The local contribution to the Capital cost of scheme implementation varies depending on the LEP and the type of scheme. EM3 requires a minimum of 25% local contribution. For C2C, the rate of contribution varies with the type of scheme: 25% for sustainable transport schemes; 20% for transport major schemes; 15% for maintenance or flood alleviation schemes (resilience schemes). The costs of the 1st tranche of schemes, and the required total local contribution from the county and the relevant boroughs and districts, are set out in Table 1 below.

Table 1: 1st tranche of prioritised schemes and likely spend profile

LEP	Scheme name	Est. Const. Cost	Local contrib. required	For 2015/16	For 2016/17
EM3	Runnymede Roundabout, Runnymede BC	£4,800,000	£1,200,000	£600,000	£600,000
EM3	Egham Sustainable Transport Package (STP), Runnymede BC	£3,700,000	£925,000	£462,500	£462,500
C2C	Epsom TC Plan E, Epsom & Ewell BC	£2,700,000	£540,000	£270,000	£270,000
	Total	£11,200,000	£2,665,000	£1,332,500	£1,332,500

Proposed Approach to Cost Sharing

7. The Borough and District Councils and the county council will be beneficiaries of these transport schemes, and it is proposed that a cost sharing mechanism should reflect the benefits the scheme provides to each as follows:
- Where a scheme will unlock a significant development opportunity, the prime beneficiary will be the Borough or District that will realise greater economic and financial benefits from this development. A good example of this is the Victoria Arch scheme in Woking. For this type of scheme it is recommended that the Borough or District should make a significant contribution to the funding to reflect the benefits they will realise.
 - Where a scheme will not lead directly to economic development but will provide wider network benefits, such as reduced congestion or an increase in sustainable transport, then it is proposed that the Borough or District contribution is lower than it might be were significant development released, as the county council as highway authority is the prime beneficiary.
 - For resilience schemes [maintenance and/or flood alleviation], it is proposed that the county council provides the full local contribution, as these schemes would otherwise have to be funded from our capital maintenance budget.

- It is proposed that the whole life maintenance costs of the schemes will be provided by the county council, as highway maintenance is funded by the DfT through the Maintenance Block Grant.

8. These principles will be discussed with the Boroughs and Districts.

CONSULTATION:

9. The proposed schemes have been developed in consultation with Borough and District partners and have been noted to the LEPs and the neighbouring Local Transport Authorities, through the SEP process, as indicated previously.
10. Officers from relevant Boroughs or Districts have been kept informed and engaged in the preparation of the business cases for the schemes, through participation on the governance Boards for schemes/ scheme clusters.
11. Design proposals for schemes have been/ are being presented to Local Committees for scrutiny and approval of the preferred solutions. For the two schemes for Runnymede BC, public consultations were conducted with residents, local businesses, business forums, bus and train operators as appropriate, during autumn 2013. Proposals for both the schemes met with overall approval. Epsom & Ewell BC has conducted public consultation for Epsom Plan E, during 2008-9, as part of the Area Action Plan. Specific consultations are to be held with a small group of businesses that may be directly affected by the proposed changes, when the scheme options have been validated. These consultations are expected to be conducted during September – November 2014.
12. All the expressions of interest that went into the Strategic Economic Plans submitted to Government are already publicly available on both the LEP websites. Where schemes are submitted as Business Cases these will also be published on the LEP websites.
13. All Business Cases are subject to up to 12 week public consultation period run by the LEPs. The results of which will be used by the LEPs as part of their independent assurance process. The results will also go to influence the detailed design development process of the schemes.
14. Cabinet should note that all necessary consultation processes have been carried out to date, either by the county council or borough councils involved. The feedback has been fed into the development of the schemes to the point they are to be submitted to the LEPs as Business Cases.
15. This includes all required and necessary consultation with statutory agencies, such as Highways Agency, Network Rail, Environment Agency, etc, as well as with statutory undertakers (utility operators), as appropriate to each scheme.
16. Cabinet should also note that further statutory consultation will happen once the detailed scheme designs are ready.
17. Reference to specific consultation activity that has already happened and briefings to Local Committees are included in Table 2 below:

Table 2: Consultation Undertaken

Scheme	Link reference	Notes
Runnymede Roundabout & Egham STP	http://mycouncil.surreycc.gov.uk/ieListDocuments.aspx?CId=198&MId=3556&Ver=4 http://www.surreycc.gov.uk/roads-and-transport/roads-and-transport-policies-plans-and-consultations/major-transport-projects/runnymede-major-transport-schemes	<p>Runnymede Local Committee – 9 June 2014. These notes provide an update on the outcome of the consultation.</p> <p>Online consultation web page, as used during the consultation period</p>
Epsom Plan E	http://www.epsom-ewell.gov.uk/EEBC/Planning/Planning+Policies/Local+Development+Framework/Epsom+Town+Centre+Area+Action+Plan.htm http://www.epsom-ewell.gov.uk/NR/rdonlyres/916A56C8-163D-494E-9E43-E13E6CBFB4BF/0/dConsultationstatementandannexes.pdf	<p>Epsom & Ewell's Area Action Plan, 2008-9</p> <p>Consultation statement and details</p>

18. For the Runnymede Roundabout scheme, which borders National Trust land and slip road to M25 motorway, appropriate consultation has been undertaken with The National Trust, Environment Agency, English Heritage, Highways Agency and other statutory consultees.

RISK MANAGEMENT AND IMPLICATIONS:

19. The costs set out in this report are estimates that were reviewed in 2012, based on outline scheme designs. Whilst they include a contingency sum and optimism bias, there is a risk that these costs could increase once the designs are finalised and procurement processes run. If costs increase, such that the local contribution required would exceed the amount stated in this report, then the following mitigation strategies would apply:

- Further value engineering exercises would be undertaken as the design is developed, to see if scheme costs could be reduced, without reducing the scope of the scheme
- If scheme costs cannot be reduced, then the scope of the scheme would be reviewed, to see if the primary benefits could still be realised but with a reduced scheme
- If it is not possible to reduce the scheme cost in either of these ways, then we would engage with the LEPs and the Borough/District to see if they are able to increase their contribution.
- If after following the steps above the scheme would still require a greater contribution from Surrey, then a further decision on this would be sought from the Cabinet or Cabinet Member, as appropriate.

20. The schemes require significant resources to develop, design and implement. The actual amount of resource required will depend on how many transport schemes the County Council wishes to implement. For the 1st tranche of schemes, additional support is being provided by external consultants as there is a need for immediate input to develop the full business cases. The schemes in the 1st tranche can be developed to full business case within current budget provision.
21. In the longer term, with greater clarity of the likely number of schemes for the remainder of the programme and the resource requirements, our intention is to use directly employed staff, as we believe that this will be more cost effective than relying on external consultants.
22. The Highways and Transport service is restructuring, and staffing levels for transport schemes will be determined as part of this exercise. It is anticipated that the new structure will be in place in March 2015.
23. There is a risk that if we do not financially support the early schemes, and deliver them well we may lose the opportunity to access LEP funding for later potential schemes. Conversely if we do provide large amounts of funding to the first tranches we could limit our ability to support later potential schemes. Officers are working on proposals for greater joint working with Districts and Boroughs including scheme conception, prioritisation and funding to help control this latter risk.

Financial and Value for Money Implications

24. The proposed transport schemes will deliver significant benefits to Surrey, and, depending on the type of scheme, 75% or more of their historically estimated capital cost will be provided by LEP, and therefore the required local contribution represents good value for money for Surrey residents.
25. The Economic Regeneration capital budget can provide the necessary county council share local contribution over 2014/15 to 2016/17 allowing for other expected commitments. If the principles set out in paragraph 7 are applied to these schemes then the SCC share of the local contribution would be a lower figure than the maximum £2.7m stated in Table 1 above.
26. In order to optimise value for money, robust procurement will be undertaken for each of the schemes, and approval to award the contracts will be sought as required under the Council's constitution.

Section 151 Officer Commentary

27. The Section 151 Officer highlights that the estimated construction costs for the schemes were prepared some time ago and last reviewed in 2012. As the grant funding is fixed, subject to the steps outlined in paragraph 19, any variance between the estimates and the contract price would increase the local contribution required. The council would also need to meet future maintenance costs for these schemes. The detailed cost estimates and methodology adopted will be reviewed by the Investment Panel at its meeting in September.

28. The council's contribution will be funded from the Economic Regeneration capital budget. Depending upon final cost and the profile of spend, this may require that capital is brought forward into earlier years.
29. Further consideration to the long-term strategy for funding the 2nd tranche of schemes and any subsequent schemes, including the consideration of the revenue costs associated with preparation, is required and will be reported to Cabinet in the late autumn. This review should incorporate the likelihood of enhanced contributions from District & Borough councils from the utilisation of new funding streams available, in particular in relation to the Community Infrastructure Levy (CIL).

Legal Implications – Monitoring Officer

30. The report sets out the process by which relevant schemes for the first tranche have already been identified and these are schemes which have been the subject of consultation and will need to have further public consultation before final approval by the LEPs. The LEPs will need to take account of the results of those consultations when finalising their views. The report also sets out proposed principles by which decisions can be made about how the costs of the local contributions to the schemes can be shared with Boroughs and Districts, and the rationale behind these principles is clear and takes account of relevant matters. As the final decision regarding the amount of contribution is an executive function it can properly be delegated to the Strategic Director.

Equalities and Diversity

31. An initial Equalities and Diversity screening was carried out in advance of the report to Cabinet of 27 November 2012, which indicated that a full Equalities Impact Assessment was not required. All the proposed schemes seek to eliminate any perceived and/or actual inequalities through compliance with up to date design standards which address disabled access and social inclusivity. Improved crossing facilities and disabled access will be provided at pedestrian crossings and junctions, wherever appropriate.

Climate change/carbon emissions implications

32. A key objective of many of the proposed schemes, in particular the Sustainable Transport Package Schemes [STP], is to reduce carbon emissions through a combination of reduced vehicle delays, improvements to public transport and encouraging alternative modes of transport to motorised vehicles.

WHAT HAPPENS NEXT:

Presentation of the proposals for the 1st tranche will be made to the Procurement Review Group and the Investment Panel in September 2014.

EM3 LEP has recently asked for a mini business case to be submitted for the Egham STP by 16 September 2014. This is in advance of the full business cases required for Runnymede Roundabout by 30 September 2014 and Epsom Plan E by 31 October 2014.

The schemes are expected to be assessed by consultants to be appointed by the LEPs. The reports by consultants are to be presented to the Local Transport Boards, who in turn would make the relevant recommendation to the LEPs. If the applications are successful, LEP approval can be expected by January/ February 2015. It is possible that following the LTB recommendations, schemes may be subject to further consultation with the business community, prior to the allocation of funding. This aspect of the process is still uncertain.

Detailed design and procurement for the schemes will commence following approval from the LTB/ LEP. The costs for Detailed Design and Construction Supervision can be reclaimed from the LEP, as the DfT accept that these costs can be treated as capital costs and included with the construction costs. These costs are included in the scheme cost estimate submitted in the SEP.

Following final approval by the LEPs of the business cases for the prioritised schemes, all partner organisations will be informed of the outcomes. Cabinet Members and Local Members will also be updated by the Cabinet Member for Highways, Transport and Flooding Recovery, and the Strategic Director of Environment and Infrastructure. A further report or reports, to Cabinet, will be required to gain approval to start work.

Contact Officer:

Lyndon Mendes, Transport Policy Team Manager, tel: 020 8541 9393

Consulted:

John Furey, Cabinet Member for Highways, Transport and Flooding Recovery
Trevor Pugh, Strategic Director, Environment and Infrastructure
Jason Russell, Assistant Director, Highways and Transport
Kevin Lloyd, Lead Manager, Economic Growth

Details of external consultation and future consultation arrangements are covered in the Consultation section of this paper.

Annexes:

There are no annexes to this report.

Sources/background papers:

Cabinet Report, 'Supporting the economy through investment in transport infrastructure', 27 November 2012.

Cabinet Report, 'Supporting Economic Growth', 25 February 2014.

Section 151 Finance cleared on:	xx/xx/12
Strategic Director cleared on:	xx/xx/12
Cabinet Member cleared on:	xx/xx/12

SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014



REPORT OF: MRS LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING

CLARE CURRAN, CABINET ASSOCIATE FOR CHILDREN, SCHOOLS AND FAMILIES

LEAD OFFICER: GARATH SYMONDS, ASSISTANT DIRECTOR FOR YOUNG PEOPLE

SUBJECT: DEVELOPING THE FIRST UNIVERSITY TECHNICAL COLLEGE IN SURREY

SUMMARY OF ISSUE:

Surrey County Council, with key partners, are forming a University Technical College (UTC) Academy Trust to submit a bid for a University Technical College (UTC) in Guildford. The key partners, who will be the Founding Members of the Academy Trust, are Royal Holloway - University of London, Guildford College, Guildford Education Partnership, CGI Group and Surrey County Council. The UTC will focus on key skill shortage areas of computing and engineering, which have been selected with employers and the Enterprise M3 Local Enterprise Partnership. The paper seeks agreement to the formation of the Academy Trust and submission of a bid to the Department for Education (DfE) in October 2014 to establish a UTC in Guildford.

RECOMMENDATIONS:

That Cabinet approves;

- a) The forming of the Academy Trust Company;
- b) The submission of a bid by the Academy Trust Company for a UTC in Guildford by the founding members of the trust; and
- c) Surrey County Council being one of the founding members of the UTC with Councillor Linda Kemeny, Cabinet Member for Schools and Learning, acting on the Council's behalf.

REASON FOR RECOMMENDATIONS:

The UTC will be designed to provide high quality education for 14-18 year olds in Surrey, developing the skills employers need. Through the support of Royal Holloway, Guildford College, Guildford Education Partnership, CGI Group and other leading employers, the UTC will provide real world learning experiences that blend

academic and technical education. As well as helping to address need for an increase in secondary school places the curriculum design of the UTC has been informed by employers and evidence from the Enterprise M3 Local Enterprise Partnership to address local skills gaps and support future economic growth.

DETAILS:

Introduction

1. University Technical Colleges (UTCs) are government funded academies that offer 14-18 year olds an education that is geared to meet the needs of employers, with extensive experience of the work place and projects. They teach students technical and scientific subjects in a new way, educating the inventors, engineers, scientists and technicians of tomorrow.
2. By integrating technical, practical and academic learning, UTCs create an environment where students can thrive and develop the abilities that employers need.
3. To do this, UTCs:
 - Focus on one or two technical specialisms.
 - Work with employers and a local university to develop and deliver the curriculum.
 - Relate the content of academic subjects to their technical specialisms.
 - Have the latest equipment and technology used by industry.
 - Dedicate at least 40% of time to the technical specialism including design and building, working in teams and problem solving.
4. By working with a university and local employers, UTC students benefit from access to:
 - The latest research, industry experts and specialist facilities;
 - Real-life employer designed projects that stretch their technical skills and creative thinking; and
 - Teaching and mentoring from specialists who currently work in industry.
5. UTCs are academies and are smaller than traditional secondary schools. They are not academically selective and charge no fees. UTCs typically have 600 to 800 students, are sub regional and their catchment area may extend across a number of local authorities.

The Vision

6. The vision for the UTC is for young people to be enterprising, ambitious and resilient, with the skills required by employers and the academic ability for higher education. They will be strong team players, motivated and professional, good communicators, with a high level of academic achievement, technical skills and leadership potential.
7. This supports the vision in Surrey's 14-19 Plan 2010-2015 and Young People's Employability Plan 2012-17.

The UTC in Guildford

8. The UTC will be a high performing specialist academy for 14-18 year olds, producing excellent results with 100% progression to higher education, training or employment. The UTC will offer a different learning environment to schools and colleges, with an emphasis on computing and engineering. These are fields which employers and higher education have identified as growth areas, with shortages of well-qualified and motivated young people. Students will benefit from both academic and technical pathways with clear links between every aspect of their education and the world of work. They will be engaged in their education, working on real world projects and mentored by sponsoring employers. With a business-like environment, students will be learning key employability skills and will have clear progression pathways after Year 12 to higher education, higher apprenticeships and employment. The vision is driven by a shared ambition to motivate and enable all young people to fulfil their potential, become enterprising citizens and make a positive contribution.
9. Located conveniently for transport links, the UTC will recruit students from across Surrey, as well as from London and Hampshire. It will complement and enhance the local education offer and help to meet the need for school places at a time of demographic growth. The UTC will gain a reputation for achieving excellent destinations for the students, inspiring not only students but also the local community.

Funding of the UTC

10. The development of the UTC will be funded through a bid for capital funding, up to £10 million, from Central Government. It will bring in additional resources to support the development of education opportunities for the future in Surrey, addressing needs arising from the growing population and provide a distinctive new offer for young people. Additional capital funding is also being sought from Enterprise M3 Local Enterprise Partnership. Following a successful bid and launch of the UTC, funding would be provided annually in the same way as other secondary schools in Surrey are funded.

Who will go to the UTC and when

11. Young people will join the UTC at age 14 (year 10) or age 16 (year 12) to take a full time academic and technical programme of study, alongside the requirements of the National Curriculum. The UTC will initially be offering places for about 150 students across Year 10 and Year 12 (numbers will be finalised as the bid is developed). The admission arrangements will be developed to ensure young people join from across the ability range and from a wide geographical area. In subsequent years, higher numbers will be admitted, rising to a total capacity of 700 to 800 across years 10 – 12 (ages 14-18) by 2021.
12. The UTC will help address a shortfall of places in the secondary sector within Surrey. Birth rates in Surrey, and in the Guildford area, have been steadily rising since the millennium requiring additional provision in the primary sector. This increase is now starting to affect secondary student place planning and planning is underway to provide additional Year 7 places by 2017.

- 11
13. There are approximately 1395 places per year group in the 7 Guildford area secondary schools; based on current projection scenarios for the Guildford area, incorporating current housing planning permissions, demand for Year 10 places in 2017 is expected to increase circa 1400 pupils. Numbers are projected to continue an upward trend after 2017, reaching approximately 1500 Year 10 pupils by 2021. Similar growth is expected across the sub-regional area that the UTC will recruit from and the UTC is likely to attract additional Year 10 pupils from this wider area.
 14. In addition, new housing is currently being considered as part of the Guildford Local Plan which would create an increase in demand for places across the education sector - at both primary and secondary level. Analysis of the scale of the additional demand on education places is being undertaken as part of the Local Plan consultation but demand will be expected to increase on places across all year groups. The UTC will form part of the education solution to provide sufficient places for pupils in the Guildford area resulting from additional housing proposed in the Local Plan.
 15. Links will be developed between the proposed development of the UTC and the Guildford Local Transport Plan as ease of access will be important in attracting students. Transport developments will be sought which are sustainable and affordable and fit with the wider transport planning for the area.

Pathways and partner development

16. We are jointly developing a bid to national government for the UTC for submission in October 2014. The bid team consists of representatives of the organisations who will form the UTC Academy Trust and is working with other local partners through the UTC Steering Group which comprises key education and employer representatives.
17. The Academy Trust Company will be made of the following founding members:
 - Royal Holloway - University of London;
 - CGI Group (a globally renowned IT and business process services provider);
 - Guildford College of Further and Higher Education ;
 - The Guildford Education Partnership; and
 - Surrey County Council, through Cabinet Member for Schools and Learning.
18. The founding members of the Trust bring an excellent track record of delivering educational excellence with a strong track record in setting up and running high quality education institutions, including experience of working with two other UTCs.
19. The UTC will have a strong focus on achieving 100% progression into work or HE for students. Employer, college and university partners will ensure there are clear and achievable progression pathways, including apprenticeships, sponsored degrees, placements and graduate opportunities as well as general employment opportunities.

How employers are involved and why is there the emphasis on particular skills

20. The bid is being developed with local businesses to shape the design and ethos of the UTC, ensuring the UTC reflects the world of work. Surrey businesses have attended a breakfast briefing with a presentation by Lord Baker, where the opportunity was discussed. Employers who have confirmed their support and offered to work with us on the development of the UTC include CGI Group, British Aerospace, Air Products, Surrey Satellite Technology, Babcock International, McLaren, Points Align and Siemens as well as many other well known national companies and smaller fast growing locally based companies. Employers are helping to develop work-based education projects, mentorship, work experience and future employment opportunities, including apprenticeships. The focus on particular specialist areas will be further refined as the bid develops and the service will continue to work with employers, higher education and other partners to focus on particular aspects of computing and engineering. The focus will be designed with schools and colleges to be complementary to current provision, with a distinct offer to young people.
21. The specialisms of computing and engineering were chosen by partners based on both national and local evidence, including feedback from local employers. Surrey's economy is largely knowledge based and over the next 20 years, there is expected to be a further shift towards higher end occupations, as knowledge based sectors drives innovation and enterprise. This economy has increased the need for more Science, Technology, Engineering and Maths (STEM) skills. Reports by the Enterprise M3 LEP and Surrey Connects have highlighted the skills need in computing and engineering and the recent report by the Centre for Economic and Social Inclusion, "Realising Talent", states that Surrey has a skills gap which is projected to have an impact on Gross Value Added (GVA) of £5.7bn by 2022.
22. Nationally to maintain the current level of growth in the IT Sector, e-skills UK has estimated our economy requires 129,000 new entrants per annum and the Royal Academy of Engineering's report "Jobs and Growth" forecast a need for 100,000 new professional scientists, engineers and technologists each year.
23. The bid has been informed and supported by Surrey Chambers of Commerce, the Institute of Directors (Surrey branch), Enterprise M3 Local Enterprise Partnership and Surrey SATRO. Feedback from both multinational companies and Small and Medium sized Enterprises (SME's) has indicated the skills shortage is already being felt by Surrey employers and lack of skills in these specialisms is a key concern for future growth.

CONSULTATION:

How will the UTC be developed

24. The UTC is being developed through a close collaboration between the founding members and other partners including Enterprise M3 Local Enterprise Partnership, Air Products, BAE Systems and Babcock International, working closely with local schools and communities. Local businesses will have a key role in encouraging young people to develop the skills, behaviours and attitudes sought by employers now and in the future..

25. The UTC proposal has been subject to consultation, including a publicly accessible survey on the Surrey Says platform. The survey provides employer feedback on the skills and qualifications they value. This evidence is further informing the design and focus of the UTC. At the time of writing 98 responses have been received, primarily from parents and employers, with 99% of respondents supporting a UTC focusing on computing and engineering.

RISK MANAGEMENT AND IMPLICATIONS:

26. The key risk is that funding allocation is competitive and the bid could be unsuccessful. This is being addressed through the formation of a strong partnership with full involvement from employers and engagement of local schools and colleges to strengthen the bid to ensure the greatest potential for success.
27. A further risk is that local schools and colleges may see the UTC as a threat and may discourage young people from joining. This is being addressed by working closely with local schools and colleges, ensuring the educational offer is distinct and developing communications to promote understanding of the benefits of education closely linked to employers' needs.
28. A risk register is also being maintained where further risks are considered and mitigating actions planned.

Financial and Value for Money Implications

29. The bid draws additional capital into Surrey for future school places and central government funding supports ongoing revenue costs. The skills developed will enable young people to contribute to the high value growth sector, adding to the future growth of the Surrey economy.

Section 151 Officer Commentary

30. The budget for the UTC is subject to scrutiny by the DfE to ensure it is viable. Minimal staffing is assumed in the first years, with further staff appointed only as pupil numbers and funding increase. Provisional costings, based on prudent assumptions of pupil numbers and a DfE prescribed sensitivity analysis, indicate a balanced budget with a marginal surplus each year.
31. The UTC operates as an academy and is funded by the Education Funding Agency (EFA), based on the council's locally determined schools funding formula. The EFA will monitor financial performance of the UTC and take action to address any concerns. The council will not be financially liable for budget deficits in the UTC, although any failings could result in reputational damage. There is a potential risk that the UTC would draw pupils and hence funding away from other Surrey schools. However, the projected increase in pupil numbers within the area reduces this risk.

Legal Implications – Monitoring Officer

32. Under the Education Act 2011, Local Authorities must seek proposals for the establishment of an Academy (or a free school) where they are of the view that there is a need for a new school in their area. University Technical Colleges (UTC's) are one type of academy.

33. The DfE requires the bid for the UTC to be submitted by the Academy Trust Company. This Academy Trust will be a charitable company limited by Guarantee. This means the liability of the founding members who establish the Academy Trust is restricted to the nominal amount (e.g. £10) guaranteed by each founding member.
34. An Academy Trust is made up of members and directors. The founding members (owners) of the company are listed in paragraph 17 and it is proposed this will include Surrey County Council, with Councillor Linda Kemeny, Cabinet Member for Schools and Learning. The members will appoint the trust's directors of the Company who will be the governors of the Academy.
35. The cost of setting up an Academy Trust Company is no more than £100. If the bid is not successful the Company will be dissolved and there will be no further liability for the Council.

Equalities and Diversity

36. 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 needs to;
 - i. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
 - ii. advance equality of opportunity between persons who share a relevant characteristic and a person who does not share it;
 - iii. foster good relations between persons who share a relevant protected characteristic and persons who does not share it
37. There are no direct equalities implications arising out of the proposal. The increased provision will be open to all applicants irrespective of race, gender, faith, ethnicity or ability. Detailed admissions arrangements will be determined during a pre-opening stage, after approval of the bid, and will be fully compliant with the Schools Admissions Code or relevant law concerning admissions at the time of opening.

Corporate Parenting/Looked After Children implications

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	Positive implications as it is proposed that Looked After Children would be given priority for admissions

WHAT HAPPENS NEXT:

38. A decision on the success of the bid will be made by Central Government and is expected to be received in January 2015 following the bid submission and an interview process. If successful the UTC will then enter into a pre-opening phase with the UTC Academy Trust leading development of the UTC, supported by Central Government. As a member of the Trust this will involve Surrey County Council to ensure the successful opening of the UTC in September 2017.

Contact Officer:

Frank Offer, Head of Commissioning for Young People – Tel: 020 8541 9507

Consulted:

Surrey Employment and Skills Board
Surrey 14-19 Partnership
Surrey Secondary Council
Guildford Education Partnership
SW Area Heads
FE College Principals
Local employers

Annexes: None

Sources/background papers: None

SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014



REPORT OF: LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING

CLARE CURRAN, CABINET ASSOCIATE FOR CHILDREN, SCHOOLS AND FAMILIES

DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES AND CABINET LEAD FOR NEW MODELS OF DELIVERY

LEAD OFFICER: GARATH SYMONDS, ASSISTANT DIRECTOR FOR YOUNG PEOPLE

LAURA LANGSTAFF, HEAD OF PROCUREMENT

SUBJECT: CREATING OPPORTUNITIES FOR YOUNG PEOPLE: RECOMMISSIONING FOR 2015 – 2020

SUMMARY OF ISSUE:

Services for Young People has achieved significant improvement in outcomes for young people since its transformation in 2011-2012. Services were commissioned in 2012 for a three year period, ending in 2015. Cabinet agreed the strategic goal and a revised Surrey Young People's Outcomes Framework on 22 April 2014. This paper proposes: a new model to deliver improved outcomes; adapted and new commissions to deliver the model including seeking Cabinet agreement to take commissions to the market; and seeks agreement to increased delegation to Local Committees. The model includes commissions which are delivered as services by Surrey County Council and commissions where providers will be sought through procurement. The paper seeks agreement to commence procurement for £8.115 million of externally delivered services for 2015-2020 as described in the report.

RECOMMENDATIONS:

It is recommended that Cabinet:

- a) Approves the new model for commissions, as described in paragraphs 12 to 15 of this report, to deliver the goal of employability and the Surrey Young People's Outcomes Framework.
- b) Approves procurement of £8.115 million of services for 2015-20 for commissioning Local Prevention and Year 11-12, as specified in paragraph 27 of this report, subject to future medium term financial plan budget changes.
- c) Approves changes to the delegation of decision making to Local Area Committees and Woking Joint Committee in relation specific youth services as shown in Annexe 1.a and 1.b.

REASON FOR RECOMMENDATIONS:

This report sets out the commissioning model and procurement approach to deliver the Surrey Young People's Outcomes Framework for 2015-2020 to meet statutory duties outlined at paragraph 8 and to build on the success of the achievements since the transformation in 2012.

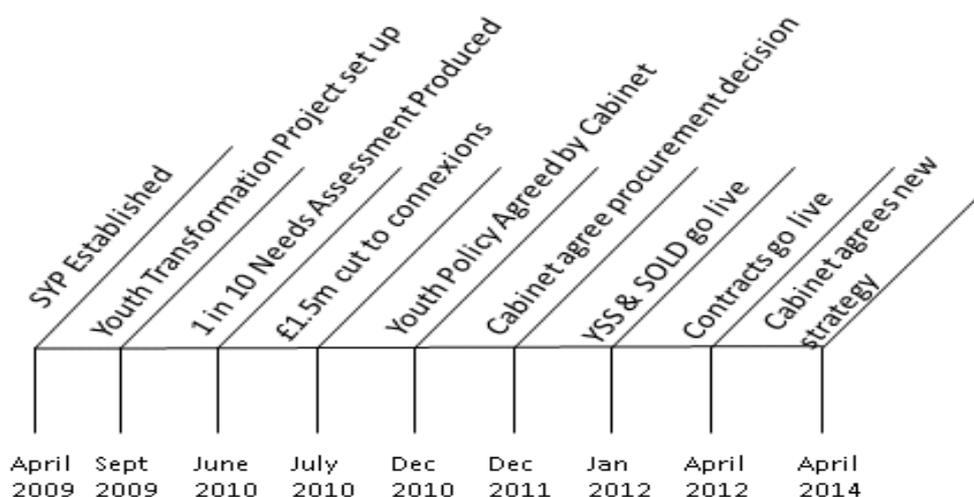
DETAILS:

Introduction and structure of report

1. This report is in three sections: headline achievements of Services for Young People and drivers for change for the next commissioning cycle; strategy for 2015-2020; proposed model, commissions and procurement approach.

Time line to date

2. The time line below shows the progress of the Youth Transformation Project (Public Value Review) and the implementation of the new Services for Young People model from 2012.



SECTION ONE: ACHIEVEMENTS 2012—2014 AND DRIVERS FOR CHANGE

Achievements

3. Services for Young People has secured significant achievements since the launch of the commissioning model in 2012. Key achievements were highlighted in the report to Cabinet on 22nd April 2014. As a result of these achievements, young people in Surrey are less likely to be NEET (Not in Education, Employment or Training) and less likely to enter the criminal justice system than anywhere else in England, whilst also having the fastest growth opportunities in apprenticeships and reduced risk of homelessness.

Changing needs and evaluation

4. A comprehensive needs assessment has been conducted, linked to the Joint Strategic Needs Assessment (JSNA). This assessment, One in Ten 2014, builds on

the first needs assessment, One in Ten 2010. An evaluation has also been conducted by the Institute of Local Government at the University of Birmingham which has informed the re-commissioning.

Young people's involvement

5. Young people have been closely involved in the review of current commissions and developing the new outcomes and proposed new model. Young people have highlighted: a need for more information, advice and guidance on opportunities in education, training and employment; a broader range of courses; challenges in relation to mental health and emotional well-being; challenges in relation to peer pressure and bullying; family difficulties and breakdown of relationships; money and transport; and a need to have someone to talk to who understands.

Financial context

6. The re-commissioning for 2015-2020 also needs to address the challenging financial context for Surrey County Council and the wider public sector. Although the economy has started to improve, with increasing employment opportunities, further budget reductions are forecast for the County Council and partners, including providers of education and training. The Transformation of Services for Young People achieved a reduction in gross expenditure of £4.6m (25%) in 2011-12 whilst achieving significantly improved outcomes. Further savings are likely to be required over the next 5 years and the commissioning and provider model for SYP is flexible to achieve a strategic fit with the wider Directorate strategy.

Key themes

7. Some key themes emerging from the evaluation, needs analysis, the more challenging financial context and changes in national and local policy context are:
 - Wider integrated commissioning with key partners such as Districts, Boroughs, Public Health, Surrey Police, Active Surrey, Schools, Colleges, Training Providers and the Voluntary, Community and Faith Sector
 - Increased local delegation, enabling local decision making and local involvement of young people
 - More targeted early help to reduce demand on statutory services
 - Improved quality and focus on outcomes
 - Increased Co-production

National and local policy context

8. Services for Young People delivers key outcomes to improve young people's quality of life and fulfil a range of statutory duties for Surrey County Council: the duty to commission education and training provision for young people aged 16 to 19 and then up to age 25 for young people with Special Educational Needs and Disabilities (SEND); the duty to prevent young people's involvement in crime and anti-social behaviour; the duty to ensure adequate opportunities for young people through youth work; and to promote effective participation of young people in education, training or employment up to age 18 by 2015 as required by Raising the Participation Age.

Services for Young People is also working on key national policy developments, including Public Service Transformation on Skills for the Future and Transforming Justice.

SECTION TWO: STRATEGY 2015-20

Strategy

9. In April 2014, Cabinet agreed the strategic goal for Services for Young People as employability.

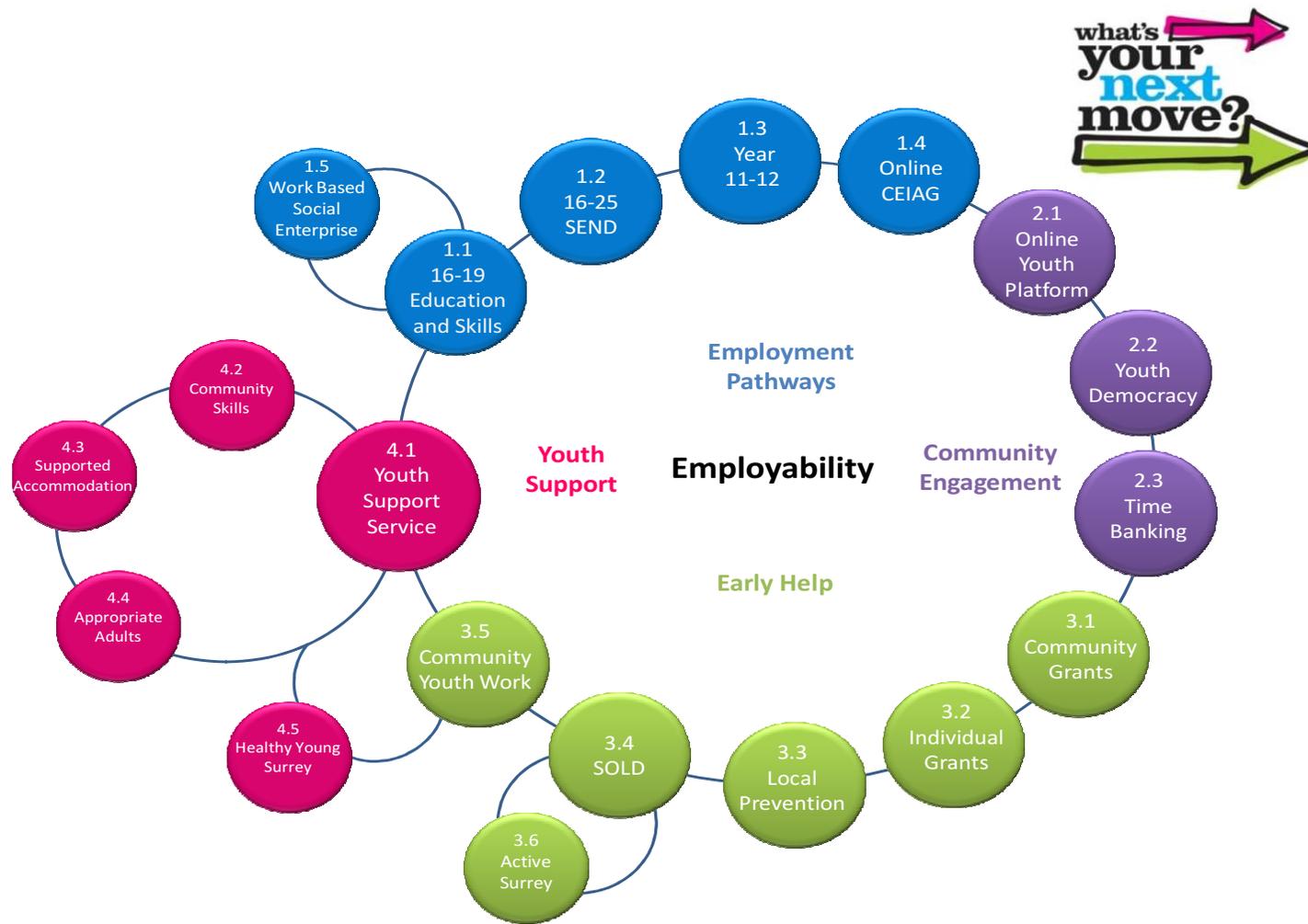
Definition of employability

10. Employability is the development of health, wellbeing, skills, abilities, and personal attributes that enhance young people's capability to secure rewarding and satisfying outcomes in their economic, social and community lives.
11. In April 2014, Cabinet agreed the Surrey Young People's Outcomes Framework for 2015-2020 which sets out the outcomes to be delivered to achieve the goal of employability. The outcomes framework is attached as Annexe 2.

SECTION THREE: MODEL 2015-20, COMMISSIONS AND PROCUREMENT APPROACH

12. The proposed new commissioning model is set out in the diagram below. Each commission is described in paragraph 15, together with the rationale for the commission and for the delivery model selected.

13. Commissioning model 2015-2020



Options considered

14. For each commission, the following options were considered for the means of delivery. A separate options analysis details the consideration given to each option and the rationale for the recommended approach is given in the table below.

- In house delivery by Surrey County Council
- Outcomes based contracts let to providers
- Joint venture
- ‘Spin out’ as new legal entity e.g. charitable trusts, mutual, community interest company, social enterprise
- Strategic partnership with voluntary, community and faith sector, private sector or public sector
- Traded models where services are bought at full or part cost
- Enablement where the Council enables young people, families or communities to deliver outcomes
- Grants
- Social impact bonds
- Hybrid models (drawing together aspects of the above)

Rationale for each commission and approach to procurement

15. This table provides a description of each commission, the rationale for its inclusion and the reason for the recommended procurement approach. The budget is shown in Annexe 3.

Commission	Rationale for the Commission	Rationale for Procurement approach
1: Employment Pathways		
1.1 16-19 Education and Skills	Delivers statutory duty to commission provision for education and training for young people aged 16-19 and secure participation in line with raising of participation age. Delivers innovative approaches to skills development through Public Service Transformation and new provision e.g. University Technical College. The commission includes the	Delivery in SCC as closely linked to key strategy on employability and delivery through local authority strategic partnerships.

	drive for increased apprenticeship opportunities through the Leader's Ready for Work programme.	
1.2 SEND 16-25	Delivers statutory duty to commission education and training opportunities for young people aged 16 to 25 with Special Educational Needs and Disabilities (SEND) as part of integrated approach to Education, Health and Care planning for children and young people from birth to age 25.	Delivery in SCC as closely linked to wider SEND services across age range 0 to 25 and associated social care and health provision. Placements commissioned through existing contract i.e. no change. Further changes to be considered across 0 to 25 age range by SEND Governance Board.
1.3 Year 11-12	Delivers on statutory duty for raising participation through targeted support for young people identified as at risk of becoming NEET (Not in Education, Employment or Training) to support progression from Year 11 to Year 12.	11 local outcomes based contracts on district/borough boundaries to secure innovation through local providers and partnerships. Agreement sought in this paper to start procurement for these contracts.
1.4 On-line Careers Education, Information, Advice and Guidance (CEIAG)	Supports young people's progression and links between employers' needs and the courses young people take. Where young people make well informed choices, this supports their progression and achievement post-16 and supports their progression to employment. Young people have expressed the importance of CEIAG through focus group discussions.	Extend current contract relationship for web-based information, advice and guidance. This approach is recommended as current delivery has been successful and extension opens up potential income streams. Future contract relationship to be covered in subsequent Cabinet paper.
1.5 Work based social enterprise	Social enterprises to be developed to employ, train and develop young people who would otherwise be NEET. Young people develop employability and enterprise skills whilst the	Joint venture partnerships are proposed as the best means to bring together county council with commercial partners to draw out complementary skills.

	enterprises have the potential to become self financing and income generating.	Agreement sought to develop proposals as part of model, with the specific proposals being the subject of a subsequent Cabinet paper.
2: Community engagement		
2.1 On-line youth platform	This commission provides a forum for information produced by young people to stimulate interest in current issues and opportunities and to inform decision making by young people. For example, this would support informed decision making in relation to drugs and alcohol, which would improve outcomes for young people and reduce demand on statutory services.	Extend current contract relationship. This approach is recommended as current delivery has been successful and extension opens up potential income streams. Future contract relationship to be covered in subsequent Cabinet paper.
2.2 Youth democracy	This commission promotes young people's engagement in local democracy and specifically supports young people to develop a Surrey youth parliament.	Enablement is the recommended approach where young people would be supported to enable them to undertake the development work and administration of elections, meetings etc for the youth parliament.
2.3 Time banking	This commission removes young people's barriers to employability by mobilising young people to give and receive support from each other and encourages their support for other members of the community. The reciprocal sharing of resources would be facilitated through a system of time credits. An example would be young people giving their time to befriend older people, which could reduce care needs and costs for Surrey County	Developed and managed in-house with grants to fund local developments. Management in Surrey County Council supports links with other council services such as Adults' Services and local grants promotes local innovation including through small community based organisations.

	Council. This could earn time credits for exchange for transport, support for course fees or mentoring in education and employment opportunities.	
3: Early help		
3.1 Community grants	This commission builds young people's resilience through strengthening capability and capacity in the voluntary, community and faith sector through grants to small local youth organisations	Grants are the proposed approach as a flexible means of allocation with minimal bureaucracy. Grants are allocated through Local Committees to bring local perspective to decision making.
3.2 Individual grants	This commission removes barriers to young people's participation in education, training or employment through targeted individual time-limited grants to address specific barriers such as need for food, housing, transport, tools or other materials.	Delivered through Surrey County Council services working closely with vulnerable and disadvantaged young people as these services know the needs and already have good relationships with the young people.
3.3 Local prevention	This commission builds young people's resilience through local prevention, linked to the Early Help Strategy. Early Help addresses young people's needs to prevent the needs increasing and reduces demand on statutory services. This can range from prevention of a young person becoming NEET to prevention of a young person becoming Looked After. 50% of the commission would support targeted early help for individual young people identified through Surrey's Early Help process and 50% would support neighbourhood prevention work with groups of young people. The decisions on award of contracts and grants are proposed to be	50% as grants linked to priority neighbourhoods and key outcomes as agreed by Local Committee, informed by local needs analysis. Grants enable local negotiation to achieve the best outcomes from a range of providers as agreed by Local Committee. 50% as outcome based contracts for 1:1 targeted individual early help. Contracts enable the required support to be specified to meet requirements of Early Help for individual targeted support.

	delegated to Local Committees, advised by Youth Task Groups.	
3.4 SOLD (Surrey Outdoor Learning and Development)	SOLD builds young people's resilience through outdoor learning and development. This includes managing a comprehensive programme through the three outdoor learning centres at High Ashurst, Thames Young Mariners and Henley Fort as well as local programmes. SOLD also provides local prevention work to support young people who are NEET or at risk of becoming NEET.	Delivered through SCC with trading so no direct budget is provided from Services for Young People. This builds on success of the current model. Options will be explored with SOLD for staying as a service within the council or a possible future 'spin-out' where SOLD would operate outside the council, either with a partner or independently.
3.5 Community Youth Work	<p>This commission builds young people's resilience and provides Early Help through local quality youth work primarily delivered from youth centres. This would be provided through one county-wide service, managed within Surrey County Council, with local decisions on resourcing of centres. The commission opens up flexibility to focus staffing on areas of greater need, moving away from the current fixed two full time equivalents of staff per centre).</p> <p>The commission also includes exploration of approaches where staff time would be more focused on centres in areas of high need whilst voluntary, community or faith sector staff and volunteers would offer provision at other centres or in other community based locations. This is termed a 'hub and spoke'</p>	<p>Provision through one county-wide service in Surrey County Council, with local decisions on resourcing of centres. The formation of one service enables clear leadership to focus on quality of youth work and consistent high standards in practice. This approach also supports local flexibility for staffing resource to be deployed in areas of higher need, in response to priorities agreed by Local Committees. Options will be explored with the new Community Youth Work Service for staying within the council or possible future 'spin-out' either with a key partner or as a stand-alone service. This would include exploration of a mutual and community interest company amongst other options. Any proposals for further change would</p>

	<p>approach, with the main centres as hubs and other centres and community venues as spokes, linked to the hubs. This approach will be explored with Local Committees and Youth Task Groups.</p>	<p>be the subject of a future Cabinet report.</p>
<p>3.6 Active Surrey</p>	<p>Active Surrey builds young people's resilience through sport and is fully funded by grants from central government.</p>	<p>Commissioned through SCC with local provision, building on success of current arrangements, working closely with key partners such as Districts and Boroughs.</p>
<p>4: Youth Support</p>		
<p>4.1 Youth Support Service</p>	<p>This commission provides support to teenagers with high needs, including every young person who is NEET or has offended, developing their resilience, preventing needs escalating and securing provision in education, training or employment. The service works through individual case management, developing effective relationships at a 1:1 level with vulnerable teenagers in a restorative, holistic, co-produced and family centred approach. The service deploys a scaled approach, with the highest level of support geared to young people in the greatest need.</p>	<p>Delivery through SCC as one county-wide service, managed through local teams, building on the success of the current arrangements as highlighted in annual report and external evaluation.</p>
<p>4.2 Community Skills</p>	<p>This commission brings together opportunities for skills development through more informal and work based settings. This brings together the Leader's Ready for Work programmes, Skills Centres, Gypsy Skills, Duke of Edinburgh's Award and Alternative</p>	<p>Delivery through SCC as one county-wide service, managed through local teams, building on the success of the current arrangements as highlighted in annual report and external evaluation. Many of these services</p>

	Learning Provision (ALPs).	have greater potential for income generation through European Social Fund, Education Funding Agency or through schools and colleges. A more integrated approach in-house will support increased income generation.
4.3 Supported accommodation	Provides accommodation for young people who would otherwise be homeless.	Outcomes based contracts which secure timely accommodation provision for young people in need from a range of local providers with access to accommodation.
4.4 Appropriate Adults	This service fulfils a statutory responsibility to provide an adult for young people who are arrested in Surrey where a parent/carer is not able to attend. The adult will be present when the young person is informed of their rights, during interviews relating to the alleged offence, at identification procedures and intimate/ strip searches and when at the time of being charged with the offence.	Outcomes based contract as specific services are required and contract arrangements enable delivery through a third party with connections to adult volunteers.
4.5 Healthy Young Surrey	Provides health services in youth centres and other venues in areas of highest need building on current No Labels work. The offer would include sexual health clinics, drop in services, counselling services and named public health nurses to develop healthy behaviour programmes. The commission includes a framework for mental health and emotional	Jointly commissioned with Public Health through outcomes based contracts as specific services are required in designated locations.

	<p>wellbeing for individual young people.</p> <p>Health and wellbeing, particularly mental health was identified as a key issue through the needs analysis and by young people themselves.</p>	
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Project Board

16. Recommissioning is being overseen by a Project Board, chaired by the Cabinet Associate for Children, Schools and Families and with representation from the Children & Education Select Committee, Local Committees, Public Health and young people. This Board will oversee the future work programme and has approved the recommendations for Cabinet.

Engagement with partners, staff and the market on proposals in July 2014

17. The Project Board agreed draft proposals for wider discussion and engagement from the 1st to the 30th of July 2014. Over 100 responses were received from a wide range of staff and organisations as set out below
18. Over 63% of respondents expressed support or strong support for the proposals. The following key themes were also identified from the responses.
- Position of youth work, with a majority view supporting provision coming in house to SCC, although the current providers sought an extension or development of the current arrangements.
 - Concerns that loss of commissions by the voluntary, community and faith sector could reduce funding for the sector.
 - Concerns regarding the number of commissions with views that some could be merged or better co-ordinated.
 - Importance of careers, education, information, advice and guidance recognised but strong reservations expressed regarding proposed joint venture to offer provision in Surrey.
 - Need for clarity on local prevention services and links to Early Help Strategy.

Key changes proposed

19. These concerns were responded to as outlined below. A separate document includes a full analysis of the issues raised and the response.
20. Community youth work to move away from the retained employment model where staff are seconded to Managing Agents. This change is proposed as the retained employment model has led to concerns in relation to performance and responsiveness. Performance and quality will be more closely managed through one single service. Additionally, costs have been

incurred by the duplication of management capacity both in the providers and in Surrey County Council to manage the seconded staff. Costs will be reduced through managing staff in one service, as opposed to secondments. One Community Youth Work Service is proposed, with staff managed in a single council service, with local commissioning to set priorities and staffing. The services will principally offer youth work, primarily through youth centres in areas of high need with open access for young people. The National Youth Agency (NYA) quality standards will form a key part of the drive to maintain and improve quality. Provision will include aspects of the Leaders Ready for Work programme and one to one lead professionals as part of the Early Help Strategy.

21. The new service provides an opportunity for the development of clear leadership, county-wide coherence, with a focus on quality and integrated approaches with other county council services and partners. The new service will be flexible and responsive to local need, working to the values of the county council and modelling new ways of working. The potential for a 'spin-out' will be explored with staff, possibly through a mutual, community interest company or other models.
22. The new Community Youth Work Service will be managed as a service within Surrey County Council, but a 'hub and spoke' model will be explored which commissions youth work from the voluntary, community and faith sector in locations either of less high need or areas currently not provided for. Where this provision is in areas of less high need, the Surrey County Council youth workers previously in that location can be redeployed to areas of higher need, increasing impact in key areas.
23. The current providers have raised concerns that there may be some reduction of funding through the loss of the retained employment model. Current providers have been closely engaged and offered ongoing use of the centres to mitigate this risk. Additionally, the development of the 'hub and spoke' model above opens up new opportunities for more flexibility in local provision, where the voluntary, community and faith sector would be key to delivering new opportunities for young people.
24. Time Banking and Social Action commissions merged to reduce overall number. A proposal for a joint venture with schools and colleges to provide Careers Education, Information, Advice and Guidance (CEIAG) was put out for consultation, but schools expressed the view that they would not wish to pursue it at this time. Therefore, this is not included in the proposals, but a separate review of CEIAG is proposed to be taken forward with schools and colleges.
25. Local Prevention is retained, but 50% of the commission is focused on one-to-one targeted support for young people, whilst the other 50% remains focused on neighbourhood group based youth work. The one to one targeted support enables targeted support for young people referred for early help as part of the Children, Schools and Families Early Help Strategy. This provides targeted support, which directly contributes to reducing pressures on child protection.

Increased delegation

26. There are proposed changes to the constitution to increase delegation to Local Committees in relation to Community Youth Work and the SOLD Local

Offer (Annexe 1.a and 1.b). Specifically a new power is proposed to approve advice on the allocation Local Prevention, Community Youth Work and SOLD Local Offer resources to meet local priorities for young people in the local area. Also a proposed extension to the scope of the existing scrutiny role to include Community Youth Work and SOLD Local Offer. The remaining changes are minor drafting changes for example where Local Prevention Framework has been simplified to Local Prevention.

Approval for Procurement

27. Approval for procurement is specifically sought in this paper for commissioning Year 11-12 and Local Prevention as described in sections 1.3 and 3.3 in the table above. The budget for these commissions is shown in the table below, which links to the overall budget in Annexe 3.

£,000	2015-16	2016-17	2017-18	2018-19	1019-20	Total
Year 11-12	500	500	500	500	500	2,500
Local Prevention	1,123	1,123	1,123	1,123	1,123	5,615
Total						8,115

28. Year 11-12 will be commissioned through 11 local outcomes-based contracts on District/Borough boundaries. These commissions will support young people in Year 11 who are at risk of becoming NEET to achieve successful progression with Year 12. This will build on the success of the current commission which achieves over 90% successful progression to Year 12.

29. Local Prevention will be commissioned through a combination of:

- a. Local Prevention grants (50%) awarded by Local Committees to priority neighbourhoods for community based prevention group work with young people, linked to the Early Help Strategy.
- b. Local prevention contracts (50%) awarded by Local Committees for one to one preventative work with young people identified by referrals within Early Help processes. This will directly support young people improving their life chances and reducing demands on other services.

Review and evaluation

30. The re-commissioned model will be subject to robust monitoring, review and evaluation through reports on each commission, linked through to reporting of key outcomes and other performance measures to Cabinet, Corporate Leadership Team, Children, Schools and Families Leadership Team, Children & Education Select Committee and the 14-19 Partnership. Quality will be assured through the extension of the National Youth Agency Quality Framework and links to Ofsted inspection frameworks.

CONSULTATION:

31. The development of the outcomes recommended in this report have involved wide engagement with young people, partners including the Voluntary

Community and Faith Sector, schools, colleges, training providers, Health and Police and Employers.

RISK MANAGEMENT AND IMPLICATIONS:

32. The project has a risk register which has identified key risks. Mitigation factors have been regularly agreed. This will be reviewed by the Project Board.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

33. The recommissioning of service addresses planned savings included in the MTFP 2014-2019, at £0.8m. The 2014/15 gross MTFP budget for Services for Young People is £27.4m. The model also includes flexibility in the eventuality of future savings being required either for 2015-16 or subsequent years. All contracts include standard break clauses and the ability to revise funding levels if budget changes occur.
34. A draft budget illustration for Services for Young People by themes for 2015 to 2019 is provided as Annexe 3. The actual budget will be confirmed in February when Full Council approves the County Council's budget.
35. The full financial costings for each contract will be calculated prior to contract award and will be presented to Cabinet or Local Committee as per the next steps.

Section 151 commentary

36. The proposals in this report for providing and commissioning services are subject to future funding levels determined through the County Council's business planning process. The Section 151 Officer acknowledges that there are mechanisms in the proposed models to allow the service planning to react effectively to changes in resources and to realise further savings.

Legal Implications – Monitoring Officer

37. This paper sets out the Council's strategy on how it intends to meet its statutory duties to young people from 2015 – 2020. As various parts of the strategy are implemented, there may be further implications for commissioning and staffing which will be subject to further and more specific legal advice as required, and contract terms and conditions will be drafted in accordance with requirements.
38. The public sector equality duty (Section 149 of the Equality Act 2010) applies to the decision to be made by Cabinet in this report. There is a requirement when deciding upon the recommendations to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups, and eliminate any unlawful discrimination. These matters are dealt with in the attached equalities impact assessment.
39. In coming to a decision on this issue the Cabinet needs to take account of all relevant matters and not consider irrelevant matters. The weight to be given to each of the relevant matters is for the Cabinet to decide. Relevant matters in this context will include the statutory requirements, the policy considerations, the impacts of the options on service provision, the medium

term financial plan, the Council's fiduciary duty, any relevant risks, the results of the consultation and the public sector equality duty

Equalities and Diversity

40. The full Equalities Impact Assessment (EIA) is attached at Annexe 4. Changes made to the proposal as a result of the EIA are set out in section 8 as:
- New ways of working have been explored with voluntary, community and faith sector within the proposed model, such as the potential for the sectors to offer provision at centres or other community based locations as described in the table above (section 3.5 under paragraph 15).
 - Particular focus to be given to young people with protected characteristics during the commissioning process – these young people are identified in the outcomes framework which forms the basis of the commissioning.
 - Strategic goal of employability has been broadened to specifically include health and wellbeing, recognising the importance of these factors in developing young people's employability skills.
41. Further specific actions for the commissioning process are set out in section 9 of the EIA.
42. The EIA recognises that there may be a loss of some funding in the voluntary, community and faith sector and the sector has been closely engaged to mitigate the impact of this risk as far as possible. There are additionally new opportunities for the sector e.g. timebanking and provision of some local youth work to complement the Community Youth Work Service.

Other Implications:

43. The County Council attaches great importance to being environmentally aware and tackling climate change. The proposals emphasise local provision, which reduce travel and support policies on cutting carbon emissions and tackling climate change.

Corporate Parenting/Looked After Children implications

44. Looked After Children are identified as a priority target group in the proposed outcomes framework. The current arrangements have seen free registration onto the Duke of Edinburgh's award for looked after children, and no 'in-county' children entering the criminal justice system for the last two years. There are also record low numbers of 16-19 care leavers that are NEET. The Local Prevention commission in particular will support the Early Help strategy which aims to prevent as many young people becoming looked after.

Safeguarding responsibilities for vulnerable children and adults implications

45. The proposals comply with the County Council's priority for safeguarding vulnerable children and young people. The commissions supporting Early Help will help to reduce the risk for vulnerable young people.

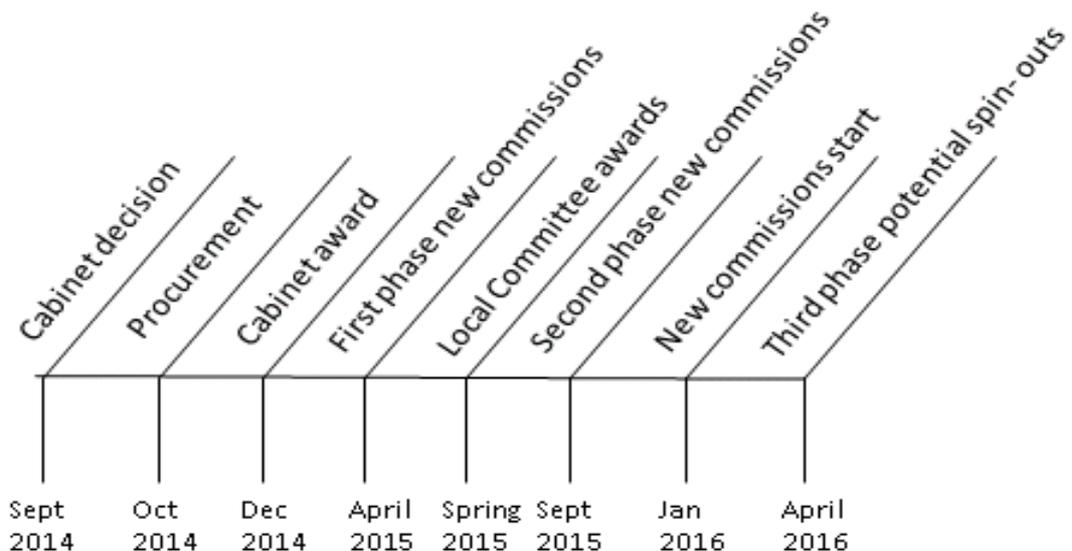
Public Health implications

46. The outcomes framework has been developed with the involvement of Public Health and reflects joint priorities in young people’s health and well-being. The Healthy Young Surrey commission in particular includes joint commissioning with Public Health where the provision of sexual health services in youth centres will be developed.

WHAT HAPPENS NEXT:

- 47. The Project Board will oversee the implementation of the model before returning to Cabinet to request awards of contract or awards to be made by Local Committees as set out below.
- 48. Local commissioning for Local Prevention would commence in October 2014, so that procurement processes are completed through Local Committee award of contracts by June 2014 giving three months lead in before new services are required from September 2015.
- 49. Decisions would be brought to Cabinet in December 2014 on the future contract arrangements for the on-line careers education, information, advice and guidance (CEIAG) and on-line youth platform.
- 50. Within the Year 11-12 commission, which supports young people’s progression from Year 11 to Year 12, the support concludes each December, with a new cohort of young people identified for a start in January. Therefore this commission will run through to December 2015, with new provider(s) taking on delivery from January 2016. Cabinet award for this commission will be in September 2015.

Next Steps:



Contact Officer:

Frank Offer, Head of Commissioning & Development for Young People
Tel no: 020 8541 9507

Consulted:

The development of this report has involved wide engagement of young people, partners including the voluntary, community and faith sector, schools, colleges, training providers, health organisations and employers.

Annexes:

Annexe 1: Proposed Amendments to Constitution

Annexe 2: Surrey Young People's Outcomes Framework

Annexe 3: Budget 2015-2020

Annexe 4: Equality Impact Assessment

Sources/background papers:

- Reports to Cabinet on Services for Young People Transformation on 20 December 2011 and 18 December 2012.
- Report to Cabinet on Creating Opportunities for Young People 2015-20 on 22 April 2014.
- Select Committee 27 March 2014.

Proposed Amendments to Constitution Part 3

Executive Functions of Local Committees

Changes to Section 1 Paragraph 7.2

Proposed additions are shown in italics and proposed deletions are shown in brackets in bold.

b) Decisions on local services and budgets

In relation to the District or Borough they serve each local committee will take decisions delegated to them by the Leader and/or Cabinet on the following local services and budgets, to be taken in accordance with the financial framework and policies of the County Council, within a framework of agreed performance and resources:

(iv) In relation to youth services:

a) The approval of prevention priorities for Young People (**not in education, employment or training (NEET)**), for the relevant borough or district area after consideration of any local needs assessment.

b) To apportion the delegated funding for young people between Local Prevention (**Framework**), Grants and Individual Prevention Grants categories of funding, in accordance with the allocated budget.

c) Approve the award of Local Prevention (**Framework**) *funding agreements* for the provision of local prevention services for the relevant borough or district in accordance with the allocated budget (**and to pre-qualified providers**).

This power to be exercised by the Portfolio Holder in the event that the relevant local committee is unable to award a (**grant(s)**) *funding agreement(s)* (due to the presence of conflicts of interest which result in the body being inquorate).

d) To approve Youth Task Group advice on the allocation of Community Youth Work and SOLD Local Offer resources to meet local priorities for young people in the local area.

Changes to Section 1 Paragraph 7.3

Service Monitoring, Scrutiny & Issues of Local Concern

The Local Committees may:

xii) Scrutinise the impact of Local Prevention (**Framework**), *Community Youth Work and SOLD Local Offer* in accordance with prevention priorities for Young People (**not in education, employment or training (NEET)**) in the local area.

Proposed Amendments to Constitution

1.b Woking Joint Committee

Changes to Section 1 Paragraph 7.6

Proposed additions are shown in italics and proposed deletions are shown in brackets in bold.

Executive Functions (delegated by Surrey County Council and Woking Borough Council)

- (v) In relation to services for young people, with the aim of achieving an integrated approach from Surrey County Council and Woking Borough Council (*SCC/WBC*):
 - a) To agree joint priorities for commissioning by the County Council and the Borough Council in Woking for provision of:
 - i) youth work and
 - ii) other preventative work with young people who are at risk of becoming not in education, training or employment (NEET).
 - b) To apportion delegated funding for young people, specifically the distribution between Local Prevention (**Framework Grants**) and Individual Prevention (**Grants**) categories of funding, in accordance with the allocated budget and small grants (youth) as allocated by the Borough Council.
 - c) Approve the award of Local Prevention (**Framework**) for the provision of local prevention services for Woking Borough in accordance with the allocated budget. This power to be exercised by the County Council Portfolio Holder in the event that the Joint Committee is unable to award (**grants**) *funding agreement(s)* (due to the presence of conflicts of interest which result in the body being inquorate).
 - d) Approve the award of youth service related commission(s) as delegated to the Joint Committee by Woking Borough Council.
 - e) Oversee and determine priorities for the Full Participation Programme and make appropriate linkages into the work of Services for Young People and Woking Borough Council
 - f) To approve Youth Task Group advice on the allocation of Community Youth Work and SOLD Local Offer resources to meet local priorities for young people in the local area.*

Changes to Section 1 Paragraph 7.8
Service Monitoring, Scrutiny & Issues of Local Concern

The Joint Committee may:

- (xi) Oversee and scrutinise the impact of Local Prevention **(Framework)**, *Community Youth Work and SOLD Local Offer* in accordance with prevention priorities for young people **(not in education, employment or training (NEET))** in the local area. (SCC)
- (xii) Be advised of the Joint Youth Estates Strategy for Woking Borough. (SCC/WBC)

Surrey Young People's Outcomes Framework

Annexe 2

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Goal	Ref	Outcomes	Ref	Outputs
Employability for young people	1	Young people are equipped with the skills to join the workforce	1.1	Sufficient, quality education and training post-16 provided
			1.2	Successful transition made to post-16 education, training and employment
			1.3	Employability skills developed
			1.4	Numeracy and literacy improved
			1.5	Increased experience of the workplace
	2	Young people are resilient	2.1	Physical wellbeing improved
			2.2	Emotional wellbeing improved
			2.3	Mental wellbeing improved
			2.4	Social wellbeing improved
	3	Young people are safe	3.1	Offending and anti-social behaviour prevented
			3.2	Reduced impact of offending
			3.3	Young people's safety in communities is improved
	4	Young people overcome barriers to employability	4.1	Young people prevented from becoming NEET
			4.2	Reduced number of young people who are NEET
			4.3	Homelessness prevented
			4.4	Entry to the care system prevented
			4.5	Transport for young people is improved
	5	Young people make informed decisions	5.1	Informed decisions made about education, training and careers
			5.2	Informed decisions made about leading a healthy lifestyle
			5.3	Informed decisions made about use of free time
5.4			Informed decisions made about accessing services and support	
6	Young people are active members of their communities	6.1	Young people have positive role models	
		6.2	Participation in social action increased	
		6.3	Decision-making influenced by young people	
		6.4	Involvement in local democracy increased	

Target groups

Informed by our needs assessment, there are groups of young people for whom we particularly want to improve these outcomes and reduce inequalities.

These include:

- Young people with Special Educational Needs and Disabilities
- Young people who are looked after or care leavers
- Young people who are on child protection plans and children in need
- Young people who are identified as at risk of becoming NEET
- Young people who are parents
- Young people who have caring responsibilities
- Young people from the Gypsy, Roma and Traveller communities
- Young people who have offended
- Other young people who have protected characteristics (sexual orientation, age, gender, gender reassignment, race, and religion or belief) where this leads to them facing barriers to participation

**Service For Young
Budget for Financial year
2015/16 to 2019/20**

	Year 1 2015/16	Year 2 2016/17	Year 3 2017/18	Year 4 2018/19	Year 5 2019/20
New Commissions	£'000	£'000	£'000	£'000	£'000
Pathways to Employment ¹	7,582	7,551	7,571	7,571	7,571
Community Engagement	147	141	142	142	142
Early Help ²	6,757	6,844	6,931	6,931	6,931
Youth Support	10,931	10,965	11,155	11,155	11,155
Commissioning, Development & AD	1,174	1,192	1,214	1,214	1,214
SYP Gross Budget	26,591	26,693	27,013	27,013	27,013
Income	£'000	£'000	£'000	£'000	£'000
DSG	(6,178)	(6,178)	(6,178)	(6,178)	(6,178)
Other government grants	(871)	(871)	(871)	(871)	(871)
Grants: Other bodies	(996)	(996)	(996)	(996)	(996)
SYP internal Income	(2,081)	(2,081)	(2,081)	(2,081)	(2,081)
Total Income	(10,126)	(10,126)	(10,126)	(10,126)	(10,126)
SYP Net Budget Current MTFP (Net budget)	16,465	16,567	16,887	16,887	16,887

Note 1: The Pathways to Employment budget includes the Year 11-12 commission described in paragraph 27, which is one of the commissions where agreement is sought for procurement in this paper

Note 2: The Early Help budget includes the Local Prevention commission described in paragraph 27, which is one of the commissions where agreement is sought for procurement in this paper.

1. Topic of assessment

EIA title:	Services for Young People: Creating Opportunities for Young People 2015-2020
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EIA author:	Nikki Parkhill- Equalities Development Officer
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2. Approval

	Name	Date approved
<u>Approved by</u>	Jenny Smith	22 August 2014

3. Quality control

Version number	1.4	EIA completed	10.09.14
Date saved	10.09.14	EIA published	12.09.14

4. EIA team

Name	Job title (if applicable)	<u>Organisation</u>	Role
Anthony Durno	Area Manager (South West)	Youth Support Service, SCC	Advisor
Carolyn Scott	Development Project Officer (SEND)	Commissioning & Development, SCC	Advisor
Chris Tisdall	Performance and Analysis Manager	Commissioning & Development, SCC	Advisor
Dee Turvill	Project Support Manager	Commissioning & Development, SCC	Advisor
Gemma Rutter	Events and	Community & Youth	Advisor

	Promotions Officer Youth and Community Worker	Workers in Unite SCC	
Jane Armitage	Deputy Branch Secretary/ Youth Worker in Charge	Unison SCC	Advisor
Jill Heywood	Branch Secretary Youth and Community Worker	Community & Youth Workers in Unite SCC	Advisor

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>Services for Young People (SYP) currently operates nine commissions which contribute towards the overall goal of full participation in education training or employment with training for young people to age 19 and to age 25 for those with special educational needs or disabilities (SEND). They are delivered through both in-house services and by external providers and include the Youth Support Service, the Pathways Team (provision for young people who have learning disabilities and/ or learning difficulties), centre based youth work, Skills Centres, Year 11-12 Transition, the Local Prevention Framework, a web-based universal offer and careers information, advice and guidance and Youth Small Grants funding.</p> <p>SYP fulfils a number of statutory functions including youth justice, responsibility for Learning Difficulty Assessments (soon to be replaced with Education, Health and Care Plans) which enable young people to make a smooth transition into post-16 education, the duty to commission education and training provision for young people aged 16 to 19 (up to age 25 for young people with Special Educational Needs and Disabilities (SEND)); the duty to prevent young people's involvement in crime and anti-social behaviour; the duty to ensure adequate opportunities for young people through youth work; and to promote effective participation of young people in education, training or employment up to age 18 by 2015 as required by Raising the Participation Age.</p> <p>Young people access Services for Young People via referrals from parents/ carers, courts, the police, health and social care professionals and schools/ colleges. Young people can also refer themselves to many of the strands of the organisation. Many of the young people supported by the Youth Support Service are identified in partnership with other organisations and are targeted for intervention. During 2013/14:</p> <ul style="list-style-type: none">• Over 9,900 young people accessed provision through youth centres and the Local Prevention Framework• Over 53,000 young people were engaged through Surge and 16,400 through U-Explore as part of the Youth Engagement Contract• 2,042 young people were provided with support through the Youth Support Service.
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	<p>Contracts were let in 2012 generally for a 3 year period which means they will expire in 2015. This EIA is focussing on the intended strategic direction for re-commissioning for 2015 to 2020 which has been informed by thorough internal and external evaluations of the current system and a robust needs assessment. The results of the external evaluation undertaken by The Institute of Local Government Studies (INLOGOV), who are a part of Birmingham University, has highlighted the significant impact that SYP has had on the outcomes achieved by young people in Surrey.</p>
<p>What proposals are you assessing?</p>	<p>This EIA focuses on the proposed changes for the next commissioning cycle of SYP. The proposed changes have been informed by internal and external evaluations of the existing commissions and a renewed needs assessment of young people who live in Surrey. The proposed model for SYP for 2015-20 has built on the successes achieved by the current commissions. The strategic goal of the Service is ‘employability for all Surrey young people’ and associated Outcomes Framework were approved by Cabinet in April 2014. Since then, significant development of the model has been undertaken in partnership and collaboration with a range of stakeholders including young people, elected members, current and potential providers and staff.</p> <p>The successes achieved with, and for, young people since 2012 have been noted and therefore it is proposed that the existing model be adapted, rather than significantly changed, to ensure emerging needs, changes to policy, the financial context of SCC and the perspectives of young people and practitioners are addressed. A greater integration with the Council’s approach to Early Help has been identified as a key driver. A needs assessment has been undertaken with young people and partners to ensure that there is a clear understanding of the contemporary needs of young people. The key issues identified were:</p> <ul style="list-style-type: none"> • Growth in demand from a population increase of 5% over the commissioning period. • The need for young people to have the skills and experience sought by employers so that they are ready for work • The need for young people to be able to make informed choices on education, training and employment options • Increasing need and changing patterns of need, such as increasing

diagnoses of Autistic Spectrum Disorder (ASD) and other communication difficulties and for young people with SEND

- A growth in emotional and mental health needs of young people
- Barriers to participation, in particular transport, lack of income and homelessness
- Young people are experiencing discrimination, alienation and bullying, often leading to their needs being less evident
- Many young people have negative experiences during teenage years, which then have a significant impact on their later lives.
- Many young people experience multiple and complex barriers to participation, often involving family relationship breakdown and challenges in the neighbourhoods in which they live.

The information gathered has been used to create an outcomes framework which highlights the ambitions SYP holds for young people and the things that it is considered that enable young people to be employable. The 6 outcomes are:

1. Young people are equipped with the skills and attitudes to join the workforce
2. Young people are resilient
3. Young people are safe
4. Young people overcome barriers to employability
5. Young people make informed decisions
6. Young people are active members of their communities

An additional proposed change is relating to the length of contracts let. Providers have fed back that a longer period of commissioning would encourage greater innovation and achieve better outcomes and improved value for money. Young people have said that consistency and reliability are important to them. A longer period for contracts would also reduce commissioning and procurements costs over the period. It is therefore proposed that the next commissioning cycle is for a five year period, from 2015 to 2020. It is also intended that the Young People's Employability Plan for 2012-19 is revised to ensure that the above changes are reflected.

The intention is to simplify the structure of SYP whilst building on the successes and achievements in order to provide a high quality service for young people which enables them to make a successful transition into

adulthood. The proposed structure has 4 parts which seek to enable young people to achieve the specified outcomes:

- Employment pathways
- Community engagement
- Early help
- Youth support

Employment pathways:

Sufficient quality education will be commissioned and developed including training and employment with training for all young people in academic years 11 to 14. Pathways will be tailored to meet particular needs such as young people with SEND (up to age 25) or young people who would otherwise be NEET. These will come with support for young people to make pathway decisions and progress. This strand includes 16-19 Education and Skills, 16-25 SEND, Year 11-12, Online Careers and Education Information, Advice and Guidance (CEIAG) and Work Based Social Enterprise.

Community engagement

Young people will be at the forefront of creating growth in the social economy which values our personal, social, environmental and economic wellbeing as a whole. The social economy will be stimulated so that young people are able to create their own outcomes, supported by small amounts of start up capital and infrastructure including pro-social digital technologies. Links will be made with Youth Work, Skills for the Future and other progressive education programmes to equip young people with the skills to lead in this transition. Online Youth Platform, Youth Democracy, and Time Banking are included in this strand.

Early help for young people

Local early help will be commissioned for young people who are at risk of social exclusion, informed by a refreshed Risk of NEET Indicator, local knowledge and clear step up / step down pathways. Early help will focus on building personal resilience, educating, empowering and enabling, without creating dependency. This strand includes Community Grants, SOLD, Individual Grants, Community Youth Work and Local Prevention.

Youth support

Employability outcomes will be delivered for the most vulnerable young

	<p>people in Surrey who need one to one support to progress. These young people will already have experienced negative outcomes such as offending, being a Child in Need, on the edge of homelessness and / or not in education, employment or training and in this context restorative approaches will come to the fore. This strand includes the Youth Support Service, Supported Accommodation, the Appropriate Adult Service and Community Skills which incorporates the Ready for Work Programmes, Skills Centres, the Duke of Edinburgh Award, Gypsy Skills and the Alternative Learning Programme (ALP).</p> <p>Whilst the outcomes specified are the ambitions held for all young people, there are particular groups which have been identified in the needs assessment for whom it is intended that inequalities are reduced and outcomes are improved. These include:</p> <ul style="list-style-type: none"> Young people with Special Educational Needs and Disabilities; Young people who are looked after or are care leavers; Young people who are on child protection plans or are children in need; Young people who have been identified as being at risk of becoming NEET; Young people who are parents; Young people who have caring responsibilities; Young people from the Gypsy, Roma and Traveller Communities; Young people who have offended; Young people who live in deprived areas of Surrey. <p>Other young people who have protected characteristics which lead to them facing barriers to participation will also be prioritised.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Young people (current and future services users), their families and staff are affected by the proposals. It is the intention that the refreshed model will have a positive impact on young people, their families and communities as areas of strength are honed and areas for development are identified and improved. Particular attention will be paid on the potential impact on staff employed by SCC and partner agencies throughout the development of the models to ensure that negative impacts are understood and mitigated where possible.</p>

6. Sources of information

<p>Engagement carried out</p>
<p>Young people who access SYP provision, staff, colleagues from partner organisations and elected members have been engaged throughout the process to date through focus groups,</p>

project group meetings, staff conferences and working groups. They have contributed to both the evaluation of the existing commissions and the needs assessment both of which have informed the early work on the proposal. More recently stakeholders have been actively involved in shaping the proposed model through co-commissioning meetings, conferences and provider events.

In July the 'Creating Opportunities for Young People Engagement Paper' was published which was followed by a substantial engagement programme which included an online survey via Surrey Says, a range of daytime and evening meetings for staff, provider events, road shows and many people have sent feedback via email. 75 people including elected members, colleagues from the Voluntary, Community and Faith Sector, education/ training providers and staff from across Services for Young People and SCC responded to the online survey. There were approximately 170 attendances at engagement events and 18 responses were received by email. Some equalities issues were raised within the feedback received which are captured below.

The Project Board, whose membership comprises of elected members and young people with officers from SYP has had a important role in scrutinising the work undertaken to date and proposals contained in the Engagement Paper. Young people are currently participating in discussions focussing on how Services for Young People can improve the accessibility of our provision.

There is a plan in place for how young people, elected members and partners will continue to be encouraged to have an active role in the future development of SYP and in the governance and quality assurance of commissions.

Should this EIA highlight any particular issues/ groups which may face disadvantage further engagement will be conducted.

Data used

- Bovaird, J & Loeffler, E. (2014) *The new commissioning model of services for young people in Surrey: Evaluation of Achievements and Implications*. INLOGOV, University of Birmingham
- Council of Europe (2008) Child and teenage suicide in Europe: A serious public-health issue: Report Document 11547
<http://assembly.coe.int/main.asp?Link=/documents/workingdocs/doc08/edoc11547.htm>
- Families in Poverty Needs Assessment 2010
- Feedback from the centre based youth workers' working group, the Project Board,

Commissioning Group and staff conferences.

- Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey (2013)
- JSNA (2011) Children with Disabilities chapter
- JSNA (2011) Domestic Abuse chapter
- JSNA (2011) Ethnicity chapter
- JSNA (2011) Family Stability chapter
- JSNA (2011) Mental Health chapter
- JSNA (2011) Religion chapter
- JSNA (2011) Sexual Orientation chapter
- JSNA (2011) Special Educational Needs chapter (NOT YET PUBLISHED)
- JSNA (2011) Parenting chapter
- JSNA (2011) Teenage Pregnancy chapter
- JSNA (2011) Unaccompanied (and former unaccompanied) Asylum Seeking Children chapter
- JSNA (2011) Young Carers chapter
- ONS population estimates 2010
- Reed, B., Rhodes, S., Schofield, P. & Wylie, K. (2009) *Gender Variance in the UK: Prevalence, Incidence, Growth and Geographic Distribution*. GIRES. Available at www.gires.org.uk
- Services for Young People performance reports
- Services for Young People (April 2014) Cabinet Paper 'Re-commissioning for 2015 – 2020'
- SCC (2014) Services for Young People: Analysis of the Engagement Paper Feedback: DRAFT V2
- SCC (2014) Children, Schools and Families Workforce Planning, August 2014
- SCC (2014) Young people's perspectives: Young people's feedback through the Surge Survey, Evaluation of Commissions, Needs Assessment and the development of the Triple Tripod Model.
- SCC (2013) Services for Young People Needs Assessment
- SCC (2013) Evaluation of Commissions
- SCC (2013) Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey
- Surrey County Council, (2010) *One in Ten: A needs assessment of young people aged thirteen to nineteen in Surrey*.
- Whittle, S., Turner, L. & Al-Alami, M. (2007) *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination*. Press for Change.

Available at <http://www.pfc.org.uk/pdf/EngenderedPenalties.pdf>

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

Protected characteristic	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	EVIDENCE
Age	<p>Young people are actively involved in developing the service.</p> <p>Young people who fit within the stipulated age range and eligibility criteria will have the opportunity to engage in comprehensive, responsive and timely services and support that meet their needs and equips them with skills, knowledge and high self-esteem which enable them to make informed choices and progress.</p> <p>Young people who</p>	<p>Young people who do not fit within the age range or criteria for the various strands of the service will be unable to access support. This may be a significant issue for young people affected by changes to funding arrangements for Further Education for those who do not complete their course within 2 years/ require further training for their chosen career.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young people who access provision outside of that commissioned by SCC as it may reduce the resources available.</p>	<p>There are 272,800 children and young people aged 0-19 in Surrey, 67,300 are 10-14 years old; and 69,000 are 15-19 years old. (ONS: Surrey)</p> <p>In 2008 there were approximately 23,090 children and young people aged 0-19 living in poverty in Surrey or 9.9% of the 0-19 population. 0-10's make up 64% (14,790) of the children living in poverty in the county. (Families in Poverty Needs Assessment)</p> <p>Services for Young People has secured significant achievements since 2012:</p> <ul style="list-style-type: none"> • 59% reduction in young people who were NEET between January 2009 and January 2014 • Interim data shows Surrey had the joint lowest numbers in England of young people who were NEET between November 2013 and January 2014, when last year Surrey ranked joint-25th. • 90% reduction in first time entrants of young people to criminal justice system from 2009 to 2013, when we had the lowest rate of first time entrants in England • Lower rate of youth custody per 1000 population in England. • 4% increase in young people aged 16-18 starting apprenticeships since 2011 – in contrast to a decrease of 14% in England during the same period.

	<p>are looked after, or are care leavers, have been highlighted as a priority group for SYP, as have young carers.</p> <p>Older people who are currently supported by Adult Social Care will benefit through young people's involvement in Time Banking.</p>		<ul style="list-style-type: none"> • There were 124 fewer NEET young people in 2012-13 compared to 2011-12, which based on research analysis by York University, results in a £7 million saving to public purse • Demonstrable positive impact on school attendance and fixed term exclusions for young people taking part in Centre Based Youth Work and Local Prevention Framework activity – and in particular for those with SEND. • High proportion of young people engaged in youth centre activities are in higher need groups – of the 7,017 in 2012/13, 37% had SEND, 20% were NEET or re-engaging, 17% were identified at risk of NEET, 16% were Children in Need, and 200 were young people who had offended. • 89.8% successful progression to education, training or employment from young people at risk of becoming NEET who received support from the Year 11/12 Transition commission • Twenty six youth centres have achieved the NYA (National Youth Agency) Quality Mark Level 1, demonstrating a standard equivalent to Ofsted rating of good – no Surrey youth centre had secured this rating before. • £2 million in expenditure on placements for young people with SEND offset as young people have local provision rather than being placed in Independent Specialist Colleges since 2011/12, meaning more young people are being educated closer to home. This fits with the strategic service planning for post 16 placements. • 290 young people who presented as homeless have been placed in safe accommodation since November 2012.
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(SYP Cabinet Paper, April 2014)

Our young carers services give some form of support to 1,200 young carers a year. However evidence suggests that this could be as low as just 10% of young carers in the county. The average age of a Surrey young carer is 12. (JSNA Chapter: Young Carers)

There are approximately 190 Unaccompanied (or former unaccompanied) asylum seeking children (UASC) in Surrey that mostly fall between the ages of 16 and 21. (JSNA Chapter: Unaccompanied (or former unaccompanied) Asylum Seeking Children)

Surrey County Council's Race Equality and Minority Achievement Service estimates that currently (May 2011) there are about 1100 GRT pupils receiving mainstream education in Surrey and a further 120 children of school age (2-16) in the county who are receiving Elective Home Education. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

According to School Census and Traveller Education Support data (which includes both self-ascribed and non-ascribed children) there were an estimated 2203 children aged 0-19 in 2009. Guildford had the highest number with 300, followed by Runnymede with 104 children. In all other boroughs and districts there were less than 100 GRT children. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

			<p>There is a tendency among GRT children and young people to marry and have children at a younger age. A significant number of GRT children leave mainstream schooling by the age of 13. The law permits parents to educate their children at home, although GRT parents are not always able to support their children effectively in home education.</p> <p>(Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)</p> <p>GRT children and young people often see vocational training and skills as more relevant in preparing them for adult life. Young men in particular have ambitions to go to college and obtain certification for trades, but current law restricts their access to college until the age of 16, by which time many are working fulltime and may be reluctant to return to education. Although some GRT children return to formal education at 16+ to take vocational college courses, local GRT parents have stated that having to wait until their children reach 16 before they can access vocational training acts as a barrier to educational achievement. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)</p>
Disability	Young people who have Special Educational Needs and Disabilities and young carers have been highlighted as priority groups for	Funding pressures might limit the range of opportunities available for young disabled people in post-16 education. This might mean their needs are not fully met or that they, and their families, have to	In 2013/14 the Pathways Team in SYP completed over 2,000 statutory learning difficulty assessments for young people in years 9-13 with SEND (the vast majority of whom have Statements of Special Educational Need), to help them to prepare for their transition to post-compulsory provision. 87% of young people with SEND who progressed into year 12 in September 2013 were in positive destinations in January 2014.

	<p>SYP.</p> <p>Young disabled people, including young people who have learning disabilities, medical issues, and/ or mental health issues will benefit from services that are more aware of, and responsive to, their needs. Specific outcomes on the framework are related to health and wellbeing, especially emotional wellbeing. This will result in a greater breadth of provision offered and a more robust approach to enabling young people to improve their</p>	<p>limit their aspirations.</p> <p>The strategic goal of employability does not take account of individual difference, aspiration and ability and is exclusive to those who may never achieve this due to complex needs.</p> <p>Through previous experience of commissioning on a borough/ district basis it has become clear that some priority groups of young people may miss out as the population is spread out across the county, rather than being located in on particular place.</p> <p>An expectation that young people should go to their most local provision might</p>	<p>50% of the Youth Support Service cohort have Special Educational Needs/ Disabilities and the number of learners with special educational needs is set to increase over the next 10 to 20 years.</p> <p>Young people have said one of their key concerns is mental health and emotional wellbeing. They have highlighted that poor emotional wellbeing can impact on their ability to engage in learning or work. They have said that it would help to have people to talk to. They said in particular that long term relationships with people who they trust and understand what they are going through are really important. (Young People’s Perspectives, 2014).</p> <p>There are approximately 8,500 children and young people aged 0-19 that may have a long-term illness, disability or a medical condition affecting their day-to-day activities. (JSNA Chapter: Children with disabilities)</p> <p>In June 2012 there are 781 open cases across the Children with Disabilities Teams. (JSNA Chapter: Children with disabilities)</p> <p>Children with disabilities are more likely to have Special Educational Needs (SEN). (JSNA Chapter: Children with disabilities)</p> <p>People with a physical illness are six times more likely to have a mental illness than people without physical illness. (JSNA Chapter: Mental Health)</p> <p>80% of young people who are NEET in Surrey have additional learning needs (Surrey County Council, 2013).</p>
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	<p>emotional wellbeing.</p> <p>New opportunities will be created for young disabled people to share their views and influence policy change through the Youth Democracy strand of the model.</p> <p>The move to ensure that colleges/ training providers offer courses over a 5 day week will provide consistency and routine for young people</p> <p>A greater breadth of courses available locally through the 'Closer to Home' agenda will reduce a reliance on out of</p>	<p>mean that they lose their entitlement to free transport which reduces their ability to attend.</p> <p>Due to the way in which provision is targeted, young people who do not have statements of special educational need despite experiencing difficulties might miss out from specialist support.</p> <p>Online CEIAG and the Youth Platform might be inaccessible to many young people and families.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young disabled people who access provision outside of that commissioned by SCC as it</p>	<p>A study has suggested that of all people with mental health problems at age 26, 50% had first met psychiatric diagnosis criteria by age 15 and nearly 75% by their late teens. (JSNA Chapter: Mental Health)</p> <p>It is estimated that nationally 29% of families with disabled children are in poverty and 55% of families with children with disabilities are living in or at the margins of poverty. (Families in Poverty Needs Assessment)</p> <p>Young carers are typically children or young people living in families with a parent or sibling with an illness or disability for whom they provide care for. They are more at risk of possible mental-health disorders including stress, anxiety, low self-esteem, depression, eating disorders, difficulty in sleeping, and self-harm. (JSNA Chapter: Young Carers)</p> <p>Our young carers services give some form of support to 1,200 young carers a year. However evidence suggests that this could be as low as just 10% of young carers in the county. The average age of a Surrey young carer is 12. (JSNA Chapter: Young Carers)</p> <p>'There are some other issues we have experienced that potentially hinder the outcomes for young people with sensory impairment. We have a particular concern about students being required to attend the college offering the course selected which is nearest to their home. For a variety of reasons, that nearest college might not best suit the needs of that student, and by attending the nearest college the student forfeits the ability to have transport provided. We are also concerned about the wider issue of</p>
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	<p>county placements and therefore enable young people to develop relationships with peers and wider social networks within their local communities.</p> <p>Young disabled people and young carers would particularly benefit from the 'Work Based Social Enterprise' commission should this be opened up for them.</p> <p>The development of online learning might encourage young people who may not engage in classroom based learning or who have caring responsibilities to</p>	<p>may reduce the resources available.</p>	<p>transport limitations, as it is a significant issue for all our young people. As we all know, Surrey has areas that are poorly served by public transport, and young people with vision impairment will never be able to drive themselves. This makes the problem of social isolation very significant, in that it severely limits their opportunities to engage with the community and their peers, and of course impacts on their education, learning and employment. These young people are already disadvantaged when it comes to meeting and engaging with new people. The impact of mobility and transport issues exacerbates the problems faced by these young people in relation to their emotional wellbeing, resilience and mental health.'</p> <p>Feedback from Sight for Surrey</p>
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	engage in study. Adults who have learning disabilities may benefit if young people participate in Time Banking.		
Gender reassignment	<p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others will be supported by SYP.</p> <p>The Employment Development Officers are in a position to train employers about their responsibilities within employment and equalities legislation. This will</p>	<p>Through previous experience of commissioning on a borough/ district basis it has become clear that some priority groups of young people, especially young transgender people, may miss out as the population is spread out across the county, rather than being located in on particular place.</p>	<p>Current prevalence of people experiencing gender variance in the UK is estimated at 600 per 100,000 people, with those with gender dysphoria presenting for treatment estimated at 20 per 100,000 people. There is a currently a rapid growth rate of 15% per annum. These figures do not take account of those who are questioning their gender identity or who have not made their gender dysphoria known. The median age of people presenting for treatment is 42. "Few younger people present for treatment despite the fact that most gender dysphoric adults report experiencing gender variance from a very early age. Social pressure, in the family and at school inhibit the early revelation of their gender variance." (GIRES, 2009: 4).</p> <p>Many young transgender people leave school with level 2 qualifications and 34% go on to achieve a degree, or higher degree in comparison with 27% of the wider UK population (Engendered Penalties, 2007). This might indicate that they are at less risk of becoming NEET, however, this largely hidden group are highly likely to experience reported that they have experienced transphobic bullying, harassment and discrimination in public places,</p>

	<p>result in a better understanding of issues relating to gender reassignment with the intention of creating improved working environments for trans people.</p>		<p>schools, in the workplace and within their families. It is recognised that these experiences can have a negative impact on mental health and that there is a higher incidence of suicidality amongst lesbian, gay, bisexual and transgender young people than the wider youth population (Council of Europe). These factors all impact on a young person's ability to move into further education and employment and ability to access provision and feel confident in sharing with others about their situation.</p> <p>Access to medical treatment and safe accommodation are also key issues for these children and young people (Whittle et al, 2007).</p> <p>The needs of this group are unlikely to be identified on a local borough/ district level and therefore will not be reflected in the service specification.</p>
<p>Pregnancy and Maternity</p>	<p>Young parents and young people who are expecting a baby have been highlighted as a priority group for SYP</p> <p>Young parents who fit the criteria of SYP will continue to have the opportunity to engage in personal development</p>	<p>Young parents are currently disadvantaged as a result of the way in which colleges conduct the administration of their courses. Full timetables are often not published until courses have started which means that young parents are unable to plan their childcare. Unless these issues are addressed, young parents will continue to be disadvantaged.</p>	<p>Approximately 200 babies are born to teenage mothers and around 280 teenagers have terminations in Surrey each year (JSNA Chapter: Teenage Pregnancy)</p> <p>In 2010, 11% of the young people who were NEET in Surrey were teenage parents or were pregnant young women (One in Ten, 2010)</p> <p>About 40% of teenage mothers suffer from postnatal depression and mothers living in deprived communities or who are subject to domestic violence also experience above average rates.</p> <p>GRT mothers are more likely to have complications during pregnancy. (JSNA Chapter: Maternity)</p>

opportunities which will equip them for the workplace and parenthood. This will reduce risk factors and increase protective factors for both them and their child(ren).

Online learning will provide an alternative and more flexible way for young parents to engage in learning.

Young parents would particularly benefit from opportunities to participate in the Work Based Social Enterprise commission should this be available to them.

<p>Race</p>	<p>Young People from GRT communities have been highlighted as a priority group for SYP.</p> <p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others will be supported by SYP.</p>	<p>Through previous experience of commissioning on a borough/ district basis it has become clear that some priority groups of young people may miss out as the population is spread out across the county, rather than being located in on particular place.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young people who access provision outside of that commissioned by SCC as it may reduce the resources available.</p>	<p>White British people make up 83% of the resident population in Surrey. Other White is the second largest ethnic group with the largest ethnic minority group in Surrey being Indian, at 2.3% of the population. (JSNA Chapter: Ethnicity)</p> <p>The 2011 Census shows that:</p> <ul style="list-style-type: none"> • Surrey has become more ethnically diverse with rising numbers of people identifying with minority ethnic groups in 2011. • White was the majority ethnic group at 1,023,700 in 2011 (90.4 per cent). Within this ethnic group, White British was the largest group at 945,700 (83.5 per cent). • The White ethnic group accounted for 90.4 per cent of the usual resident population in 2011, a decrease from 95.0 per cent in 2001 and 97.2 per cent in 1991. • White British and White Irish decreased between 2001 and 2011. The remaining ethnic groups increased, Any Other White background had the largest increase of 16,600 (1.2 percentage points). • Across the districts in Surrey, Woking was the most ethnically diverse area and Waverley the least. <p>SCC Education Performance 2011:</p> <ul style="list-style-type: none"> • The percentage of statements of SEN has increased amongst mixed and Asian ethnic groups in the past three years. • In 2011 those who performed better than the Surrey average in achieving KS2 % L4+ in both English & Maths and KS4 % 5+ A*-C including English & Maths GCSE include: Chinese, Mixed White/Asian and Indian children and young people.
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- Those performing below the Surrey average include Mixed White/Black Caribbean and Pakistani.
- In 2011, GRT children and young people performed around 60% below the Surrey average for both achieving KS2 % L4+ in both English & Maths and KS4 % 5+ A*-C including English & Maths GCSE.

All ethnic minority groups in the UK have a higher proportions of poverty compared to the majority white population (Families in Poverty Needs Assessment)

Independent research suggests that a higher proportion of people from BME communities in the UK experience mental health problems compared to White British people. (JSNA Chapter: Mental Health)

59% of children in the Surrey GRT community have special needs compared with 19% in the whole population. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

Many members of the GRT population are reluctant to reveal their ethnic identity and this, together with the travelling lifestyle of some communities, makes it difficult to determine the exact size of Surrey's GRT population. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

A significant number of GRT children leave mainstream schooling by the age of 13. The law permits parents to educate their children at home,

although GRT parents are not always able to support their children effectively in home education. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

GRT children and young people often see vocational training and skills as more relevant in preparing them for adult life. Young males in particular have ambitions to go to college and obtain certification for trades, but current law restricts their access to college until the age of 16, by which time many are working fulltime and may be reluctant to return to education. Although some GRT children return to formal education at 16+ to take vocational college courses, local GRT parents have stated that having to wait until their children reach 16 before they can access vocational training acts as a barrier to educational achievement. The withdrawal of the Education Maintenance Allowance in 2011 may prove to be a further barrier, given that many GRT young people come from low-income families. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)

Children and young people in GRT communities are often expected to assume caring responsibilities for siblings or relatives (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013).

Most UASC and former UASC under Surrey County Council care are from Afghanistan, Iraq, Iran, Eritrea and Vietnam. With the exception of those from Vietnam, Surrey has limited local communities to draw on to support these children. (JSNA Chapter: Unaccompanied (or former unaccompanied) Asylum Seeking Children)

			<p>Recent research has shown that students from ethnic minorities are less likely to receive offers of university places than their white peers.</p> <p>http://www.bbc.co.uk/news/education-28424556</p>
Religion and belief	<p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others will be supported by SYP.</p> <p>Employment Development Officers are in a position to train and educate employers about their legal duties within employment and equalities legislation.</p>	<p>Through previous experience of commissioning on a borough/ district basis it has become clear that some priority groups of young people may miss out as the population is spread out across the county, rather than being located in on particular place.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young people who access provision outside of that commissioned by SCC as it may reduce the resources available.</p>	<p>In the 2011 Census, 62.8% of Surrey's population identified themselves as Christian. The next largest group was that which reported no religion, at 24.8% of the population. Those reporting all other religions together, other than Christian, formed 5% of the Surrey population, of which the next largest religious group after Christian was Muslim (2.2% of the population). 7.4% of the population did not state their religion.</p> <p>Between the 2001 and 2011 Censuses, the proportion of Christians in Surrey decreased by 11.8 percentage points from 74.6% to 62.8%. The proportion reporting no religion rose in the same period from 15.2% in 2001 to 24.8% in 2011. (JSNA Chapter: Religion)</p> <p>In Surrey there are 112 maintained primary schools with a Religious Character and 188 of No Religious Character, while there are 11 maintained secondary schools with a Religious Character and 42 of No Religious Character.</p> <p>Services can be 'hard to reach' for GRT families, for reasons including expectations around literacy; issues of trust and discrimination; and the isolated location of many GRT sites. (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2013)</p>

			Cultural and religious sensitivity is paramount in developing and delivering services to ensure that they are appropriate and accessible to people who have, or do not have, a faith or religion.
Sex	<p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others will be supported by SYP.</p> <p>It is the intention that information, advice and guidance provided online will be impartial and non-gendered to enable young people to access their preferred career path without restriction based on gender.</p>	<p>Current marketing materials or colleges/ training providers continue to contain gendered images relating to specific career areas. Should this continue young people may be steered away from their preferred courses.</p>	<p>There are 132,900 girls aged 0-19 in Surrey and there are 139,900 boys aged 0-19 in Surrey. (ONS Surrey)</p> <p>In 2011 the difference in educational attainment between boys and girls ranges from 18 percentage points at the EYFS to 6.4% at GCSE. (SCC Education Performance 2011)</p> <p>Boys are nearly three times more likely than girls to have statements in Surrey. (JSNA Chapter: SEN)</p> <p>There were 177 males and 19 females under the care of the Surrey Children's Service, as of March 2011. (JSNA Chapter: Unaccompanied (or former unaccompanied) Asylum Seeking Children)</p>

Sexual orientation	<p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others will be supported by SYP.</p>	<p>The key measure of success of full youth employment to age 19 by 2018 does not take account of individual difference, aspiration and ability.</p> <p>Through previous experience of commissioning on a borough/ district basis it has become clear that some priority groups of young people may miss out as the population is spread out across the county, rather than being located in on particular place.</p>	<p>JSNA Chapter: Sexual Orientation:</p> <p>Using mid-2009 population estimates, there are an estimated 5,700 young people aged 11-16 that are lesbian, gay, bisexual, transgender or questioning (LGBTQ).</p> <p>Identity-related stigma contributes to an increased risk of Bullying and social exclusion – 34% of LGBTQ young people are estimated to have experienced homophobia whilst in school and domestic abuse – a third of LGBTQ young people are estimated to have experienced bullying at home by a parent.</p> <p>It is recognised that these experiences can have a negative impact on mental health and that there is a higher incidence of self harm suicidality amongst lesbian, gay, bisexual and transgender young people than the wider youth population (Council of Europe).</p> <p>A fear of homophobia and the issues listed above can impact on a young person's ability to participate freely in education, training, employment and other activities.</p>
Marriage and civil partnerships	<p>Young people who experience discrimination and barriers to participation as a result of the behaviour and attitudes of others</p>	<p>None</p>	<ul style="list-style-type: none"> • In future there is scope for more analysis on Female Genital Mutilation, forced marriage and domestic abuse.

	will be supported by SYP.		
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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	EVIDENCE
Age	Unknown at this stage	<p>Older workers may feel pressure to leave the service should offers of voluntary severance be made as part of the developments within Youth Work.</p> <p>Younger workers who may not hold professional qualifications and are currently employed by VCFS providers may be more at risk of redundancy if the proposed changes to youth work are made.</p>	<p>Workforce data for Services for Young People (SCC, August 2014) shows that:</p> <p>13.2% are aged 15- 24 38.7% are aged 25- 39 45.3% are aged 40- 64 2.41% are aged 65- 75.</p> <p>The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.</p>
Disability	There may be opportunities for applying a 'job carving' approach to ensuring that the strengths of individuals	<p>Increased workload, broadened scoped and work related pressure may result in increased levels of stress and poor emotional wellbeing.</p> <p>The increased workloads may</p>	<p>Workforce data for Services for Young People (SCC, August 2014) shows that only 2.79% of staff have identified that they are disabled. By type of role, this equates to:</p> <p>1.64% of those working in frontline roles</p>

	are harnessed within job roles.	reduce the level of flexibility available in working which could adversely impact on carers.	5.1% of those working in team leader roles 5% of those who are in middle manager roles. No senior managers have stated that they are disabled. The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.
Gender reassignment	Unknown at this stage	Unknown at this stage	The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.
Pregnancy and maternity	Unknown at this stage	People may choose not to have children due to concern about what is happening in the workplace. Workers on parental leave may feel out of touch with what is happening in the workplace, feel deskilled/ left behind if they are away during the period when changes are made, miss out on opportunities to apply for their preferred roles (if this process is needed) and experience less flexibility when they return to work with working patterns.	The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.
Race	Unknown at this stage	Unknown at this stage	Data has shown of those employed within SYP 4.19% have identified themselves as being BME. (SCC, 2014)

			<p>The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.</p>
Religion and belief	Unknown at this stage	Unknown at this stage	<p>Workforce data (2014) has shown that nearly 25% of the SYP staff have said they are Christian, 22% have no religion/ faith and 52% have not disclosed their religion/ faith. The remainder have identified as Buddhist, Hindu, Jewish and Muslim.</p> <p>The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.</p>
Sex	Unknown at this stage	Women who may not hold professional qualifications and are currently employed by VCFS providers either on a full/ part time basis may be more at risk of redundancy if the proposed changes to youth work are made.	<p>68% of the SYP workforce is female. Statistics show that of the workforce: 23.35% are female who work full time 44.8% are female who work part time 12.31% are male who work full time 19.54% are male who work part time.</p> <p>Gender analysis by position within SYP: Female front line staff: 68.21% Female team leaders: 73.98% Female middle managers: 50% Female senior managers: 27.7%</p> <p>The impact on directly employed staff and those who work for</p>

			organisations currently commissioned to deliver services will become clear as the project progresses.
Sexual orientation	Unknown at this stage	Unknown at this stage	69.29% of the workforce in SYP have not stated or said that they would not prefer to identify their sexual orientation. Of those who have provided this information 29.7% have said they are heterosexual and 1.01% have identified as Lesbian, Gay or Bisexual. The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.
Marriage and civil partnerships	Unknown at this stage	Unknown at this stage	The impact on directly employed staff and those who work for organisations currently commissioned to deliver services will become clear as the project progresses.

8. Amendments to the proposals

Change	Reason for change
Consider new ways of continuing to work closely with the VCFS within the proposed model. There has been joint work with the sector, exploring scope for timebanking and developing the 'hub and spoke' model referred to in paragraph 22 of the Cabinet paper.	To ensure that the VCFS in Surrey, those employed by these organisations and the young people who access their provision suffer as minimal impact as possible.
Develop the model further to describe more clearly how the needs of young people who have protected characteristics and other target groups will be met.	Feedback from VCFS during the engagement process has suggested there is nothing concrete in the proposal which shows how their needs in particular will be met.
Broaden definition of strategic goal to include health and wellbeing.	Recognise the importance of health and wellbeing and link to employability.

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Funding pressures might limit the range of opportunities available for young disabled people in post-16 education.	Ensure that the future model continues to commission a broad range of post-16 educational opportunities for young people who have learning disabilities, as part of the integrated approach to Education, Health and Care Plans from birth to age 25.	April 2015	Frank Offer
Young people from minority groups may miss out on accessible and appropriate provision if resources are allocated on a borough/ district basis as their needs are hidden/ marginalised within that context or the small numbers involved might make delivering something meaningful for them challenging	Explore potential for local prioritisation of targeted groups or reserving some of the funding for commissioning on a county wide basis for targeted groups	April 2015	Jenny Smith

A greater devolution of decision making to Local Committee might mean that some groups and needs are not recognised	Ensure that Local Committees are supported to make informed decisions by accurate information and experienced professionals	December 2015	Leigh Middleton Jeremy Crouch
Refreshing the Employability Plan (in April 2015) provides the opportunity to reflect on the achievements and potential challenges that have emerged in attaining 100% participation for young people.	Ensure that the needs and interests of young people who have protected characteristics are recognised and considered within the renewed Employability Plan	April 2015	Cass Hardy
Young people who have, or are associated with others who have, protected characteristics are identified as target groups (among others) for provision where they are experiencing barriers to participation	Ensure that the development of this project is monitored to ensure that all young people are able to access relevant provision.	April 2015	Nikki Parkhill
Young disabled people, young carers and young parents would particularly benefit from opportunities presented through the 'Work based social enterprise' commission but they are not included in the listed target groups.	Consider extending the scope of this commission to specifically include these young people.	April 2015	Cass Hardy
Online CEIAG and the Youth Platform might be inaccessible to many young people and families.	Ensure that a range of formats are used if online CEIAG and the Youth Platform are to be pursued including visual and audio tools to ensure young people with a range of learning styles are able to access the information provided. Further consider the development of a face to face CEIAG service.	April 2015	Cass Hardy Jenny Smith
Young parents are	Work with colleges and training providers through the	April 2015	Cass Hardy

disadvantaged due to the way in which college courses are administered.	commissioning process to enable them to understand the barriers young parents face when trying to access courses and as a result make changes to their infrastructure.		
Young men and young women may feel restricted about the career options available to them due to the gendered marketing of industry and workplaces.	Work with colleges, training providers and employers through the commissioning/ development processes to encourage them to adapt the way in which opportunities are marketed. Ensure that both online and face to face CEIAG provide a range of images and challenges the gendered nature of careers/ opportunities.	April 2015	Cass Hardy
People on parental leave may be disadvantaged should they be away from the workplace during this period of change.	Ensure that managers are in regular contact with their staff to brief them on changes and opportunities that might emerge in relation to applying for different posts.	April 2015	Frank Offer

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
None	None

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	Young people who access SYP provision, staff, colleagues from partner organisations and elected members have been engaged throughout the process to date through focus groups, project group meetings, staff conferences and working groups. They have contributed to the evaluation of the existing commissions, the needs assessment and have shaped the proposed model.
Key impacts (positive and/or negative) on people with protected characteristics	Young people, including those who have protected characteristics in addition to 'age', will benefit from a more effective service which is being developed based on experience and good practice. Through their involvement It is intended that young people will have the opportunity to gain employability.

<p>Changes you have made to the proposal as a result of the EIA</p>	<p>To ensure that young people from minority groups do not miss out on accessible and appropriate provision, it is proposed that either such groups are prioritised locally or some funding is retained for distribution on a county-wide basis to complement provision commissioned through borough/ district Local Committee.</p> <p>Strategic goal of employability broadened to include health and wellbeing.</p> <p>Engagement of voluntary, community and faith sector, exploring scope for timebanking and developing the 'hub and spoke' model referred to in paragraph 22 of the Cabinet paper.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Ensure that local decision makers are able to make informed choices by providing reliable and thorough information, advice and guidance.</p> <p>Explore prioritising vulnerable groups locally or retaining a sum of money for county-wide commissioning for vulnerable minority groups.</p> <p>Ensure that a range of engaging, relevant and appropriate educational opportunities are available for young people who have learning disabilities and difficulties is available for young people across Surrey</p> <p>Ensure that the needs of all young people who have protected characteristics are recognised and considered within the renewed Employability Plan</p> <p>Further develop the key goal of 'employability' to ensure that it is measure that is inclusive/ achievable/ relevant to all young people</p> <p>Ensure that people on parental leave are kept up to date with changes and progress</p> <p>Develop ways of involving the VCFS within the proposed model to ensure that the impact of reduced funding to the sector is minimised.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>None</p>

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SURREY COUNTY COUNCIL**CABINET / SURREY CLINICAL COMMISSIONING GROUPS****DATE: 23 SEPTEMBER 2014****REPORT OF: MRS MARY ANGELL, CABINET MEMBER FOR CHILDREN AND FAMILIES****LEAD OFFICER: NICK WILSON, STRATEGIC DIRECTOR, CHILDREN SCHOOLS AND FAMILIES****DIANE MCCORMACK, HEAD OF CHILDREN WITH COMPLEX AND SPECIALIST HEALTH NEEDS INCLUDING CAMHS, GUILDFORD AND WAVERLEY CCG****SUBJECT: JOINT STRATEGIC REVIEW OF SHORT BREAKS FOR CHILDREN AND YOUNG PEOPLE WITH DISABILITIES****SUMMARY OF ISSUE:**

1. The Joint Strategic Review of Short Breaks was a joint project between Surrey County Council (SCC) and NHS Guildford and Waverley Clinical Commissioning Group (CCG) on behalf of the six Surrey CCGs. The scope of the review was to look at the provision of short breaks for children and young people with disabilities in Surrey.
2. The key area of this review considered options for the future use and funding of short break services in east Surrey. The review focused on Applewood which is located in Tadworth and run by SCC; and Beeches which is located in Reigate, commissioned by the NHS Surrey CCGs and provided by Surrey and Borders Partnership NHS Foundation Trust (SABP).
 - Both facilities are in the east of the county.
 - Both facilities are underused.
 - Beeches is funded by Surrey CCGs, however statutory responsibility sits with Local Authorities under the Short Breaks Regulations 2011.
 - All 15 children and young people who access Beeches have assessed social care needs and disabilities.

RECOMMENDATIONS:

3. It is recommended that:
 - I. The responsibility for funding short break services for children and young people currently accessing Beeches will transfer from Surrey Clinical Commissioning Groups (NHS) to Surrey County Council.
 - II. Surrey County Council continues to run Applewood as a short break service.
 - III. Beeches remains as an option for families through their personal budgets by direct payments or arranged by Surrey County Council rather than the current block contract arrangements, subject to agreement with Surrey and Borders Partnership NHS Foundation Trust (who run Beeches).
 - IV. Surrey County Council and NHS Guildford and Waverley CCG work with Surrey and Borders Partnership to transfer commissioning arrangements to individual spot purchases at a fair price.
 - V. Surrey County Council continues to develop options for the use of personal budgets with families either through direct payments or arranged by SCC.

REASON FOR RECOMMENDATIONS:

4. Overnight short breaks are a positive experience for children and young people with disabilities to spend time away from their parents, relax and have fun with their peers. They are also a lifeline for many families giving parents a break from the day and night care for their child. They give siblings an opportunity to spend some quality family time with their parents. SCC and NHS Guildford and Waverley CCG are committed to ensure that this type of support continues to be available.
5. The recommendations acknowledge that:
 - Both Applewood and Beeches have capacity to deliver services to a wider group of children at this point in time; both are highly valued by the families and young people who use them.
 - Local Authorities are responsible for funding short breaks for children with social care needs and disabilities. The recommendations allow an opportunity to correct a historic financial legacy where the CCGs in Surrey inherited responsibility to fund Beeches although children were referred by SCC but required an assessed Health need.
 - All 15 children who access Beeches have assessed social care and disabilities needs.
6. The recommendations take into account the views expressed by the parents, carers and professionals and the desire to find a solution that enables ongoing access to both Applewood and Beeches facilities.
7. Given the current underuse of Beeches, it would not be good value for money for SCC to purchase the service through a block contract in addition to funding Applewood. The recommendation made is therefore to start negotiations with NHS Surrey and Borders Partnership Foundation Trust to establish whether they would continue to deliver Beeches once the NHS block contract ceases by agreeing to individual purchasing of placements at a market rate that acknowledges any complexity of need.
8. The CCGs could consider redirection of funding currently used for block contract of Beeches to support a wider range of children and young people through investment in Community Nursing, Therapies or other healthcare services for children if this funding is released.
9. SABP would continue to own and run Beeches.

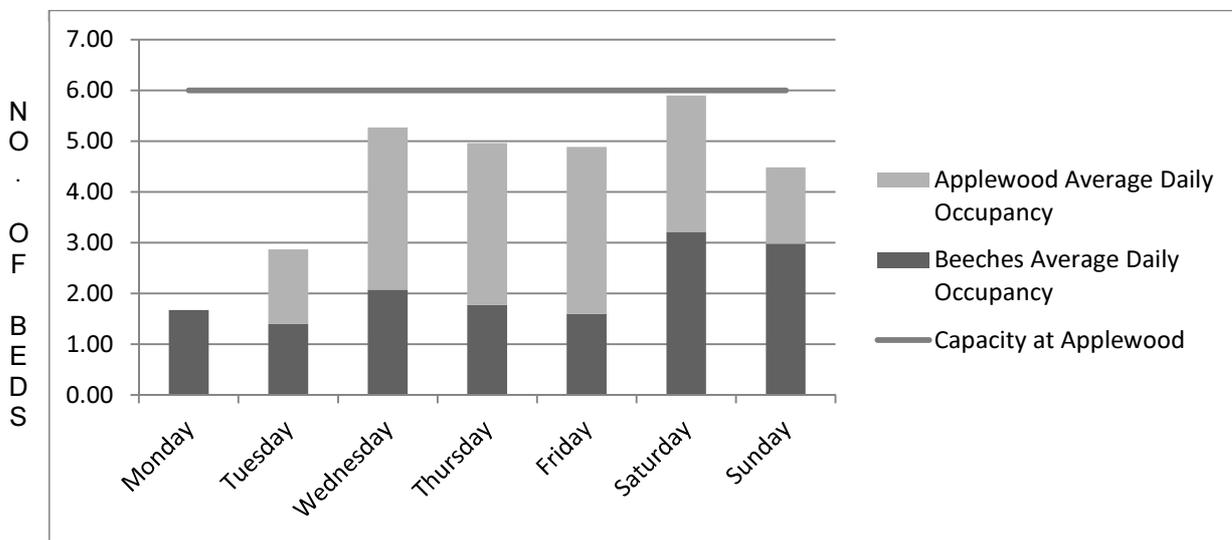
DETAILS:

Business Case

10. Surrey County Council has a statutory duty to provide short breaks under the Short Breaks Regulations 2011 (see recommendation 3.1). This legislation states that local authorities have to “offer short breaks as a preventive, early intervention service; offer a range of services for parents and publish a statement of those services to parents and families”.
11. The Children and Families Act 2014 sections on Special Educational Needs and Disability extends the SEN system from birth to 25. This gives children, young people and their parents greater control and choice in decisions and ensuring needs are properly met by;
 - replacing old statements with a new birth- to-25 education, health and care plan;
 - offering families personal budgets; and
 - improving cooperation between all the services that support children and their families, particularly requiring local authorities and health authorities to work together.
12. Surrey County Council’s Children’s Services spends £8.4m per year on short breaks for children and young people with disabilities (2013/14). Surrey County Council invests significantly more in short breaks than many other local authorities and it continues to be a priority for the Council.

13. The Joint Strategic Review was a joint project between Surrey County Council and NHS Guildford and Waverley Clinical Commissioning Group (CCG), on behalf of the six Surrey CCGs. This review considered by Cabinet on 4 February 2014. The review focused on options for the future use and funding of Applewood (funded and provided by SCC) and Beeches (commissioned by CCGs and provided by an NHS organisation). Both facilities are on the east of the county; both facilities are underutilised; and Beeches is funded by CCGs, although statutory responsibility for the provision of short breaks for children with social care needs and disabilities sits with Local Authorities.
14. A public consultation was undertaken between 24 February and 24 May 2014 to look at potential options for both services. 275 people responded to the online consultation and 10 consultation meetings were held across the county. An independent consultant was commissioned to analyse the feedback from the survey (see Annex 2) and this has formed part of an Equality Impact Assessment (EIA) see Annex 1. The EIA responds to themes raised during consultation and identifies areas for action. The main issue highlighted is a desire for families to maintain access to both provisions rather than the merger or closure of either service.
15. Applewood now works with 30 families to provide short break services. The number of children accessing Beeches is 15. Out of the 45 children using Applewood and Beeches, 15 young people will be in transition to Adult Services (17 years of age or above) by the time any recommendations are implemented (SABP require a 12 months' notice period).
16. There remains capacity within either Applewood or Beeches to accommodate children and young people from both provisions (see Table 1). The merger and or closure of the two services therefore were considered as part of the Review.

Table 1: Average day care and overnight combined occupancy by day of the week from April 2013 – March 2014



17. From September 2014, Education, Health and Care Plans will be introduced for children and young people with SEN and disabilities who meet the eligibility criteria. A Resource Allocation System (RAS) is being implemented by Surrey County Council Children with Disability Teams to provide eligible families with a Personal Budget. Families will use their Personal Budgets to fund services directly, via direct payments or services can be arranged by SCC if families do not wish to purchase services directly.
18. It is recommended that SCC continues to run Applewood Short Breaks Unit for the following reasons Applewood:

- Is owned by SCC and is a new purpose built centre (opened in 2010); providing a modern resource equipped to accommodate a wide range of need.
 - Is in a location families find accessible, close to Special Schools; is in east Surrey.
 - Has a workforce experienced in managing children with complex needs.
19. Beeches is a short breaks service provided by SABP. It is currently funded via a block contract held by NHS Guildford and Waverley on behalf of the 6 Surrey CCGs for the approximate value of £565,000 per annum. As with other short break facilities, referral to Beeches is via Surrey County Councils' Children with Disabilities Team. Beeches is:
- Is in a location families find accessible, very close to a Special School; in east Surrey.
 - Has a workforce experienced in managing children with complex needs.
20. It is recommended that SCC continues to provide overnight short break provision in the east of the county. There is insufficient capacity within the market to provide overnight short breaks and the current block contracts with Cherry Trees and White Lodge would have insufficient capacity to take children from both Beeches and Applewood. Cherry Trees and Whitelodge are located in the west of the county which would increase travel time and costs for families.
21. A risk of not providing an overnight short break service is that families could break down and their children would need to be looked after. This would not be a good outcome for those children and young people and would cost the Council considerably more (a typical cost of a 52 week social care placement is £169,000 per year without additional 1:1 costs).

CONSULTATION:

Consultation Process

22. A 'Parent/Carer Panel' consisting of parents whose children attend either Beeches or Applewood was set up in November 2013. The Panel aimed to engage parents and carers in the co-design the public consultation process and ensure an ongoing dialogue about any potential impacts of the Review. A parent representative chaired this Parent/Carer Panel, with officers from SCC and NHS Guildford and Waverley in attendance.
23. A report was taken to Cabinet on 4 February 2014 with details of the Joint Strategic Review to gain approval to go out to public consultation on future options for Beeches and Applewood. The public consultation was undertaken between 24 February and 24 May 2014. 275 people responded to the online consultation and 10 consultation meetings were held across the County in Special Schools, Applewood, Beeches and with special interest groups including:
- Applewood parents.
 - Beeches parents.
 - Brooklands School, Reigate.
 - Clifton Hill, Caterham – two consultation meetings.
 - Woodlands School, Leatherhead.
 - Manor Mead and Walton Leigh at Manor Mead School, Shepperton.
 - Portesbury School, Camberley.
 - East Surrey Mencap.
 - Community Learning Disability Team, NHS Surrey and Borders Partnership NHS Foundation Trust.
 - Open days at Beeches and Applewood for parents to visit.
24. The public consultation survey was piloted with the Parent Carer Panel prior to the launch of the consultation.

25. The public were asked to respond on the following options as part of the process:

Options		Detail
a) Either select TWO options, one Applewood (A) and one Beeches (B) option	A1:	Applewood remains open and Surrey County Council develops an improved in-house service.
	A2:	Surrey County Council closes Applewood and makes alternative provision for children and young people who use the service.
	A3:	Surrey County Council outsources the management of Applewood, to a private or voluntary organisation.
	B1:	Beeches remains open and responsibility for future commissioning and funding of the service transfers to Surrey County Council.
	B2:	NHS decommissions Beeches, funding is reallocated to meet the health needs of children and young people with disabilities in the community. Care packages for children using the service transfer to alternative providers.
b) Or choose combined option	C1:	Decommission both Beeches and Applewood and develop a new service based on Applewood or an alternative site.
c) Or state your own idea	Other (please state)	
d) Or don't know	Don't know	

26. Respondents were encouraged to send their responses via post or e-mail if they were unable to fill in the online survey. These responses were added to the online feedback.

Feedback During the Consultation Period – Issues Raised and Actions Taken

27. The Parent Carer Panel raised a number of issues from the start of the Review process. The details of these issues and actions taken include:-

- **The Under-10 Principle.** When the Joint Strategic Review began SCC was working to a principle that family based care should be the first option for children under 10 years of age and access to residential short breaks should only happen in exceptional circumstances. Parents were concerned this principle was unique to Surrey and felt adversely affected. Surrey County Council has accepted that access to residential short breaks should be based on the assessed need of each individual child or young person and not age.
- **Consultation Period was too short.** As a result of feedback from the Parent Carer Panel the public consultation period was extended from 24 April 2014 until 24 May 2014 to enable the review team to consult widely with Special Schools (taking into account of the Easter Holiday period).
- **Access to Play and Leisure Services.** Parents told the review team that they were unable to attend play and leisure services due to the complex needs of their children. As part of the development of a Short Breaks Framework and tender of short break contracts Surrey has specified that providers need to accommodate children and young people with more complex needs and provide at least 40% 1:1 spaces.
- **Independent Evaluation.** The Parent Carer Panel requested that an independent party should evaluate the feedback from the consultation. Surrey County Council and Surrey

CCGs commissioned an independent consultant from Qualitative Data Analysis Services (QDAS) and Surrey University to analyse the feedback from the survey and the ten consultation meetings and to produce a report with the key findings (See Annex 2).

- **To hold consultation meetings in Special Schools** – through feedback from the Parent Carer Panel, parents felt strongly that Special Schools should be engaged with as part of the review. As a consequence meetings were held in six Severe Learning Disability (SLD) Schools including 2 meetings at Clifton Hill School.
- Arranged for a **parent representative to sit in all consultation meetings in Special Schools**.
- Some parents said that they had not had the opportunity to visit Beeches or Applewood. Subsequently **open days were arranged at Beeches and Applewood**. Parents wanted to ensure officers understood how busy facilities were at weekends. The lead officer, Ian Banner from SCC, visited Applewood and Beeches on a bank holiday weekend in May to see how the services operate during busy periods. The visit established that both services were providing valuable support to young people who had high levels of support needs, however there was capacity within both units.

Feedback from Consultation – issues raised and actions taken:

28. The main theme from the consultation was that the majority of respondents want to **keep both Applewood and Beeches open**. Reasons to maintain both provisions were cited as:

- *Consistency of routine and familiarity of the facilities and staff for children, young people and their families.*
- *Ease of transport, with facilities located conveniently.*
- *Value of safe overnight respite to families.*
- *Many describe their overnight respite option as a "lifeline" and their only option for ever having a sense of normalcy at home, for parents and particularly for siblings. Family carers explain that having an overnight without the young person at home is both restful and restorative, enabling them to regain the energy required to care for the young person integrated within the family the majority of the time and for the long-term.*
- *Both facilities are described as their child's "home away from home"; families are generally pleased with the care their child receives, indicating that staff are seen as an extended family, and stating how much their child enjoys their stays.*
- *Families thought that that closing either facility would cost SCC more in the long run as they will end up having to put their child in full residential care, something which they have so far been able to avoid.*
- *Families reject the idea that having carers come to their house will be equivalent to having the young person on overnight respite out of the house".*

*Independent Analysis of Consultation responses (Christina Silver QDAS, 11 July 2014, see **Annex 2**).*

29. Taking this into account the report recommends that Surrey County Council maintain access to both provisions. The proposal is that SCC continues to run Applewood and explores options with SABP to commission individual packages at Beeches (if financially viable).

30. The following themes were raised through the public consultation and will need to be considered if either Cabinet do not agree the recommendations or negotiations to move from a block contract to spot purchasing Beeches is not successful. This is outlined in more detail in the Equalities Impact Assessment.

Theme/issue	Mitigation
Additional time/ distance to transport child to a different provision.	Agreement to meet transport costs for the families who have been adversely affected by this change.
Applewood staff are not appropriately trained to meet the needs of Beeches Children.	An analysis has been undertaken of the needs of all Beeches children. Applewood staff can meet all of these needs. The staff training plan is linked to the assessed needs of all the children and young people using Applewood.
Having carers within their family home is not a break.	Working closely with individual families to look at the best alternative options and support needed to provide suitable short breaks to meet the needs of individual children and their families.
Existing relationships and social networks will be disrupted.	Look at placing children from the same friendship groups together where possible.
Some children may find the change difficult as they can be sensitive to changes in routine.	Transition period for children and young people. Opportunity for taster sessions/ day care/ tea visits to enable children and young people to have a gradual introduction to the new service.
Increasing unmet need for overnight respite.	There is no evidence that the need for overnight respite for children with disabilities with complex needs is likely to increase significantly over the next few years. There is capacity within existing provision and commissioned services even if the need increases with the projected increase in population over the next 5 years (see Table 1, pg.3).
Applewood staff do not know my child like Beeches staff and vice versa.	An "All About Me" plan is developed for all children who attend residential short breaks at Applewood. This provides staff about the detailed needs, likes and dislikes of the individual children and risks to be managed.

31. Ruth House project was commented on by 48 respondents. There is a separate project which is looking at the future provision at Ruth House. The information on Ruth House from the public consultation has been identified by QDAS and has been passed to the project team.

RISK MANAGEMENT AND IMPLICATIONS:

Risk	Mitigation
Financial risk to Surrey County Council by accepting statutory responsibility to pay for all short breaks if this includes retaining access to both Applewood and Beeches as recommended.	<ul style="list-style-type: none"> CCGs have to serve 12 months notice on Surrey and Borders NHS Partnership so Beeches will be funded for 12 months from the date of any notice served; there will be no financial impact on SCC during this period during which time alternatives can be discussed with individual families. Minimum of a 12 month period of negotiation

	available with SABP to agree a new market rate/contract with Surrey County Council.
Surrey and Borders NHS Partnership Foundation trust will not consider the provision of Beeches short break facility to be financially viable following any change of contract.	<ul style="list-style-type: none"> • Minimum of a 12 month period of negotiation available with SABP to agree a new market rate/contract with Surrey County Council. • If spot purchasing is not possible a new risk assessment will be completed to include individual needs. Alternative provision available to families is at Applewood; or families may wish to purchase other services through direct payments. • Planned transfer of care to other facilities or use of personal budgets.
Reputational risk for SCC and Surrey CCGs.	Regular communication meetings with all agencies has been in place throughout this Review to agree a clear approach. A communication plan to accompany the consultation was developed.
Risk of legal challenge	<ul style="list-style-type: none"> • Ensure due process is followed

Financial and Value for Money Implications

32. The Surrey Clinical Commissioning Groups currently fund the block contract with Surrey and Borders NHS Partnership Trust for £565,000 per annum (2013-14). The NHS will be able to relinquish its historical anomaly of funding short breaks at Beeches. This money can support more children and young people if re-invested in Community Nursing, Therapies and other healthcare services for children complex health needs including health component of young peoples' Education, Health and Care plans.
33. Surrey County Council will work with SABP becoming part of the SCC Shortbreaks Framework, using the same criteria as the recent shortbreaks tender.
34. It is estimated that the additional financial pressure on SCC will be between £120,000 - £150,000 per annum (starting after 12 months notice completed). The additional costs to the County Council have been calculated based on existing care packages and known costs of alternative respite services, including transport.
35. We will look to offset these additional costs through:
- Efficiencies made at Applewood.
 - Using current 1:1 funding for Beeches children (funded by SCC).
 - Use of current block contracts for residential overnights.
 - SCC working with CCGs to look at the funding of individual health needs on a case by case basis.

Section 151 Officer Commentary

36. The Section 151 Officer acknowledges that this proposal will lead to additional financial costs to the County Council, but the Service have agreed to manage the financial pressure within the existing disability budgets and have a plan to do so.

Legal Implications – Monitoring Officer

37. There is a clear expectation in public law that the Council should carry out a consultation process whenever it is considering making significant changes to service provision. In considering this report, Cabinet must give due regard to the results of the consultation set out above, and the response of the Service to the consultation comments, and conscientiously take these matters into account when making its final decision.
38. The public sector equality duty (Section 149 of the Equality Act 2010) applies to the decision to be made by Cabinet in this report. There is a requirement, when deciding upon the recommendations, to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups, and eliminate any unlawful discrimination. These matters are dealt with in the equalities paragraphs below, and in the Equalities Impact Assessment at Annex 1. Members will note that no negative impacts have been identified if spot purchasing arrangements can be agreed with Surrey and Borders Partnership. However, if this is not possible, there could be negative impacts for the children and families who use Beeches. These are identified in the EIA, and summarised below. These potential impacts, together with any relevant mitigation, must also be taken into account when making a final decision. It is possible that the mitigation proposed may not address all the issues raised by families.
39. Where there is a change in service provided to any family, an updated assessment of need will be required to inform the support required before any change takes place.

Equalities and Diversity

40. An Equalities Impact Assessment has been completed (see Annex 1) which assesses two potential outcomes:
- Outcome 1: Children and young people will continue to use Beeches until end of NHS block contract notice period (12 months) and thereafter on a spot purchase basis.
 - Outcome 2: Surrey and Borders Partnership do not wish to continue to provide the Beeches facility at the end of the 12 month block contract notice period.
41. Outcome 1 would mean no change for children and young people accessing Beeches and their families.
42. Outcome 2 would impact on the children and young people who access Beeches and their families. The following measures could be put in place to mitigate against any potential impact:-
- Working closely with individual families to look at the best alternative options and support to meet their needs.
 - Offer of transport and escorts if required for children if they have been adversely affected by the recommendations, based on assessed need.
 - A managed change period to support children, young people and their families.
 - Reassessing the training needs of staff of any new provision chosen by the family to ensure they have the skills to meet the needs of children and young people who currently access Beeches. Ensure a training plan is in place to meet any outstanding needs.
 - “All about me” plan for each child and young person transferring to a new provision to ensure staff are fully aware of their individual needs, likes, dislikes, friendship groups etc.
 - Working with parents to ensure that the management of placement timings is a fair and transparent process.

Other Implications:

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

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	Provision of short breaks is a key safeguarding service to ensure that children and young people with disabilities are protected and families are supported.
Public Health	No significant implications arising from this report.
Climate change	No significant implications arising from this report.
Carbon emissions	No significant implications arising from this report.

WHAT HAPPENS NEXT:

44. If Cabinet approves the recommendations on 23 September 2014, NHS Guildford and Waverley CCG will recommend to all CCGs that notice is served on their block contract with Surrey and Borders Partnership NHS Foundation Trust in respect of Beeches (12 months notice period).
45. Responsibility for funding short breaks for children and young people in Beeches will transfer to Surrey County Council at end date of this notice period. The earliest date for this transfer would be November 2015.
46. NHS Guildford and Waverley will support Surrey County Council in working with SABP in negotiating a new spot purchase contract arrangement and/or the option of transition to direct payments for families using Beeches.
47. Surrey County Council will continue to involve children and young people with disabilities and their families in any future developments at Applewood, Beeches or any other short break provision.

Contact Officer:

Ian Banner, Head of Childrens Social Care and Wellbeing Commissioning Children, Schools and Families Directorate, SCC

Diane McCormack, Head of Children with Complex and Specialist Health Needs including CAMHS, Guildford and Waverley CCG (on behalf of Surrey CCGs)

Joint Strategic Review Group:

- Ian Banner Head of Commissioning, Children's Social Care and Wellbeing, Children Schools and Families Directorate, Surrey County Council
- Diane McCormack Head of Children with Complex and Specialist Health Needs including CAMHS, Guildford and Waverley CCG
- Sandy Thomas, Service Manager for Children with Disabilities
- Holly Beaman, Commissioner, Childrens Social Services

Consulted:

- Parents of children with disabilities with complex needs attending Applewood, Beeches or special schools

- Family Voice
- Parents in partnership
- Schools
- Adult Services
- East Surrey MENCAP
- Mrs Mary Angell, Cabinet Member for Children and Families

Groups:

- Children Services Management Team
- Children Schools and Families Directorate Leadership Team
- Children Schools and Families Directorate Equalities Group
- Parent/Carer Panel – parents of children and young people who use Beeches and Applewood
- Surrey CCG Collaborative: Children’s Clinical Leads Group

Annexes:

Annex 1: Equalities Impact Assessment

Annex 2: Analysis of Public Consultation by an independent consultant

Sources/background papers:

Cabinet Report “Joint Strategic Review of Short Breaks” - 4 February 2014

Glossary

CCG	Clinical Commissioning Group
CWD	Children with Disabilities
CWD with complex needs	Children with profound and multiple disabilities, complex health needs and challenging behaviour
CYP	Children and Young People
Direct Payments	This cash payment allows families to organise care services themselves, allowing them to choose the services which meet their individual needs. Some people use the money to buy care from an agency whilst others will directly employ their own staff, or pay members of their own family to do the care. Some families do not wish to have the burden of arranging services themselves, therefore the council would do this on their behalf.
EIA	Equalities Impact Assessment
PCT	Primary Care Trust
QIPP	Quality, Innovation, Productivity and Prevention
SABP	Surrey and Borders Partnership NHS Foundation Trust
SCC	Surrey County Council
SEND	Special Education Needs and Disability Pathfinder: Local Authority, Health and community organisations working together to test core elements of reforms within the Children and Families Act 2014
Personal Budgets	The indicative budget that will be made available if a young person or child is assessed as needing additional and individual support at home and when out and about in the local and wider community.
SEN	Special Education Needs
Child and family assessment	A children with disability team assessment for children and young people with disabilities and complex needs
Transition	Planned move from Children Services to Adult Services

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ANNEX 1

1. Topic of assessment

EIA title:	Short Breaks for Surrey Children and Young People with Disabilities
EIA author:	James Holden, Commissioning Project Officer, Surrey County Council

2. Approval

	Name	Date approved
Approved by	CSF Directorate Equalities Group	Consulted 18/08/14
	CCG Quality Team	

3. Quality control

Version number	Final 4.1	EIA completed	08/09/14
Date saved	08/09/14	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
James Holden	Commissioning Project Officer	SCC	EIA Author
Holly Beaman	Commissioner	SCC	EIA Advisor – CWD Commissioner
Diane McCormack	Head of children with complex and specialist health needs	Guildford and Waverley CCG	CCG EIA Advisor
Gurbax Kaur	Senior HR Advisor	SCC	HR Impact Advisor
Sandy Thomas	CWD Service Manager	SCC	Service

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>The Joint Strategic Review of Short Breaks was a joint project between Surrey County Council (SCC) and NHS Guildford and Waverley Clinical Commissioning Group (CCG) on behalf of Surrey CCGs. The scope of the review (from the Terms of Reference May 2013) was to look at the provision of short breaks for children and young people with disabilities in Surrey, including; -</p> <ul style="list-style-type: none"> • Funding and provision of short breaks for children and young people with disabilities in Surrey; • Residential services at the Beeches and Applewood; • Other residential services in Surrey and out of county; • Community based services;
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	<ul style="list-style-type: none"> • Value for money from services commissioned in all settings. <p>The review focused on options for the future use and funding of Applewood (SCC) and Beeches (NHS). Cabinet and Surrey CCGs agreed to consult on a number of options.</p>
<p>What proposals are you assessing?</p>	<p>Following the consultation on the Joint Strategic Review, officers are recommending the following to both Surrey County Council's Cabinet and Surrey CCGs governing bodies:</p> <ol style="list-style-type: none"> 1. The responsibility for funding short break services for children and young people currently accessing Beeches will transfer from Surrey Clinical Commissioning Groups (NHS) to Surrey County Council. 2. Surrey County Council continues to run Applewood as a short break service. 3. Beeches remains as an option for families through their personal budgets by direct payments or arranged by Surrey County Council rather than the current block contract arrangements. 4. Surrey County Council and NHS Guildford and Waverley CCG work with Surrey and Borders Partnership NHS Foundation Trust (who run Beeches) to transfer commissioning arrangements to individual spot purchases at a fair price. 5. Surrey County Council continues to develop options for the use of personal budgets with families either through direct payments or arranged by SCC. <p>This EIA will assess two potential outcomes of implementing the recommendations above.</p> <p>Outcome 1 Children and young people will continue to use Beeches on a spot purchase basis using their direct payments or arranged through SCC</p> <p>Outcome 2 Surrey and Borders Partnership will not continue to deliver Beeches, or the unit cost is much higher than similar provision in Surrey.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>If the proposals are fully agreed then access to both Applewood and Beeches will continue so no EIA is required.</p> <p>However, whilst SCC wish to retain access to both Beeches and Applewood as a short break facility, SABP may choose not to continue to provide Beeches once changes of commissioner (from CCG to SCC) and financing (block contract to spot purchasing) are implemented.</p> <p>This EIA will mainly focus on the impact of outcome 2 and the direct impact of the proposal on:</p> <ol style="list-style-type: none"> 1. Current and future users of Beeches and their families

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	<p>2. Beeches staff and manager</p> <p>Indirectly the proposal may affect</p> <ol style="list-style-type: none"> 1. Children with Disabilities in Surrey using Applewood 2. Parents and Carers of Children with Disabilities and other family members including siblings 3. Staff at Applewood 4. Children, young people and families who may wish to use overnight short breaks in the future.
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6. Sources of information

Engagement carried out

Engagement activity for the Joint Strategic Review occurred throughout the review to ensure the inclusion, involvement and guidance of all stakeholders. In particular parents and carers of those children and young people who attend Beeches and Applewood were invited to participate in the review. A parent/carer panel met on a regular basis to scrutinise the progress of the review and help shape the consultation process.

SCC and NHS Guildford and Waverley CCG held meetings in special schools, Applewood, Beeches and SABP.

In February 2014 SCC Cabinet approved that a formal consultation be carried out and the activities of this are detailed below. The parent carer panel requested that an independent person analysed the consultation feedback. The Qualitative Data Analysis Service (QDAS) were commissioned to carry out this piece of work and the report produced is available in Annex 2.

Date	Engagement Event
19/11/13	Parent Carer Panel (Pre-engagement)
10/12/13	Parent Carer Panel (Pre-engagement)
29/01/14	Parent Carer Panel (Pre-engagement)
26/02/14	Special Schools Head Meeting
17/03/14	Parent Carer Panel
31/03/14	Public Consultation: Applewood
01/04/14	Public Consultation: East Surrey Mencap
29/04/14	Public Consultation: Brooklands School
30/04/14	Parent Carer Panel
01/05/14	Public Consultation: Community Learning Disabilities Team SABP
01/05/14	Public Consultation: Portesbury School
02/05/14	Public Consultation: Beeches
07/05/14	Public Consultation: Clifton Hill School
15/05/14	Public Consultation: Clifton Hill School (second meeting)
16/05/14	Public Consultation: Manor Mead School and Walton Leigh School
20/05/14	Public Consultation: Woodlands School

Consultation activities for the formal consultation were:

- A widely publicised online survey (with option to respond via e-mail or post).
- 6 consultation meetings in Surrey Special Schools (Severe Learning Disability)

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Special Schools).

- Consultation meetings at Beeches and Applewood.
- A meeting with SABP staff and managers.

Data used

To inform the EIA, the team used:

- Consultation data.
- Minutes from Parent Carer Panel meetings.
- QDAS independent analysis report (Annex 2).
- ICS – SCC database about those children with disabilities who attend Beeches and Applewood ICS Occupancy Data of Applewood and Beeches.
- GIS Mapping.
- Transport and travel data (Google Maps).
- Demographic data (ONS).

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7. Potential Outcomes following recommendations from Surrey's Joint Strategic Review of Short Breaks

- **Outcome 1** - Children and young people will continue to use Beeches on a spot purchase basis using their personal budget. No change in service provision will occur if Outcome 1 is implemented. SCC will spot purchase Beeches, through personal budgets based on children and young people's assessed needs. Families will therefore see no change in their service provision. Consequently the EIA will focus on the impact of Outcome 2.
- **Outcome 2** - SABP are unable to continue to deliver the Beeches service on a spot purchase basis.

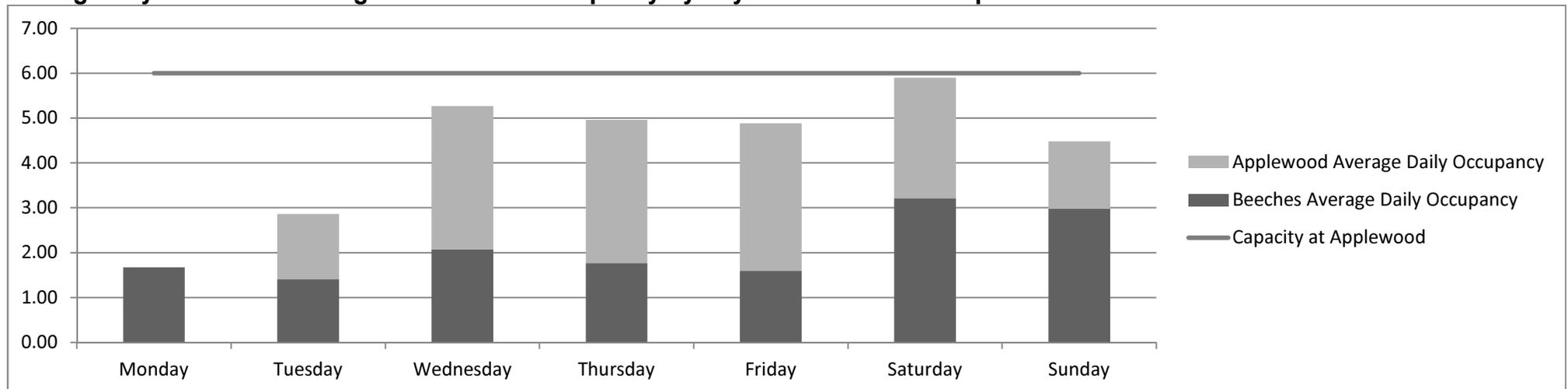
8. Occupancy and Current Provision

8.1. Outcome 1 will have no impact on the occupancy of either service.

8.2. If Beeches is no longer available to parents and their children it is likely that the demand for Applewood would increase. This section will evaluate that impact.

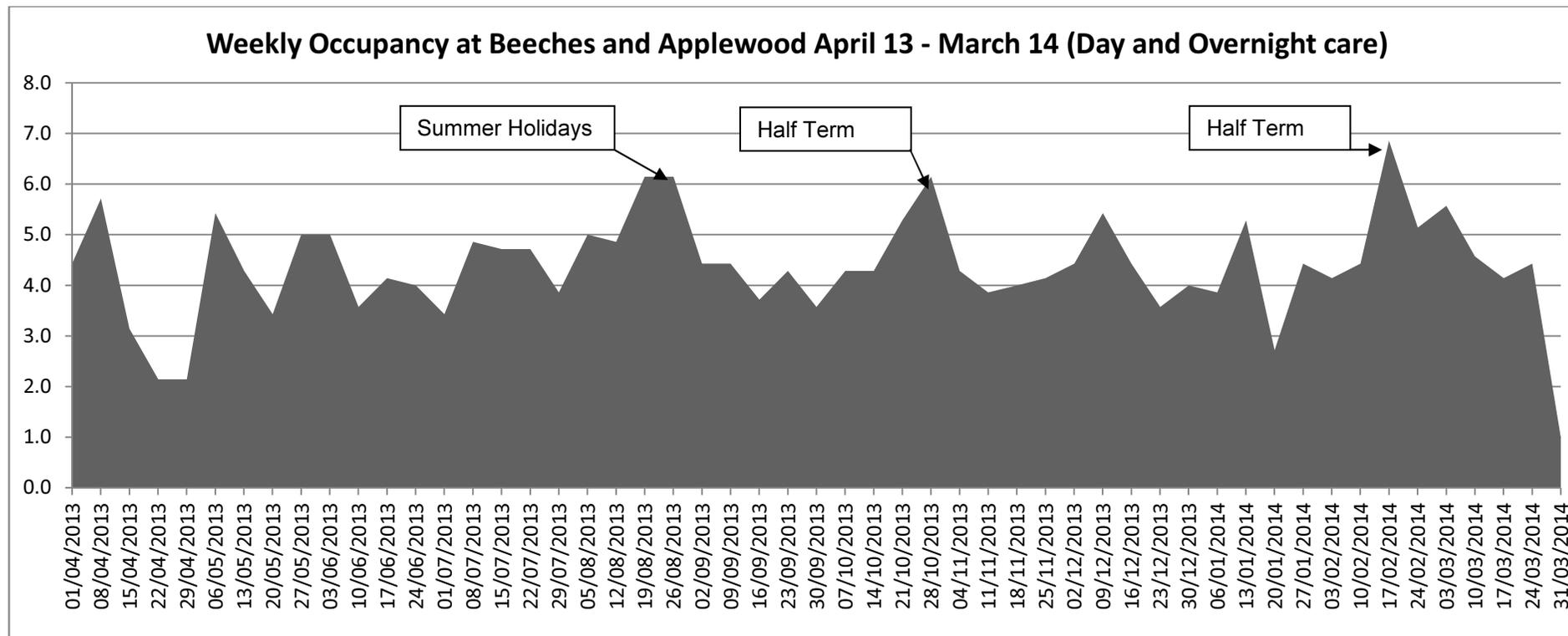
8.3. There is currently overnight provision available in both services. Applewood has six beds available and Beeches has five. From April 2013 to March 2014 the average occupancy per night in Applewood was 1.65 (does not include Monday and Sunday nights when Applewood was closed) compared with Beeches 1.45. Occupancy varies depending on the day of the week. Both services also offer day care. The following chart assumes that if a young person accesses a day care session, they would take up an available place for that evening.

Average Day Care and Overnight Combined Occupancy by day of the week from April 2013 – March 2014



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- 8.4. The average occupancy at Beeches and Applewood between April 2013 – March 2014 did not exceed 6 beds. 4.42 beds were occupied on average including day care provision.
- 8.5. The chart above demonstrates, on average, access to both services over a 12 month period did not exceed the capacity of Applewood. On 19% of the days the occupancy of the two units did exceed 6. Offering those Children and young people similar packages in Applewood will not cause it to exceed capacity overall. In the future Beeches and Applewood users may not be able to have exactly same days each week. During school holidays the provision of day care increases.



- 8.6. Saturday night has the highest level of occupancy. Over a 12 month period April 13- March 14 Beeches and Applewood day care and overnight occupancy exceeded six 40% of the time.
- 8.7. Capacity was exceeded 1 out of 5 days of the year. In future occupancy will be better managed. All new users of the service will be encouraged to take a mixture of weekday/weekend overnights. 15 current users will be 17 or above at their next birthday and

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therefore will be moving into adult services imminently (when this outcome may come into effect). Day care can also be provided in alternative environments through play and leisure services that have been recently commissioned. Parents told the Review team that they were unable to attend Play and Leisure Services due to the complex needs of their children. As part of the development of a Short Breaks Framework and tender of short break contracts Surrey has specified that providers need to accommodate children and young people with more complex needs and provide at least 40% of 1:1 spaces. Children with complex needs will be encouraged to use these services.

- 8.8. 15 out of 45 young people who use Applewood and Beeches are in transition to Adult Services (17 or above at their next birthday). Any change will occur after a 12 month notice period on the contract, capacity will be available for future demand for overnight short breaks at Applewood or in other provision.
- 8.9. Population projections modelled against the current occupancy data show that demand will not increase significantly over the next 5 years. If demand increases by a high estimate of 10%, Applewood could meet the predicted demand as long as families were willing to use less popular days such as Sunday and Monday nights. This could impact on families usual activities and may need to be introduced over a managed change period. There is also some capacity within other provision such as Whitelodge and Cherry Trees.

Parent Concern or Perceived Impact raised through the consultation process: Occupancy	Mitigating Action
Communal living space: Some parents have said that they find the communal space available at the Beeches more suitable for their child. Some describe the Beeches as more 'homely' compared to Applewood.	Review the decoration and communal spaces of Applewood to make it more 'homely'.
Increasing/ Unmet need: In some parents' opinion the removal of the under 10 principle (the principle stated under 10s should when possible access family based care) and the amount of families that will utilise overnights if given a direct payment will mean Applewood will not be able to cope with demand and families will lose out.	There is no evidence that the removal of the under 10 principle has caused an increase in demand. Children under 10 accessed Applewood for day care while the principle was in place. Access to overnight provision has always been based on assessed need. 15 young people who use Applewood or Beeches are in transition to Adult Services. Capacity will be available for families that choose to purchase overnights through the use of their personal budget.
Parents had concerns that though the increased numbers of young people accessing one service may help some young people develop social skills, it may also cause anxiety for other young people with specific conditions.	Applewood staff to assess which children and young people would work together if accessing the service at the same time. Staff will take into account friendships groups.

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Parents felt some children and young people with disabilities can take a long time to adapt to new surroundings

A managed change period will allow children and young people to access both services depending on assessed individuals need.

9.0 Transport

9.1 Outcome 1 will have no impact on the transport implications of either service.

9.2 Parents expressed concerns about the increased travel time if they can no longer access Beeches.

9.3 The map on page 24 highlights where children and young people that access Applewood and Beeches live in comparison to overnight short breaks services in Surrey. The map on page 25 shows where Applewood and Beeches children and young people attend school in comparison to overnight short break services in Surrey. The majority of families who use Beeches and Applewood live in the east of the county. 14 children that attend Beeches or Applewood also attend Clifton Hill School which is based in Tandridge, whereas some of the children travel across Surrey and go out of county to attend school.

9.4 For term time weekday visits transport is to and from school funded by SCC. We have calculated that around 45% of current journeys to Applewood and Beeches are from or returning to school.

9.5 At weekends and school holidays parents make transport arrangements for their children and young people.

9.6 Transport could be offered to families who are adversely affected by the recommendations to help mitigate against any potential impact.

Distance

9.7 The following table details the travel time to Applewood and Beeches from the home address of the children and young people accessing the Beeches.

9.8 On average families would see a 10 minute increase for a one way journey:

Average Travel Time One way (minutes) (Source: Google Maps weekday 4.30pm)		
Applewood	Beeches	Time Difference

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35	30	5
24	19	5
21	8	13
22	7	15
17	7	10
20	12	8
22	9	13
21	17	4
29	17	12
11	19	-8
24	16	8
19	7	12
18	4	14
22	14	8
30	25	5

9.9 The majority of families who use Beeches would see an increase in travel time if they chose Applewood as an alternative provision. The services are geographically close together (6.7 miles) however traffic, weather conditions and unexpected events could further increase the amount of time spent travelling. Parents report increased time spent travelling can have negative effects on their children.

Parent concern or perceived impact from the consultation process: Transport	Mitigating Action
Increased travel time to and from Applewood will decrease the amount of time parents can spend with siblings	During a set transitional period transport will be offered from a family's home to Applewood for those children and young people that currently access Beeches for those that have an assessed need for it.
Increased travel time will increase the incidents of challenging behaviour	1 to 1 or 2 to 1 support will be in place if needed during the transport of children and young people to Applewood.

10 Assessed Need and Staff training

10.1 As well as consultation data, the needs of individual children and young people can be gauged from data from the Children Social Service Integrated Care System (ICS), which is where social workers record assessments, reviews and case notes on individual cases.

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10.2 There needs of children and young people who use Beeches are similar compared to those who use Applewood.

10.3 Personal Care Needs

The children who use Beeches have complex personal care needs. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis.

- Moving and handling
- Feeding (incl Gastrostomy)
- Managing incontinence
- Challenging and aggressive behaviour
- Visual impairments
- Severe learning disabilities
- Severe sleep difficulties
- No sense of danger
- Communication disorder
- Deafness.

10.4 Health and Medical Care Needs

The children who use Beeches have health needs that need managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis.

- Chest Problems – build up of phlegm, risk of choking
- Epilepsy and seizures
- Autism
- Asthma
- Hyperventilation
- Chronic Renal Failure.

10.5 Equipment

The children who use Beeches have equipment that needs managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis.

- Nebuliser
- Gastrostomy

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- Wheelchair
- Management of medication
- Hormone injections
- Oxygen.

10.6 Mental Health and emotional well being

The children who use Beeches have mental health and emotional well being needs that need managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis.

- Anxiety and depression
- Autism
- Obsessive behaviour
- Dependence on routine
- Self harming behaviour
- Inability to interact with peers

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Parent Concern or Perceived Impact from the consultation process: Staff Training	Mitigating Action
Applewood staff are not appropriately trained to meet the needs of the children using Beeches.	Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis.
Staff at Applewood do not know about the individual wants and wishes of children and young people who access Beeches.	Carrying out an 'All about me' assessment before children and young people access the service will give Applewood staff the knowledge about the needs of individual children and young people.

11. Consultation data

11.1 Some other perceived impacts have been assessed using consultation data. The independent consultation report details these themes in more detail and is available in Annex 2.

11.2 Children and young people accessing Beeches

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Quote	Theme	Mitigating Action
<p><i>“My son goes off quite happily to stay at the Beeches where he has established a routine. He is used to the staff who have become accustomed to his needs. There is routine and a development of trust and friendship: things that can take a long time to establish.”</i></p>	<p><u>Routine and Familiarity</u> Many of the children and young people that access the Beeches require routine and familiarity. Changing service may have a negative impact in the short term on some children and young people who will need time to adapt to a new residential respite service.</p>	<p>Managed change period planned for each young person. For example the young person can access both services at the same time, Applewood and Beeches, during a short individual change period, based on an individual needs assessment.</p>
<p><i>“He also goes with a few of his mates from school and they can hang out in a home from home environment.”</i></p>	<p><u>Social Skills</u>: The social aspect of residential units is important according to children and young people attending services with their peers.</p>	<p>Complete an ‘All about me assessment’ prior to accessing any other short breaks provision. This will highlight to staff the individual needs, likes and dislikes of each child and young person and will enable staff to take account of friendship groups when managing placements.</p> <p>‘All about me’ assessments review the needs of the child of young person including: medical, nutritional, social and emotional. It is carried out before any child or young person enters a new provision.</p>

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11.3 Parents and Adult Carers

Quote	Theme	Mitigating Action
<p><i>“Families which use Beeches have children with complex disabilities and challenging behaviour, need a safe and secure environment away from the family home to provide respite for parents and siblings from the daily challenges of having a family member with severe disability.”</i></p>	<p><u>Respite and emotional well being</u>: the need for respite care to help with emotional well being and mental health of parents is stated multiple times throughout the consultation process. Parents believe that there are no home based services that can replace overnight respite in terms of providing support with their ‘ability to cope’.</p>	<p>The proposals offer the same number of overnight stays and day care sessions. The support package will remain the same.</p> <p>Clear communication about how Applewood can meet all the needs of the children and young people accessing Beeches. Demonstrate how it provides a safe and secure place for children and young people.</p> <p>Applewood Manager to offer to meet with children, young people and parents of Beeches service users. Taster sessions will also be offered. Taster sessions offered to White Lodge and Cherry Trees if families choose alternative provision.</p>
<p><i>“If you had special need children you would agree every parent/guardian needs a break to sleep”</i></p>	<p><u>Sleep Deprivation</u>: Many parents mentioned that overnight respite offered them the only opportunity for a good night’s sleep.</p>	<p>Review services available to help children and young people to sleep better at home.</p>
<p><i>“My son needs routine and boundaries to keep him calm and I feel that he is safe at the Beeches”</i></p>	<p><u>Familiarity and Safety</u>: Parents felt that due to familiarity of staff at the service they currently access they were reassured that their children were safe and well looked after. Parents said this allowed them to fully benefit from the respite provision that was provided.</p>	<p>The needs of the 15 children and young people accessing Beeches are similar to the children and young people that use Applewood. Parents can be reassured that Applewood can meet their children’s needs (see Section 11).</p>
	<p>A specific issue was raised about hospital access, as ambulances that attended Applewood take children to Epsom and St Helliers. Parents would like their children to be taken to East Surrey Hospital.</p>	<p>Working with South East Coast Ambulance Service, ambulances can be directed to attend East Surrey Hospital as a preference by Beeches parents for their children in their support plan.</p>

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11.4 Young Carers and Siblings

Quote	Theme	Mitigating Action
<i>"It gives me time with my mum and dad as normally they are always dealing with him and are too tired to spend time with me."</i>	<u>Time with Parents</u> : Siblings of children with disabilities valued the time they got with their parents due to overnight respite care for their disabled sibling. It offered them time where their parents could solely focus on them and their needs.	Families will still be able to access the same amount of respite care. Some children and young people who access Beeches currently will get the added benefit of arranged transport; extending the amount of time siblings get to spend with their parents.
<i>"My sister attacks me a lot and when my sister isn't here I can relax and be normal."</i>	<u>Normality</u> : siblings spoke of how they valued the chance to be normal and do activities that they didn't get the chance to do when their parents were constantly focussing on their disabled brother or sister.	Highlight services that siblings can access – Young Carers Scheme - Action for Carers. New legislation will mean from 2015 young carers will receive their own assessment to indicate what support they need.

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12 Protected Characteristic Data

	Gender	Children and YP
Applewood	Female	13
	Male	17
Beeches	Female	7
	Male	8
Grand Total		45

12.1 Gender: 56% of the young people that use the Beeches or Applewood are male. Boys are more likely to access residential support services due to:

- Disability is more prevalent in boys
- As boys get older, challenging behaviour can become increasingly difficult to manage as they can become physically stronger.

EQUALITY IMPACT ASSESSMENT

12.2 Age: As children get older their behaviour may cause them to have greater support needs for parents and carers to manage due to increased physical size and challenging behaviour of the young person. 5 young people are currently open to the transition team in Adult Services.

Age Next Birthday of Beeches YP	Count of Beeches YP
10-13	3
14-16	7
17-19	5
Grand Total	15

Age Next Birthday of Applewood YP	Count of Applewood YP
10-13	10
14-16	10
17-19	10
Grand Total	30

12.3 Ethnicity: The large majority of those accessing Beeches are White British. Cultural needs are taken into account undertaking assessments to include in their support plan. Ethnicity data has not been explicitly stated due to the small numbers in certain ethnic groups.

and Applewood when

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

13.1 **Outcome 1** - Children and young people will continue to use Beeches on a spot purchase basis using personal budget, based on cost of Applewood.

13.2 No change in service provision will occur if Outcome 1 is able to be implemented. SCC will fund through personal budgets a service based on children and young peoples' assessed needs from Beeches but on a spot purchase basis. Families will therefore see no change in their service provision.

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13.3 Impact of the proposals on residents and service users with protected characteristics if **outcome 2** occurs:

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
Age			•	No Impact expected 1. Applewood can provide a suitable resource for all children and young people up to 18
Gender Reassignment			•	No impact expected
Disability		•		<p><u>Positive</u> We have built relationships with parents and carers through this work and will continue to work with CYP and their families to improve the quality of short break services in Surrey.</p> <p>Development of independent living skills: Though change can cause anxiety and unrest for young person, the process of changing service will give young people an experience of adapting to new surroundings. This experience will help prepare children and young with disabilities people for the transition to adulthood.</p> <p><u>Negative</u> We expect that any change in service could be stressful for children and young people using these services. The consultation highlighted a number of concerns such as travel time, breaking up existing friendship groups and the skills of staff at Applewood. Strategies would be put in place to address each of these:-</p> <ol style="list-style-type: none"> 1. Applewood staff can manage all the needs of children and young people who attend Beeches. (see section 10) 2. Training will be sourced if a new young person has a need that staff have not already received training.

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Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
				<p>3. Children and young people and their families will be offered alternative provision which best suits their individual needs.</p> <p>4. Complete an 'All about me assessment' prior to accessing any other short breaks provision. This will highlight to staff the individual needs, likes and dislikes of each child and young person and will enable staff to take account of friendship groups when managing placements.</p> <p>5. 1:1 or 2:1 support will be in place if needed during the transport of children and young people to Applewood.</p>
Sex			•	<p>No impact expected.</p> <p>Applewood is currently accessed by a mixture of boys and girls. Staff can manage the individual needs of both sexes.</p>
Religion and belief			•	<p>No impact expected.</p> <p>Applewood takes into account religious needs of children and young people who access the services.</p>
Pregnancy and maternity			•	<p>No impact expected.</p>
Race			•	<p>No impact expected.</p> <p>Applewood takes into account cultural needs of children and young people who access the service.</p>
Sexual orientation			•	<p>No impact expected.</p>
Parent, Carers, and Siblings		•		<p>We expect that any change could be stressful for parents, carers and siblings of young people that attend Beeches. The consultation has highlighted a number of concerns such as travel time, breaking up existing friendship groups, timings of their short break, impact on siblings, and</p>

EQUALITY IMPACT ASSESSMENT

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
				<p>skills of staff at Applewood. Strategies would be put in place to address each of these:</p> <ol style="list-style-type: none"> 1. Families will be supported through a managed change period. 2. Children and young people and their families will be offered alternative provision which best suits their individual needs. 3. Transport will be offered over a change period for any families adversely affected by proposals based on assessed need. 4. Applewood is 6.7 miles from Beeches. It provides a similar service and is able to deliver the overnight respite package that parents and families currently receive at Beeches. 5. We will work with parents to ensure a fair and transparent process is in place for agreeing timings for all placements, e.g. weekdays, weekends and holidays.
Other equality issues			•	No impact expected.
HR and workforce issues		•		<p>SABP staff may be adversely affected. Managers from SABP when asked about the impact of Beeches no longer being able to provide a service stated; -</p> <p>“SABP will look for suitable alternative employment but as this is the last service of its type within the organisation there is little prospect of finding anything.</p> <p>The Trust undertakes to treat all staff equally and fairly however if the protected characteristic is disability this may further limit the options available as it may not be possible to make suitable reasonable adjustments to all roles.”</p>

EQUALITY IMPACT ASSESSMENT

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
Human Rights implications if relevant			•	<p>“Everyone has the right to respect for his or her private and family life, home and correspondence.”</p> <p>We would endeavour to respect the wishes of each individual child, young person and their family and support them to access the best and most appropriate short break, which meets their individual needs.</p>

14. Amendments to the proposals

The Parent Carer Panel raised a number of issues from the start of the Review process. Details of these and actions taken to address them include:

- **The Under-10 Principle.** When the Joint Strategic Review began SCC was working to a principle that family based care should be the first option for children under 10 years of age and access to residential short breaks should only happen in exceptional circumstances. Parents were concerned this principle was unique to Surrey and felt adversely affected. Surrey County Council has accepted that access to residential short breaks should be based on the assessed need of each individual child or young person and not age.
- **Consultation Period was too short.** As a result of feedback from the Parent Carer Panel the Public Consultation Period was extended from 24th April 2014 until 24th May 2014 to enable the Review team to consult widely with Special Schools (taking into account the Easter Holiday period).
- **Access to Play and Leisure Services.** Parents told the Review team that they were unable to attend Play and Leisure Services due to the complex needs of their children. As part of the development of a Short Breaks Framework and tender of short break contracts Surrey has specified that providers need to accommodate children and young people with more complex needs and provide at least 40% 1:1 spaces.
- **Independent Evaluation.** The Parent Carer Panel requested that an independent party should evaluate the feedback from the consultation. Surrey County Council and Surrey CCGs commissioned an independent consultant from Qualitative Data Analysis Services (QDAS) and Surrey University to analyse the feedback from the survey and the ten consultation meetings and to produce a report with the key findings (See Annex 2).

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- **To hold consultation meetings in Special Schools** – through feedback from the Parent Carer Panel, parents felt strongly that Special Schools should be engaged with as part of the Review. As a consequence meetings were held in six Severe Learning Disability (SLD) Schools including 2 meetings at Clifton Hill School.
- Arranged for a **parent representative to sit in all consultation meetings in Special Schools**.
- Some parents said that they had not had the opportunity to visit Beeches or Applewood. Subsequently we held **open days at Beeches and Applewood**. Parents wanted to ensure officers understood how busy facilities were at weekends. The lead officer from SCC Ian Banner visited Applewood and Beeches on a busy bank holiday weekend in May to see how the services operate during busy periods.

Change	Reason for change
<p>1. Include option to approach SABP about the possibility of spot purchasing the Beeches service to enable families to maintain their existing service in Beeches. This option was not in the original proposals consulted on.</p> <p>2. Transport to be offered to all families that currently access Beeches who have been adversely affected by the recommendations over a change period if they wish to access Applewood, based on assessed need.</p>	<p>The public consultation process highlighted that the majority of respondents wished to keep both Applewood and Beeches open. The recommendations set out in the report try to support families with this, within current financial constraints.</p> <p>SCC is committed to giving families the choice of overnight short break provision</p>

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15. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
<p>Positive Impacts</p> <p>1. Development of independent living skills: Though change can cause anxiety and unrest for young person, the process of changing service will give young people an experience of adapting to new surroundings. This experience will help prepare young people with disabilities people for the transition to adulthood.</p>	Continuing to work with families to raise standards and meet individual needs	Ongoing	ST
<p>2. As a result of the consultation we have listened to parents, carers and their wider families and are now proposing to continue to run Applewood and explore possibility to spot purchase Beeches to provide more choice to families.</p>	<p>NHS Guildford and Waverly CCG will support SCC in working with SABP to negotiate a new contract arrangement and/or the option to transition to personal budgets for families using Beeches.</p> <p>If Beeches is not available we will work with families to find suitable alternatives which best suit their individual needs as set out above.</p>	September 2015	DM, IB
<p>Negative Impacts</p> <p>1. Some parents say their child prefers the 'homeliness' of Beeches.</p>	Review the decoration and communal spaces to make it more 'homely'	31 st December 2014	ST

EQUALITY IMPACT ASSESSMENT

<p>2. Families may not be able to access local overnight respite if demand increases.</p>	<p>All the data available suggests that demand is not going to significantly increase.</p>	<p>Review of data taken place (to be reviewed annually)</p>	<p>IB</p>
<p>3. Parents are concerned that they will not be able to access overnight respite on the most popular nights.</p>	<p>Families will continue to be encouraged to access a mixture of weekday, weekend, school term, school holidays overnights. Where there is a large demand, we will work with parents agree a fair and transparent process.</p>	<p>Ongoing, Monitor during change period</p>	<p>ST</p>
<p>4. Some children and young people may take time to adapt to new surroundings.</p>	<p>Applewood staff to assess which children and young people would fit together if accessing the service at the same time. Children and young people who access Beeches with their friends will be able to access Applewood their friends.</p>	<p>Ongoing</p>	<p>ST</p>
<p>5. Increase in travel time will reduce the amount of time families spend with siblings.</p>	<p>SCC to provide financial support for transport, subject to assessment of need, to Applewood to the families affected if they cannot use Beeches.</p>	<p>December 2014</p>	<p>ST</p>
<p>6. Lack of services to help children and young people sleep at home.</p>	<p>Review services available to help children and young people to sleep better at home.</p>	<p>December 2014</p>	<p>ST/IB</p>

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16. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
It may not be possible to meet all parents expectations despite all the mitigating actions put in place. We expect that potential change could be stressful for children and young people using Beeches and their families.	Disability Parents, Carers and Siblings

17. Summary of key impacts and actions

This section will serve as an executive summary of the Equality Impact Assessment and should be copied into the equalities section in decision making reports (such as those for Cabinet, Local Committee or CLT/DLTs). Please use the sub-headings provided.

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Information and engagement underpinning equalities analysis	Public consultation and independent analysts feedback (QDAS report), Parent Carer Panel feedback, Integrated Care system Data, Occupancy Data, the Evidence Centre
Key impacts (positive and/or negative) on people with protected characteristics	<p>Disability and Parents, Carers and Siblings</p> <p>We anticipate that any change could be stressful for children and young people using these services and their families. We will work with each individual child or young person and their family to support them to access the best and most appropriate short break, which meets their individual needs and help to mitigate against any potential negative impact.</p>
Changes you have made to the proposal as a result of the EIA	As a result of the consultation we have listened to parents, carers and their wider families and are now proposing to continue to run Appplewood and spot purchase Beeches.

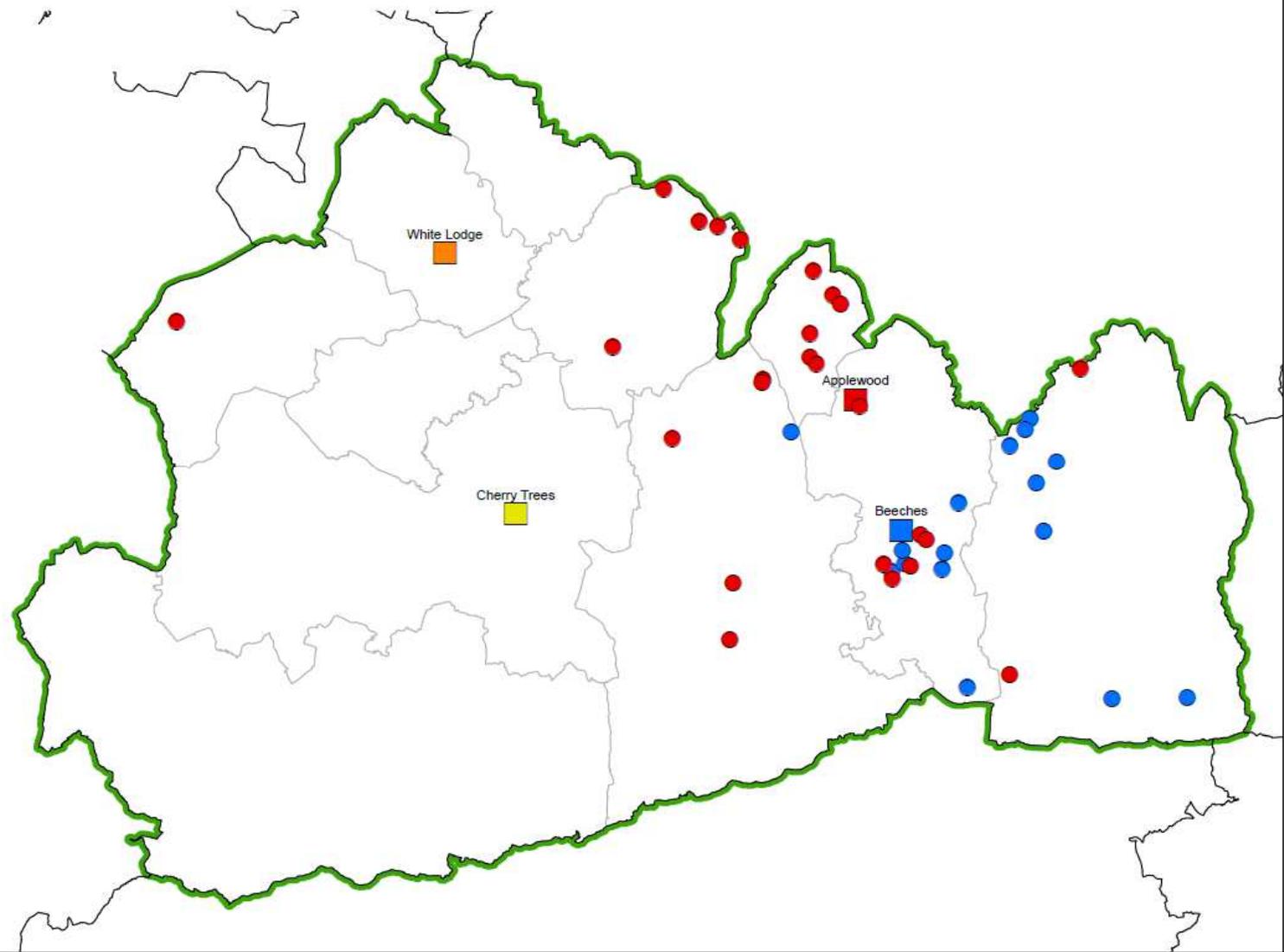
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Key mitigating actions planned to address any outstanding negative impacts	<p>Transport to be offered to families who currently access Beeches during a change period if SABP is no longer able to provide the Beeches service.</p>
Potential negative impacts that cannot be mitigated	<p>It may not be possible to meet all parents expectations despite all the mitigating actions put in place. We expect that potential change could be stressful for children and young people using Beeches and their families</p>

EQUALITY IMPACT ASSESSMENT

Children and Young People accessing Applewood and Beeches (Home Addresses) August 2014

- Home Addresses**
 - C&YP Accessing Applewood
 - C&YP Accessing Beeches
- Providers**
 - Applewood
 - Beeches
- Additional Providers**
 - Cherry Trees
 - White Lodge
- Local Authorities (GB)
- Surrey boroughs and districts



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Created on: 26/08/2014



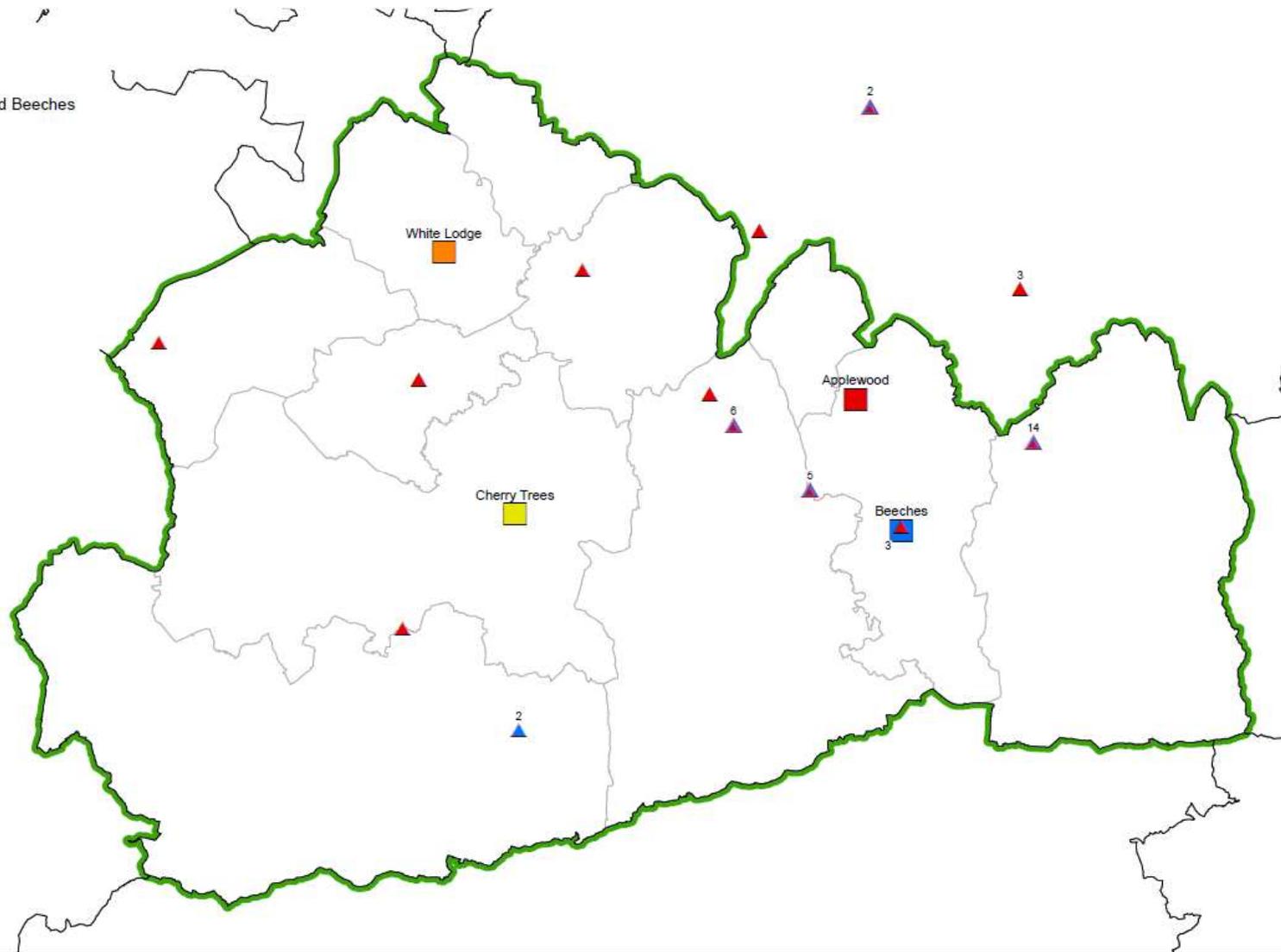
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EQUALITY IMPACT ASSESSMENT

Children and Young People accessing Applewood and Beeches (School Addresses) August 2014

- School Addresses**
- ▲ C&YP Accessing Applewood
 - ▲ C&YP Accessing Beeches
 - ▲ C&YP Accessing Applewood and Beeches
- Providers**
- Applewood
 - Beeches
- Additional Providers**
- Cherry Trees
 - White Lodge
- Local Authorities (GB)
- Surrey boroughs and districts



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**Joint Strategic Review of Short Breaks in Surrey
Independent Analysis of Public Consultation
Final Report for Surrey County Council**

**Produced by Qualitative Data Analysis Services (QDAS)
Submitted by Christina Silver, PhD and Jennifer Patashnick**

30 June 2014



Background and introduction:

In May 2014, Surrey County Council (SCC) in partnership with NHS Guildford and Waverley Clinical Commissioning Group (CCG) undertook a Joint Strategic Review of Short Breaks for children with disabilities in Surrey during 2013. In February 2014 SCC Cabinet and Surrey CCG Boards agreed for a public consultation to be carried out. This took the form of an online survey open to the public and a series of consultation meetings with interested groups, including parents and carers of children with disabilities, and professionals working with them. The consultation was undertaken in order to understand whether current service provision for children with disabilities is meeting their needs. There was a particular focus on options for the future of Applewood (SCC) and Beeches (NHS) provision.

Qualitative Data Analysis Services (QDAS), a consortium of experts in qualitative analysis, was commissioned by the SCC and NHS Guildford and Waverley CCG to analyse the data collected via the online survey and the ten public consultation meetings regarding Applewood and Beeches facilities. QDAS were asked to act as independent consultants and have no allegiance or relation to any of the groups or individuals with interest in the outcomes of SCC decisions. To maintain this neutral standing, QDAS did not read or review any materials regarding the facilities or issues involved beyond the data provided. The following report therefore summarizes QDAS findings derived from the survey and consultations without regard to any additional existing material. QDAS cannot and will not make any suggestions or recommendations based on the future of short break services in Surrey; only reporting on what is present in the consultation data.

Method:

Data amounted to 274 responses to the online survey and meeting notes from ten public consultations. The notes were taken during the meetings by SCC staff who were also in attendance. They are therefore summaries of meeting content rather than verbatim (i.e. word-for-word) transcripts. To organise and manage the data, QDAS implemented the use of the qualitative data analysis program, NVivo. Once the data were imported, general frequencies from the survey were tabulated, and open responses from the survey and the meeting notes were thematically coded. Themes were generated using grounded theory, a qualitative methodology which involves a researcher reviewing the text and creating an appropriate word or phrase to assign to (tag) segments of content. The process is iterative, and themes (codes) grow and change as additional data are reviewed. By the end of the analysis, 54 unique codes were identified (see Appendix for a full list of these codes).

Two of these themes, "value to families" and "access", were present in each document. An additional 19 appeared in more than half the documents, showing relevance and general applicability. However, it's not so much which discrete codes exist, but how those are represented and create impact overall which is important.

Summary of results:

The vast majority of respondents (mostly parents/family) to survey and within meeting minutes is insistent that both Applewood and Beeches remain open. There is much resistance to change for a multitude of reasons including consistency of routine and familiarity of the facilities and staff for clients, ease of transport with facilities located conveniently, and the value of safe overnight respite to families. Many describe their overnight respite option as a "lifeline" and their only option for ever having a sense of normalcy at home, for parents and particularly for siblings. Family carers explain that having an overnight without the young person at home is both restful and restorative, enabling them to put out the energy required to care for the young person integrated within the family unit the majority of the time and for the long-term. Both facilities are described as their child's "home away from home"; families are generally pleased with the care their child receives, indicating that staff are seen as an extended family, and stating how much their child enjoys their stays. Many are pleased with the independence aspect of nights away and how having overnights with friends at the facilities is similar to the sleepovers being had by age-matched peers. Families are adamant that closing either facility will only cost SCC more since they will end up having to put their child in full residential care, something which they have so far been able to avoid. They reject the idea that having carers come to their house will be equivalent to having the young person on overnight respite out of the house. There is also disbelief that SCC would choose to close Applewood, a relatively new, costly, and purpose-built facility.

Meanwhile, there is considerable frustration and confusion about the process of accessing facilities and care in general. Issues include learning about options and facilities in the first place, attaining referrals, being told different things by different people in terms of minimum age or other eligibility for respite, ability to make it through the assessment process, and the sometimes lengthy delays before respite can be attained as well as having it cancelled at short notice. "Everything is a fight", said one respondent, and many families just aren't up for it.

Family carer perspectives and opinions are sometimes in conflict with those of SCC and NHS Guildford and Waverley CCG. Although the SCC indicates that the needs of young people accessing Applewood and Beeches are similar, families feel that there are differences that would make combining Applewood and Beechwood clients challenging. Beeches seems to have younger clients generally than Applewood, for example. Already families have experienced the inability for certain children to be accommodated when other specific children are having an overnight. There is also concern about the lack of nursing staff onsite as well as the number of awake staff. SCC indicates there is plenty of capacity available and that the facilities are not being used to their potential, but families are not experiencing the same, and feel that closing either facility will only put further strain on families already at a breaking point.

A significant subset (48) of survey respondents' comments focused on Ruth House as part of the educational programme for Freemantles' school students. Specifically, these respondents report reading the Joint Strategic Review paper and having concerns about the future of the Residential Learning Program (RLP). They strongly state that RLP and

short breaks are two different services which both need to be maintained. As such, they believe the current consultation is misleading. They state that it has not properly involved Ruth House families or pupils who would be affected, and does not indicate how decisions regarding the future of Applewood and Beeches will impact Ruth House clients. They are convinced that the outcome of the current review is distorted and inaccurate as they await a response from their challenge to the changes proposed by the SCC. (See Appendix for additional information.)

Research Questions:

SCC and NHS Guildford and Waverley CCG asked QDAS to specifically consider four questions. These questions and our best answers to them based on the data provided are as follows:

1. *Which options presented do parents, professionals and the children themselves feel would achieve the best outcomes for children, young people and their families?*

The survey asked the following question:

Which of the following option(s) do you think would best meet the needs of children and young people with disabilities and their families in East Surrey?

Options	Detail
a) Either select TWO options, one Applewood (A) and one Beeches (B) option	A1: Applewood remains open and Surrey County Council develops an improved in-house service.
	A2: Surrey County Council closes Applewood and makes alternative provision for children and young people who use the service.
	A3: Surrey County Council outsources the management of Applewood, to a private or voluntary organisation.
	B1: Beeches remains open and responsibility for future commissioning and funding of the service transfers to Surrey County Council.
	B2: NHS decommissions Beeches, funding is reallocated to meet the health needs of children and young people with disabilities in the community. Care packages for children using the service transfer to alternative providers.
b) Or choose combined option	C1: Decommission both Beeches and Applewood and develop a new service based on Applewood or an alternative site.
c) Or state your own idea	Other (please state)
d) Or don't know	Don't know

* Please select an option for Beeches and an option for Applewood or a combined option or state your own option below
Multiple choice checkboxes

Table a) Responses to survey options for what would best meet the needs of children and young people with disabilities and their families in East Surrey

	No. of responses
A1: Applewood remains open and Surrey County Council develops an improved in-house service	199
A2: Surrey County Council closes Applewood and makes alternative provision for children and young people who use the service	4
A3: Surrey County Council outsources the management of Applewood, to a private voluntary organization	5
B1: Beeches remains open and responsibility for future commissioning and funding of the service transfers to Surrey County Council	161
B2: NHS decommissions Beeches, funding is reallocated to meet the health needs of children and young people with disabilities in the community. Care packages for children using the service transfer to alternative providers	12
C1: Decommission both Beeches and Applewood and develop a new service on Applewood or alternative site	10
Other	46
Don't know	6

It should be noted that although respondents were instructed to choose their preferred option for Applewood and Beeches, some chose as many as three options, and others chose only one option; hence the total number of responses (Table A)) totals 443 not 274 (the total number of survey responses submitted).

Therefore percentage calculations on the basis of this question are nonsensical. Overall, as indicated above, the vast majority of participants in the survey (and consultations) hold strong opinions that both services must remain open to best serve the population, as the A1 and B1 options have far more responses than all other options combined.

In the survey, 149 respondents identified themselves as parents/family; 46 identified themselves as professionals; 7 identified themselves as children; 72 identified themselves as having an "other" interest. For those in the latter category, most (44) identified themselves as a friend of a family or disabled child,

several were godparents, and a few had mixed or different interests altogether, such as former professional. See Table #1 in Appendix.

2. Why do parents, staff and other professionals feel that their chosen option will achieve the best outcomes for children and young people?

Participants generally state that their chosen option best suits the children and young people by maintaining the health of the family unit. The children and young people are able to stay integrated within the family and community while parents and siblings are able to utilize overnights to recoup sleep and spend time with each other without worrying about disruption by, inclusion of, or safety of the young person. This ability to have a few hours of "a normal life" in intervals is crucial to the family's overall health and well-being, particularly in situations where there may only be one carer. Because they are able to have this break, the family carers are able to maintain the effort required for longer term care of the young person.

Consistency and routine also come up frequently, as participants discuss how long (years, in some cases) it has taken for young people to become accustomed to a facility and the staff. There is considerable anxiety about having to live through that settling-in process again if the situation were to change.

Geographic convenience is another major factor in the opinions held by the participants. Most find it easy to have the young person attend overnights at their chosen facility, and some worry about the time and logistics it would take to transport the children to a different location.

3. How would the closing of either of these services impact on the outcomes for children and young people and their families?

Because this question was not asked directly, a respondent would have to volunteer information about how they perceive the closure of Applewood or Beeches would affect a child, young person, or their family. Additionally, since both services are currently in operation, any discussion of closure and follow-on effects is necessarily speculation on the part of the respondent.

That said, participants most frequently mention the possibility of having to resort to full-time residential care for the young person if they were unable to attain regular overnight care due to the closure of one or more facilities. They feel that this option is highly undesirable due to the break-up of the family unit and the cost required (to be shouldered by the SCC and tax-payers, potentially). "Our family would collapse," said one respondent considering closure of a facility.

4. What kind of support do children, young people and their families value? Are there any other modes of support suggested that could help meet the need of families accessing overnight respite?

Again, these questions were not asked of participants in the survey or during public consultations, so information that is relevant would have been indirectly volunteered. Children and young people, families, and professionals all respond that short breaks out of the home are essential. They appreciate facilities that feel home-like, however, rather than institutional. Additionally, it is important that the facility be able to accommodate the young people with appropriate staffing to provide safe care overnight. The fact that Applewood was purpose-built came up frequently. Many participants indicated they or their children appreciated the opportunity to have overnights with peers, with some comparing these to sleepovers their age-matched peers or siblings enjoy with friends.

The (in)ability to access information about available services was an oft-repeated theme. Some were frustrated that there does not appear to be a centralised resource where families can learn about their options, particularly as professionals (social workers and others) working with families appear to not be fully informed either, both with regard to the existence of the facilities in the first place as well as their entrance requirements. There is continued confusion about what the entrance requirements actually are, both in terms of age restrictions and health needs.

Some participants offered suggestions for improvement or other alternatives. The most frequent suggestion was to ensure facilities were being used at capacity and open every day of the week, seen as a possibility if information about the services were more easily available and referrals appropriately made. Some also suggested investing in staff training, and others asked if a charity could run a facility or if it could be operated as a co-operative partnership. Several people suggested a different use of current space or a different location altogether.

One suggestion for overnight alternatives, having a carer come into the family's home to take care of the child, was soundly rejected by all participants who mentioned it. They feel that this option does not provide equivalent respite to having the young person out of the house. Instead, they feel that the additional individual in the home is disruptive and intrusive, adding to chaos and upset rather than enabling the peace of a restful night.

APPENDIX

Table #1 – Responses by Interest (self-identified by respondent)

Interest	# of Respondents	# of Responses for Each Option							Don't Know
		A1	A2	A3	B1	B2	C1	Other	
Child or young person with a disability in Surrey	7	6	0	0	5	0	0	1	0
Family of a child with a disability in Surrey	149	98	1	5	82	4	3	33	4
Other (please specify)	72	56	2	0	47	2	5	8	1
Professional who works with disability services	46	39	1	0	27	6	2	4	1
<i>Grand Total</i>	<i>274</i>	<i>199</i>	<i>4</i>	<i>5</i>	<i>161</i>	<i>12</i>	<i>10</i>	<i>46</i>	<i>6</i>

Codes/Themes:

Two themes came up in all eleven source documents - value to families and access. 21 codes were in six or more of the eleven source documents.

Table #2 - The ten most common codes from the survey and the consultations

Survey	Consultations
Demand or need for facilities	Value to families
Value to families	Demand or need for facilities
Respite	Access
Ruth House	Monetary value
Monetary value	_Beeches
Consistency	Capacity
_Beeches	Sleep or overnight
Geographic location	_Applewood
Staffing	Respite
_Applewood	Facility, knowledge of

Table #3 – Codes by documents

Codes	Survey	Applewood	Beeches	Brooklands	Clifton Hill	CLDT	E. Surrey Mencap	Manor Mead	Portesbury	SPAN	Woodlands
A : _Applewood	31	8	3	3	2	0	3	0	0	1	2
B : _ Beeches	35	4	7	7	1	1	5	3	0	1	2
C : Ability to experience 'a normal life at home'	30	0	2	1	0	0	0	0	0	0	0
D : Access	12	3	8	12	2	3	1	3	2	1	6
E : Age-appropriate developmental milestones	1	0	0	1	0	0	0	1	0	0	0
F : Capacity	18	3	6	1	4	2	4	2	0	3	4
G : Choice needed	8	1	0	0	1	1	0	1	0	0	0
H : Clients, older	5	1	0	0	0	2	2	0	0	0	0
I : Clients, range of needs	11	2	3	0	3	0	1	1	0	1	1
J : Clients, younger	8	0	1	2	1	2	2	1	1	2	1
K : Comparing facilities and client needs	9	3	4	0	0	0	1	1	0	0	0
L : Consistency, familiarity, routine, or issues with change	53	2	0	0	0	0	5	0	2	1	1
M : Demand or need for facilities	141	6	2	15	4	4	5	4	0	2	4
N : Difficult home lives	7	0	0	1	0	0	1	0	0	0	1
O : Difficulty asking for help	0	0	0	5	0	0	0	0	0	0	0
P : Early intervention	3	0	0	1	0	0	0	0	1	0	0
Q : Enjoyment of stay	15	0	0	0	0	0	0	0	0	0	0
R : Everything is a fight	6	0	0	2	0	1	0	1	0	1	2
S : Expertise or resource	7	0	0	1	0	1	0	0	0	0	0
T : Facilities, age of	14	0	0	0	0	0	0	0	0	0	1
U : Facility, knowledge of	17	1	0	7	3	2	1	2	2	1	2
V : Facility, leasing	0	0	1	0	0	1	1	1	0	0	1
W : Facility, purpose built	11	1	0	0	1	1	0	0	0	0	0
X : Facility, size of	10	1	0	0	0	0	0	0	0	0	0
Y : Fairness of client opportunity	2	3	3	4	2	2	0	0	0	0	1
Z : Future care and coping	29	1	1	1	2	1	1	0	1	0	0

AA : Geographic location or advantage	34	1	2	2	2	2	1	0	1	0	1	0	0	1
AB : Health needs	4	1	4	6	1	2	1	2	1	0	0	0	0	1
AC : Independence	10	0	1	0	0	0	0	1	0	0	0	0	0	0
AD : Institutional in nature	1	0	1	0	0	0	0	0	0	0	0	0	0	0
AE : Integrated in family and community	16	0	0	0	0	1	0	1	0	2	0	0	0	0
AF : Knowledge of document	0	2	0	0	1	1	0	0	0	0	0	0	0	0
AG : Monetary value	71	8	5	3	6	1	6	3	0	0	0	0	2	2
AH : Other facilities or providers	17	1	1	4	1	0	3	0	1	1	1	0	2	2
AI : Putting SCC needs before clients'	8	0	1	0	3	0	0	0	0	0	0	0	1	1
AJ : Reliability and trust	18	0	0	0	0	0	0	0	0	0	0	0	0	0
AK : Respite	92	0	1	3	3	3	0	3	3	3	2	2	3	3
AL : Ruth House	84	0	0	0	0	0	0	0	0	0	2	2	0	0
AM : Safety	15	0	2	0	1	0	0	0	0	0	0	0	0	0
AN : SCC responsibility for appropriate care	10	2	1	0	0	1	0	1	0	1	0	0	0	0
AO : Services at another's home	2	0	0	0	1	0	0	0	0	0	0	0	0	0
AP : Services at client's home	9	0	1	0	0	0	0	0	0	0	0	0	0	0
AQ : Services in community	1	0	0	0	0	0	0	0	0	0	0	0	0	0
AR : Services in-house	2	0	0	0	0	1	0	0	0	0	0	0	0	0
AS : Skills acquisition	3	0	0	0	0	0	0	1	0	0	0	0	0	0
AT : Sleep or overnight	22	1	4	7	3	3	1	3	1	1	0	0	3	3
AU : Social or relational aspects	16	0	0	0	0	0	0	0	0	0	0	0	0	0
AV : Social worker	1	0	0	16	0	1	0	0	2	2	1	0	0	0
AW : Staffing	33	4	4	0	3	1	1	0	0	0	0	0	4	4
AX : Stress or problems	23	0	0	1	0	0	1	0	0	0	0	0	0	0
AY : Suggestions for changes or improvement	20	2	0	4	1	1	0	0	1	0	0	0	2	2
AZ : Support	24	0	0	4	1	1	1	0	0	0	1	0	0	0
BA : Time	13	1	0	1	0	1	0	0	0	0	0	0	2	2
BB : Value to families	141	1	3	16	6	2	10	5	5	5	1	1	6	6

Table #4 - List of all codes (alphabetical order)

_Applewood
_Beeches
Ability to experience 'a normal life at home'
Access
Age-appropriate developmental milestones
Capacity
Choice needed
Clients, older
Clients, range of needs
Clients, younger
Comparing facilities and client needs
Consistency, familiarity, routine, or issues with change
Demand or need for facilities
Difficult home lives
Difficulty asking for help
Early intervention
Enjoyment of stay
Everything is a fight
Expertise or resource
Facilities, age of
Facility, knowledge of
Facility, leasing
Facility, purpose built
Facility, size of
Fairness of client opportunity
Future care and coping
Geographic location or advantage
Health needs
Independence
Institutional in nature
Integrated in family and community
Knowledge of document
Monetary value
Other facilities or providers
Putting SCC needs before clients'
Reliability and trust
Respite
Ruth House
Safety
SCC responsibility for appropriate care
Services at another's home
Services at client's home

Services in community
Services in-house
Skills acquisition
Sleep or overnight
Social or relational aspects
Social worker
Staffing
Stress or problems
Suggestions for changes or improvement
Support
Time
Value to families

Outliers/Data issues:

Ruth House. Of the survey data, 48 responses are entirely focused on Ruth House. Given the nearly identical and lengthy phrasing, our best guess is that a "suggested response" was circulated within a community. We have not done additional analysis on these responses other than to mark them as related to Ruth House because the focus of this report is on Applewood and Beeches. The gist, however, is that the Joint Review misrepresents Ruth House, that the options provided are not fully transparent since there isn't indication of how Ruth House will be impacted by changes for Applewood and/or Beeches, and that families who make use of Freemantles and Ruth House have not been appropriately consulted. The respondents are very upset. All the comments relating to Ruth House are provided in a separate document.

SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MR MEL FEW, CABINET MEMBER FOR ADULT SOCIAL CARE****LEAD OFFICER: DAVID SARGEANT, STRATEGIC DIRECTOR - ADULT SOCIAL CARE****SUBJECT: BADGERS WOOD SURREY COUNTY COUNCIL RESIDENTIAL CARE HOME****SUMMARY OF ISSUE:**

Badgers Wood is a Surrey County Council in-house residential care home for people with learning disabilities (PLD).

At its July 2014 meeting Cabinet agreed that a consultation on the future of the home be undertaken, with the preferred option that the home be closed and new services sourced for the individuals supported by the home.

RECOMMENDATIONS:

It is recommended that Badgers Wood residential care home closes and the residents are supported to move to appropriate alternatives.

REASON FOR RECOMMENDATIONS:

As previously reported to Cabinet, Badgers Wood residential care home has a number of issues related to the physical structure of the property, a high and increasing vacancy rate, no new referrals to the home for at least 5 years combined with changes in service users' expectations.

During the consultation no objections to the preferred option of closing Badgers Wood residential home were raised.

CONSULTATION:

1. Following the Cabinet decision on 22 July 2014 to commence the consultation a comprehensive communications plan was developed. It specifically highlighted a range of stakeholders to formally consult with on the proposal as well as identifying stakeholders who needed to be informed. .
2. Separate consultation has been carried out with the residents living in the home, the staff that work in the service and the families / carers of the residents and the individuals that use the service for short breaks.

3. The process has been open and honest with all parties and our approach has been flexible in terms of the method of communication e.g. large meetings, individual face-to-face, telephone conversations, letters and email.
4. Staff from the home, the North West area locality team, Adult Social Care practitioners and the Commissioning team have met with individual residents and families throughout the consultation period. This level of engagement will be ongoing throughout the proposed re-provision programme.
5. A summary of the consultation is attached in Annex A, however the key points are:
 - no one has raised an objection to the proposal that the home close
 - the primary concern raised by both staff and relatives related to the future wellbeing of the residents. They wanted to be sure that new services would be fully able to support the individuals care and support needs as well as maintain friendship groups and any local community activity.

RISK MANAGEMENT AND IMPLICATIONS:

6. People with learning disabilities can sometimes find it hard to adapt to change and continuity of care is important. In particular, arrangements would be put in place to provide:
 - additional staffing resources to be deployed if required during the transitional period to offer additional support to the residents and staff at Badgers Wood.
 - advocacy resources to support individual residents will be actively engaged if residents chose to have advocacy services or where families / carers cannot provide support.
 - it would be expected that all staff will be offered re-location opportunities.

Financial and Value for Money Implications

7. Any investment in the existing building would not address the fact - as shown by the consultation outcomes - that the property is not what individuals and family / carers prefer, which are smaller personalised services and not large residential care homes. In view of that, it appears that more appropriate support and better value for money can be provided through the proposed re-provisioning.

Section 151 Officer Commentary

8. Current indications are that service users can be provided with appropriate alternative services within current revenue costs. Therefore, although the potential options are driven by quality considerations, they do also represent good value for money.

Legal Implications – Monitoring Officer

9. There is a clear expectation in public law that the Council should carry out a consultation process whenever it is considering making significant changes to service provision, particularly including the closure of any of its resources.

- 10. The consultation process began on 23 July and continued for a 6 week period. Care was taken to ensure that the relevant material was presented in a way so as to ensure that it could be readily understood by the various consultees. The detail of the consultation process and the outcomes are set out in Annex A to enable the Cabinet to take the information into account in reaching any decision.
- 11. The public sector equality duty (Section 149 of the Equality Act 2010) applies to the decision to be made by the Cabinet in this report. There is a need in agreeing the recommendation to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups and eliminate any unlawful discrimination. These matters are dealt with in the equalities paragraphs of the report and in the EIA attached. Members will see that negative impacts have been identified and will need to take account of these and the mitigating actions identified in the action plan. An updated assessment of the needs of each resident will be required in order to assess the support required for them before any move takes place.

Equalities and Diversity

- 12. An Equalities Impact Assessment (EIA) for the proposal to close the home, as it has been developed so far through the consultation is attached as Annex B. This EIA summarises potential impacts and the actions we have taken/are taking to support those affected in terms of the communication of the proposed closure, the consultation on the proposal and support for identifying personal preferences should the home be closed. The EIA will be on-going, following Cabinet’s decision.

Safeguarding responsibilities for vulnerable children and adults implications

- 13. The individuals using the service are supported by Adult Social Care professional staff. Any safeguarding concerns would be managed through the established Surrey multi-agency safeguarding process.

WHAT HAPPENS NEXT:

- 14. Subject to Cabinet approval of the recommendation outlined within this report, the following timetable for implementation will apply:

Action	Date
Cabinet endorsement of recommendations	23 September 2014
Cabinet call in period	5 working days after publication of the decision

Further consultation, support planning and engagement commences	<p>Staff consultation and future support planning for individuals commences after the decision.</p> <p>In line with a comprehensive communication plan stakeholders will continue to be actively informed and engaged.</p>
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15. The time scale in relation to the recommended closure is not fixed, as this will be driven by individuals being supported to finding appropriate alternative care and support. However, we are confident alternative placements are available. We will seek to make the move to alternative care and support as smooth and speedy as is appropriate to individuals. This approach recognises that delays may create uncertainty and carry a risk that the ongoing service quality at Badgers Wood could be reduced as people leave to take up their new care and support services.

Contact Officer:

Philippa Alisiroglu – Interim Assistant Director, Adult Social Care Tel: 01737 737409

Consulted:

Internal:

Adult Social Care:

David Sargeant - Strategic Director, Adult Social Care
 Anne Butler – Assistant Director, Adult Social Care
 Jo Poynter – Senior Manager PLD Commissioning
 Chris Esson – Assistant Senior Manager PLD Commissioning
 Sally Dickens – Assistant Senior Manager Service Delivery
 Debbie Aitken – Commissioning Manager
 Siobhan Abernethy – Communications Manager
 Caroline Williams – Communications Officer
 Steven Ward – Acting Senior Manager North West Surrey
 Adele Lawrence – Senior Operational Lead
 Sally Reardon – Home Manager
 Paul Carey-Kent – Strategic Finance Manager (Section 151 Officer)
 Nardeep Rooprai – HR Adviser

Estates and Property Management

Peter Hopkins – Asset Strategy and Planning Manager
 Simon Moore - Asset Strategy Partner

Chief Executive's Office

Debbie Chantler – Senior Lawyer, Legal and Democratic Services
 Joy Ridley – Media Officer

Consulted and informed –

External:

Care Quality Commission

Leader of Runnymede Borough Council

Chief Executive of Runnymede Borough Council

Runnymede Member of Parliament – Hon Philip Hammond

Residents of Badgers Wood Residential Care Home

Staff working at Badgers Wood Residential Care Home

Relatives / Carers of residents

Relatives / Carers of individual that use Badgers Wood for respite

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Badgers Wood Residential Care Home: Summary of key stakeholder Consultation

1. About the consultation

The sections below set out some of the key consultation activities and areas of feedback.

Where a resident is unable to consent or, to make arrangements, suitable arrangements will be made in accordance with the Mental Capacity Act 2005 and its code of practice.

A log has been kept, linked to the communications plan, that records events during the consultation. This includes a record of all correspondence/ responses given, meetings held and our responses. These have not been placed in the public domain to ensure individuals are not identifiable.

All residents, families, carers and staff have had the opportunity to give their views during the consultation period.

2. Residents living at the Home

All residents were advised about the proposal at a face-to-face session on the 24 July 2014. The manager of the home informed the residents who were supported by staff and, where appropriate, supported by two Adult Social Care (ASC) practitioners who were already working with the residents as part of the reassessment process.

Currently there are 10 people living at Badgers Wood and prior to the consultation 2 people were seeking to move. All of the residents have been offered ongoing support throughout this process.

Initially, some residents expressed sadness and some concerns, however with the support of family, staff and each other they have an understanding of the proposals and the focus has moved to think about what is important to them in the future. The staff and care practitioners have supported the residents and have started to develop, a personal story board for each individual of what is important for them. This has been updated every week since the consultation started. Practitioners and staff, including the Team Manager, facilitate these meetings and often work on a 1:1 basis to support the individuals understanding. The boards are a very visual tool and each one has a photo of the resident and photos of the people who are important to them. We will use this as an ongoing tool to record future visits.

This approach supports people with learning disabilities to understand more readily issues that they may find complex, and especially for those who lack capacity. Within Badgers Wood during the consultation there have been substantial conversations about the future.

Assessments have been undertaken by the care practitioners. These have included input from other professionals supporting the residents as well as families and advocates where appropriate. The initial assessments show that two people lack capacity. Referrals to Independent Mental Capacity Advocates have been made. They will become actively involved when a decision is made on the future of the home.

This is an ongoing process and will continue through the identification of new services and beyond.

3. Staff working at the Home

Unions were notified of the proposal in advance of the Cabinet Report in July 2014 and of the intention to consult on the proposal that the home close.

A staff meeting was held on the 23 July 2014 with all staff at Badgers Wood. A senior manager from Service Delivery was present to explain the reasons for the consultation exercise in an honest and straightforward way, and offered face-to-face sessions with Human Resources and a senior manager. A colleague from Human Resources was in attendance and highlighted the support they could receive. A member of the Commissioning Team also attended part of the meeting to reiterate the reasons for the proposal.

In order to stimulate debate around the proposal and the implications, a questionnaire was used to explore specific issues which were felt to be important to the staff.

Staff wanted to be kept informed of progress and provided with regular updates. There was an understanding that the current service was not sustainable but also that this was an opportunity to provide a better service to the residents.

The majority of feedback related to the residents they have supported and wanting to ensure that the residents' wishes were a priority and future services were properly planned to include, for example, friendship groups.

During the consultation period two 'drop-in' days were provided so that staff could talk to either a senior manager from Adult Social Care service delivery or Human Resources.

Additionally, there have been monthly staff meetings and regular supervision sessions to allow for updates and issues or concerns to be raised with the home manager.

4. Families / Carers

All relatives of the residents were invited, by letter, to a meeting with the Adult Social Care (ASC) Assistant Commissioning Manager, ASC Acting Senior Manager North West Surrey and the Badgers Wood Care Home Manager on Thursday 24 July 2014.

The home manager telephoned all relatives after the invite letter was sent and responded to any initial questions or concerns, encouraging them to attend the family meeting.

Nine people attended the meeting; representing 4 of the 10 residents. At the meeting, the reasons for proposing the closure of the home were discussed in detail. Whilst there were some questions around the reasons behind the proposed closure of the service, those present moved on to the concerns and issues about what would happen to their relative and what the future might look like.

The assessment of care and support needs process was explained in detail, specifically reassuring the relatives that they were an important part of the assessment process and would be involved, init throughout.

Relatives who could not attend were offered individual face-to-face meetings, including two relatives living abroad who have had regular contact via email and been sent copies of the letters.

Follow up letters were sent on the 28 August 2014 to all relatives / carers updating them on the reasons for proposing the closure of the home and reiterating the offer of individual meetings.

A further meeting for all relatives / carers was arranged for Thursday 21 August 2014. Only 1 family confirmed their attendance, therefore an individual meeting was offered.

With regard to the relatives of individuals that use Badgers Wood for Respite (Short Breaks), they have also been sent letters about the consultation exercise on the proposal to close the home and been offered individual face-to-face meetings.

Adult Social Care practitioners have been in regular contact with these relatives to explore new or alternative services based on updated assessments of care and support needs.

Only one person wanted a face-to-face meeting and this was held on Friday 15 August 2014.

One family, who since the consultation has started to look for an alternative respite service, was so impressed with one of the other in house homes, they have decided to move services before the end of any consultation.

5. Other external stakeholders

The following stakeholders were all written to and informed of the consultation:

- Care Quality Commission
- Leader of Runnymede Borough Council
- Chief Executive of Runnymede Borough Council
- Runnymede Member of Parliament – Rt. Hon. Philip Hammond

No replies or objections were received.

We will continue to inform and update them on further developments and progress.

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Equality Impact Assessment

Proposed Closure of Badgers Wood

1. Topic of assessment

EIA title:	Proposed closure of Badger Wood residential home
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EIA author:	Chris Esson Project Manager (ASC)
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2. Approval

	Name	Date approved
<u>Approved by</u>¹		

3. Quality control

Version number	0.02	EIA completed	
Date saved	28/8/14	EIA published	

4. EIA team

Name	Job title (if applicable)	<u>Organisation</u>	Role
Philippa Alisiroglu	Interim AD Service Delivery	Surrey County Council	Lead Officer
Sally Dickens	Senior Manager Service Delivery	Surrey County Council	Contributor
Sally Reardon	Registered Manager Badgers Wood	Surrey County Council	Contributor
Adele Lawrence	Senior Operational Lead, Personalisation Team	Surrey County Council	Contributor
Chris Esson	Commissioning Manager	Surrey County Council	Contributor
Stuart Deacon	Project Officer, ASC Policy and Strategy	Surrey County Council	Contributor

5. Explaining the matter being assessed

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<p>What policy, function or service is being introduced or reviewed?</p>	<p>Proposed closure of Badger Wood – in-house residential home for people with learning disabilities - and re-provision of suitable alternative services for residents.</p> <p>Badgers Wood Residential Care Home</p> <p>Surrey County Council has owned and managed Badgers Wood in Ottershaw, a residential care home for people with learning disabilities, for almost 40 years.</p> <p>This home is registered for 17 people but currently has 10 individuals living there. The home has run below capacity for at least 5 years.</p> <p>The home also provides a short-break service. There are 6 individuals that occasionally book to stay for a weekend or a week. It should be noted that the Learning Disability PVR required separation of residential care (people's homes) and short breaks, in keeping with Care Quality Commission guidance.</p> <p>There are nine permanent members of staff (including the Home Manager) and ten bank staff.</p> <p>In its current form the building is not a service that would be of interest to individuals and their parents / carers looking for a service, and in particular young adults (18+) as modern services are generally developed on the basis of accommodation for 4 to 8 people, in response to what individuals and parents carers prefer.</p> <p>While Badgers Wood is able to operate a good quality service for current residents, there has only been one new referral to the home in the last 18 months. Given the availability of alternative services which better fit current commissioning intentions, there is no expectation that there will be any new referrals into this service.</p> <p>The PLD Commissioning team continue to work with the external provider market to develop more modern local accommodation for people with learning disabilities requiring care and support. It has been confirmed that there is sufficient capacity in the market to accommodate individuals as part of a re-provision programme.</p> <p>In order to determine future services as part of any re-provision programme, current & future support needs would be determined through the social care assessment process. All of the permanent residents at Badgers Wood were recently reviewed (as part of their annual review process) and as a result:</p> <ul style="list-style-type: none">• One individual decided to move to a shared lives service to provide greater independence – this is being progressed currently.• One individual has declared an interest in moving closer to their family – this will be examined in detail by the social care practitioner <p>Both individuals are being managed as part of Adult Social Care (ASC)</p>
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	<p>annual review and reassessment processes and not subject to any re-provision programme. This highlights that the occupancy levels are likely to reduce from 10 to 8 in the near future.</p>
<p>What proposals are you assessing?</p>	<p>The proposal is to close Badgers Wood and to reprovide suitable care and support services to the people living there (on a permanent and short term basis) at alternative locations to be determined during continuing care assessment and engagement work with the residents and their family/carers.</p>
<p>Who is affected by the proposals outlined above?</p>	<ul style="list-style-type: none"> • Current residents There are currently ten (four female and six male) permanent residents living at Badgers Wood. Four residents have lived at Badgers Wood for over 40 years. Most residents attend day services • Staff : Nine permanent staff and a pool of bank staff • Respite residents (Short-term breaks) – there are six people currently using BW for short-term breaks averaging a total of 25 days per year • Relatives/carers of those living at Badgers Wood

6. Sources of information

Engagement carried out

The person centred planning process used for the assessment of care needs is interactive and designed to make the preferences of those involved key in settling how their needs will be met. Planning aims to ensure the best outcome for each individual.

It is understood that a change of place to live is unsettling for vulnerable people and those who are concerned for their wellbeing and ASC has not underestimated the anxiety and concern that people could feel about these proposals. Our consultations with those affected have been designed to help us better understand the impact on individuals of any possible closure and how we might reduce this in making plans for new services.

A project management approach has been taken to enable the delivery of any service change with the focus of two way communications being on engaging residents, carers, families, staff and advocates to look at ways that better meet people's needs both now and in the future.

A project steering group was established to oversee the consultation process including key stakeholders from Personal Care and Support, Commissioning, Legal, Policy, Estates Management and Communications.

To co-ordinate the process of informing those affected of the proposal to close the service and enable them to take a full part in considering the implications of a closure, the Adults Leadership Team approved the following planning and materials:

- Engagement Plan for all stakeholders
- Easy Read Communication for residents
- Staff Briefing Paper

Associated briefing materials and letters were also prepared for use at meetings.

Following decision by cabinet to consult of the possible closure of the Home the following arrangements were carried out to inform and initiate the process of consultation with affected groups:

Residents

Residents were informed at a face to face meeting on 24 July 2014. The meeting was led by the Home Manager, supported by staff of the Home and two ASC Care Practitioners who had already been working with residents to reassess their care needs.

Home staff and care practitioners have subsequently continued to support each resident and have worked with each of them to begin creating a personal story board which shows what is important for them as an individual. These are being updated every week as part of the consultation on the proposal to close and form part of the process whereby residents can explore the choices they may wish to make in the event of closure.

These engagement processes would be continued in the event of a decision to close Badgers Wood, through to particular decisions about new services and relocation of individuals to new homes. There would be follow up procedures to monitor well-being following moves, to establish that residents were settling in, needs were being met as expected and to address any issues which arise concerning moves.

The personalisation assessment process also has built in systems for review, risk assessment

and quality assurance which apply in all needs assessment and care planning processes.

Families/carers

Families/carers were informed of the proposal to consult on closure of the home by letter dated 14th July 2014. They were invited to attend a meeting with ASC Managers on 24 July 2014.

Nine people attended the meeting, representing four of the ten residents.

The assessment and care planning processes were explained in detail and relatives assured that they would have opportunities to be involved in the assessment of their relative's needs.

Families/cares of those who use Badgers Wood for Short Breaks were also informed of the proposal and consultation by letter dated 14th July 2014 and have similarly been offered individual meetings with ASC managers.

Additional letters/emails and offers of face to face meetings have been made during the consultation.

No relative or carer has expressed objection to the closure of Badgers Wood – concern has been around what will then happen to residents and to know what future services would be like.

Staff of the Home

Staff were informed in advance of the submission of a request to Cabinet for consent to consult of the possible closure of the home at a staff meeting on 23 July 2014.

Service Delivery management, HR were in attendance.

A staff questionnaire was issued with the following specific questions to begin exploring the implications for staff, collectively and individually, and to enable staff to begin to share their views and preferences:

- Having listened to the reasons behind the options, please give some ideas/proposals. What would you like to see happen?
- What are your views on the proposals?
- Please list at least 3 things which are important to get right for you during the consultation?
- Please list at least 3 things which are important to get right for the individuals that live at Badgers Wood?
- What can you offer to support the process – e.g. photography/taking videos/producing easy-read documents/strong professional relationships with individuals & carers?
- Do you have any concerns or fears regarding the recommendations and what suggestions do you have to address these?

In addition to the questionnaire, there have been two further drop in sessions for staff with senior managers and regular team meetings led by the home manager.

During the consultation, staff have expressed that the current service is not sustainable and that closure of Badgers Wood would be an opportunity to provide a better service to people in the future.

A further formal HR consultation with staff would then begin on their opportunities for relocation to other suitable posts in ASC residential care.

Views expressed and further engagement

No one consulted has expressed a view that Badgers Wood should not close.

The concern of stakeholders has been that residents should receive good support in future and that, where they so wish, they should be enabled to maintain friendship groups with one another and connections/activity they enjoy within the local community.

Where any individual is unable to make or consent to future care provision because they lack mental capacity, suitable arrangements will be made in accordance with the Mental Capacity Act 2005 and its Code of Practice.

Data used

- Personal data relating to established needs of residents held by ASC and updated during reassessment processes run concurrently with consultation on possible closure of Badgers Wood.
- HR data on personal profiles of staff working within the home.
- Commissioning data on availability of other suitable LD Residential services in Surrey.
- ASC Home Closure Protocol
- Views of residents, relatives/carers and staff as expressed during the consultation process.

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

Table Overleaf

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

Protected characteristic ²	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	EVIDENCE
Age	A choice of alternative new places to live has potential to improve the service received by residents.	The process of identifying suitable alternative services and the period of uncertainty during consultation on the proposal to close the home could potentially cause anxiety and would require careful planning and management to minimise unnecessary concerns on the part of residents.	A number of the residents at Badgers Wood are aged over 65 and have lived at home for a lengthy period. Some of them are physically frail/have long term health conditions. ASC will need to be clear that any alternative service for residents is suitable and meets their needs.
Disability	A choice of alternative new places to live has potential to improve the service received by residents.	The process of moving to a new home is disruptive and people would need close and careful support to understand what closure of Badgers Wood means for them and to identify and express their preferences about where they want to live in the future, based on well-sourced information about accommodation available which meets their needs.	Badgers Wood is a home for people with Learning Disabilities. ASC will need to be clear that any alternative service for residents is suitable and meets their needs.
Gender reassignment	None	None	
Pregnancy and maternity	None	None	
Race	None	None	
Religion and belief	None	None	

Sex	None	None	
Sexual orientation	None	None	
Marriage and civil partnerships	None	None	
Carers³		Carers will want to understand what is happening as plans for reprovion are developed and the implications for their family member – consultation has confirmed their concern to be involved. They will want to understand that the process will be responsive to their relatives views and preferences and that all possible advice support and reassurance will be available to minimise stress to them.	

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

Protected characteristic	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	EVIDENCE
Age	None	None	

³ Carers are not a protected characteristic under the Public Sector Equality Duty, however we need to consider the potential impact on this group to ensure that there is no associative discrimination (i.e. discrimination against them because they are associated with people with protected characteristics). The definition of carers developed by Carers UK is that 'carers look after family, partners or friends in need of help because they are ill, frail or have a disability. The care they provide is unpaid. This includes adults looking after other adults, parent carers looking after disabled children and young carers under 18 years of age.'

Disability	None	None	
Gender reassignment	None	None	
Pregnancy and maternity	None	None	
Race	None	None	
Religion and belief	None	None	
Sex		A high proportion of those who work at Badgers Wood are female and the proposal therefore has a greater impact on women.	<p>The evidence of the consultation to date is that staff understand the reasons why reprovision of services may be in the best interest of staff and they are concerned to support that process. They will want to know about further opportunities for themselves in due course.</p> <p>It is intended to offer staff a consultation on options for deployment to alternative jobs. This would be open to all staff now employed at Badgers Wood.</p>
Sexual orientation	None	None	
Marriage and civil partnerships	None	None	
Carers		It is possible that some staff have caring responsibilities. Should this become clear during the staff relocation consultation, and where there might be a negative impact on a staff member from relocating to an alternative post which would otherwise be suitable for them, reasonable adjustments	At this stage, we are not aware of particular issues which might arise for staff due to caring responsibilities, but this would be a matter to be explored through the HR relocation consultation process which would be carried out following a decision to close Badgers Wood.

		to working arrangements could be offered to accommodate their caring situation.	
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8. Amendments to the proposals

Change	Reason for change
None at present	

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Concern for residents due to change and uncertainty of a move	Careful on-going communication and support to explain what is happening and why, what it means for individuals, what choices they have as part of the reprovion process and what those will mean. The personal care and attention needed to give reassurance and limit stress.	Throughout the process	BW Reprovision Project Team (led by Chris Esson)
Concern for carers due to uncertainty of a move	Careful on-going communication and support to explain what is happening and why, what it means for individuals. Opportunities to be consulted and to receive informed and personal advice.	Throughout the process	BW Reprovision Project Team (led by Chris Esson)
Staff currently working at Badgers Wood may have issues in relocating to alternative jobs through the staff relocation process	HR consultation on opportunities for relocation to suitable alternative jobs within ASC.	Active from the date of a decision by cabinet to close the service at Badgers Wood.	Nardeep Rooprai (HR) & Service Delivery Management

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
None at present	

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<ul style="list-style-type: none"> A consultation with residents/relatives/carers/staff at Badgers Wood has been undertaken 24 July 2014 – 2 September 2014. This has established the current views, concerns and preferences of residents, relatives/carers and staff about the proposed closure of Badgers Wood and their wishes should closure be approved. Commissioning Data about alternative LD Residential and care services in Surrey. HR data about alternative posts available within ASC for staff now working at Badgers Wood.
Key impacts (positive and/or negative) on people with protected characteristics	<ul style="list-style-type: none"> Concern to residents due to change and uncertainty of closure of badgers and the move to a new home. Concern to relatives/carers due to change and uncertainty of closure of the existing service and making arrangements for new services. Concern for staff about the implications of closure of Badgers Wood for their careers and the alternative posts which would be offered to them through relocation. Staff members with caring responsibilities may need consideration of those needs when relocation to alternative posts is being considered.
Changes you have made to the proposal as a result of the EIA	<ul style="list-style-type: none"> None to date
Key mitigating actions planned to address any outstanding negative impacts	<ul style="list-style-type: none"> Concerns to stakeholders about the change and uncertainty consequent on close of the service at Badgers Wood would be mitigated through continued information, consultation and advice throughout the change process, with personal support to individuals as appropriate to their needs.
Potential negative impacts that cannot be mitigated	<ul style="list-style-type: none"> None at present

SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MR MICHAEL GOSLING, CABINET MEMBER FOR PUBLIC HEALTH AND HEALTH & WELLBEING BOARD****LEAD OFFICER: SUSIE KEMP, ASSISTANT CHIEF EXECUTIVE
HELEN ATKINSON, DIRECTOR OF PUBLIC HEALTH****SUBJECT: APPROVAL TO AWARD CONTRACTS FOR THE PROVISION OF AN INTEGRATED OFFENDER INTERVENTION SERVICE AND A MEDICAL AND PSYCHOLOGICAL TREATMENT SERVICE FOR DRUGS AND ALCOHOL****SUMMARY OF ISSUE:**

The Council's Public Health Service delivers drug and alcohol recovery services to residents. This Cabinet report seeks approval following a competitive tender process to award two separate contracts:

- (a) Integrated Offender Intervention Service
- (b) Psychological Treatment Service for Drugs and Alcohol

The current contracts expire on 31 March 2015. It is therefore necessary to award new contracts to begin on 1 April 2015.

The services will be provided in accordance with guidance from Public Health England in order to improve the delivery of Substance Misuse Treatment to develop and sustain recovery among services users across Surrey's eleven Districts and Boroughs.

Due to the commercial sensitivity involved in the contract award process, the financial details are included as confidential information in Part 2 of the agenda which demonstrates why the proposed contracts will deliver best value for money.

RECOMMENDATIONS:

It is recommended that:

- (1) the contract for the provision of the Integrated Offender Intervention Service is awarded to Crime Reduction Initiatives as described in the Part 2 report for a period of three years commencing on 1 April 2015, with the option to extend for a maximum of a further two years.
- (2) the contract for the provision of the Medical and Psychological Treatment Service for Drugs and Alcohol is awarded to Surrey and Borders NHS Foundation Trust as described in the Part 2 report for a period of three years commencing on 1 April 2015, with the option to extend for a maximum of a further two years.

REASON FOR RECOMMENDATIONS:

The recommended contract awards will deliver improved outcomes and will increase the numbers of service users accessing the services with a particular focus on severely dependant alcohol users.

The services will be delivered in Surrey by providers with a local presence and will provide apprenticeship opportunities to Surrey Young People whilst delivering efficiencies for Public Health Services.

DETAILS:**Background.**

1. Public Health England, formally named the National Treatment Agency, released a National Drug Strategy in December 2010 setting out a fundamentally different approach to preventing drug use in our communities and in support of recovery from drug and alcohol dependence. The new contracts seek to develop and sustain recovery among service users in line with this strategy.
2. The procurement for the two services forms part of Public Health's commissioning intentions in relation to substance misuse. This stems from the substance misuse chapter of Surrey's Joint Strategic Needs Assessment (JSNA) which identifies relevant needs across Surrey and its populations.
3. The contract for the Medical and Psychological Treatment Service will deliver services to those with a drug and alcohol dependency or have a complex need and provide an 11 bed Inpatient Recovery Unit that offers detoxification, stabilisation and a recovery programme to those with the most complex needs.
4. The contract for the Integrated Offender Intervention service is aimed at preventing problematic substance misuse, reducing drug and alcohol related crime, enabling and supporting long term recovery and provide rehabilitation and social reintegration of people in Surrey affected by drug and alcohol.
5. To ensure the success of the services, Public Health are committed to delivering a partnership approach to drug and alcohol dependence working in partnership with the Police and Crime Commissioner, communities, employment and housing services, prison and probation services to increase the ambition for recovery in Surrey. All the above partners sit on the Surrey Substance Misuse Partnership alongside Public Health, Adult Social Care, Children's, Schools and Families, Health and Boroughs and Districts. Governance of this partnership sits with the Surrey Community Safety Board.
6. Both nationally and in Surrey there is an increased need for services for high risk drinking and dependent alcohol users whilst there has been a minor decline in those for users requiring treatment for opiate and/or crack cocaine use. The new services will continue to focus on improving recovery outcomes for local residents.
7. As a result of a competitive tender process, the recommended contracts will enable Public Health to provide improved drug and alcohol services in line

with national guidance within the allocated budgets and will deliver combined savings of £388,000 per annum over the contract period.

8. By awarding the contracts to Crime Reduction Initiatives and Surrey and Borders NHS Foundation Trust, Surrey County Council will receive a high quality service at a competitive rate.

Integrated Offender Interventions Service Contract

9. The Integrated Offender Interventions Service contract will provide care for both drug and/or alcohol dependent offenders at all stages of engagement within the Criminal Justice System, from the point of arrest through to the end of sentence.
10. The new contract will combine two existing services into one, with the aim of supporting individuals engaged in the Criminal Justice System to break the link between drugs, alcohol and crime. The two existing elements are the Drug Rehabilitation Requirement and the Drug Intervention Programme, delivered by Surrey and Sussex Probation Trust and Crime Reductions Initiatives retrospectively. The delivery of Alcohol Treatment Requirements and Alcohol Specific Activity Requirements is a new Public Health outcome.
11. The new contract will ensure that there is continuity of care through the provision of an integrated care programme in line with recent national legislation – Offender Rehabilitation Act, 2014 – and the formation of the National Probation Service and Community Rehabilitation Companies to deliver the Government’s Transforming Rehabilitation Programme.
12. The current contract for Drug Rehabilitation Requirement provides a treatment program as part of a community sentence to offenders including 129 adults with drugs as a primary substance of use. The new service will have a larger capacity to meet the increase in community sentencing as outlined within the Offender Rehabilitation Act.
13. The current contract for the Drug Intervention Programme provides treatment to 202 adults with drugs as a primary substance of use. The numbers of individuals referred at the end of their sentence is expected to increase as end of sentence changes direct that offenders are discharged from a prison in their local area.
14. The proportion of individual offenders successfully completing treatment programmes and reducing drug/alcohol related offending will be increased within this contract by ensuring drug and/or alcohol dependent offenders access treatment rapidly and attain / sustain a positive outcome.
15. The Service Provider will be required to work in partnership with other organisations such as Surrey Police, Surrey’s Police and Crime Commissioner, Prisons, Courts, Surrey’s Community Rehabilitation Company (CRC) and the National Probation Service (NPS) involved within the Criminal Justice System through an Integrated Offender Management process using locally agreed protocols. The Service will be integral to the Partnership’s aim of preventing re-offending.
16. The Service will work to address the wider needs of the offender and will support the offender’s family (whole family approach) and their wider public

health needs. This will involve engagement with Surrey Family Support Service and both the children's and vulnerable adult's safeguarding agencies.

17. The Service will also work with local prisons to identify offenders in need of interventions on release from custody, in partnership with the Integrated Offender Management Team, prison and community substance misuse teams. The Service will provide an arrest referral and assessment service at police custody units, in courts for offenders identified as misusing substances and undertakes mandatory drug/alcohol assessments / testing as required by the courts as part of their sentencing conditions.

Medical and Psychological Treatment Service for Drugs and Alcohol Contract

18. The tender for the Medical and Psychological Treatment Service contract, currently delivered by Surrey and Borders Partnership Trust, is targeted to deliver integrated treatment that enable individuals to increase their opportunities to break free and recover from their alcohol or drug dependence.
19. The Medical and Psychological Treatment Service is a specialist community based service delivering care planned treatment including prescribed medication, psychosocial interventions and community detoxification for adult drug and/or alcohol dependant service users.
20. The current contract provides treatment to adult service users with a care planned treatment intervention within the substance misuse treatment system in Surrey including:
 - 1345 adults with opiate and/or crack cocaine as a primary substance of choice. The key outcome is for individuals to successfully complete their treatment and not need to return to treatment within six months. In Surrey, the outcome for this population will continue to be higher in comparison to England.
 - 748 Severely dependant alcohol users seeking abstinence only. With the development in the service specification, the new contract projects that the numbers will increase to 1890 and will cater to all severely dependent alcohol users. Access to alcohol treatment will have a reduction in wait time from six weeks to three weeks. Keeping waiting times low will play a vital role in supporting recovery in our local communities.
21. Individuals with the most complex needs will in addition to community interventions have access to stabilisation, detoxification, and a recovery programme at an inpatient recovery unit in Surrey.
22. The service specification;
 - a. Increases the number of individuals that can enter treatment, specifically for dependant alcohol users including those that are treatment resistant.
 - b. Develops more effective integration with primary care, social care and education /training/employment including practical working solutions.

23. The financial model for this contract incorporates an incentive payment mechanism, which will improve sustained recovery outcomes and deliver treatment that rewards “Quality & Innovation”

CONSULTATION:

24. Commissioners from Public Health, Adult Social Care and Children, Schools and Families teams, Adult and Children’s Safeguarding leads, colleagues from Finance, Legal and Procurement Services have been involved and consulted with.
25. A concept day was held on 6 May 2014 involving recovery champions, service users, internal stakeholders from Public Health, Adult Social Care and Children, Schools and Families and external stakeholders from Districts and Boroughs, Police, Clinical Commissioning Groups (CCG’s), Probation, Department of Work and Pensions as well as providers of drug and alcohol services. The aim of the concept day was to seek input from stakeholders of the service prior to the development of the service specifications.
26. The Substance Misuse Partnership group were consulted as part of the process to involve key partners in the decision making process.
27. Procurement panel membership included recovery champions, service users, Substance Misuse Partnership representatives from Health, Criminal Justice, Borough and District.

RISK MANAGEMENT AND IMPLICATIONS:

28. Both contracts include provisions which protect Surrey County Council in the case of unsatisfactory performances. These provisions allow the Council to serve notices seeking the provider to remedy any poor performance, suspend part of the service if deemed necessary or if termination is required, six months notice will be given to the provider/s.
29. The following table outlines the potential risks and mitigation activity in place:

Financial	If demand for the service increases in excess of numbers proposed within the service specification. This could lead to increased cost to deliver the service to Surrey County Council.	The cost of the contract is fixed and will not alter with demand for the service. If demand for the service decreases Public Health will work with the providers through the contract management process to realign services and ensure it continues to meet the needs of local residents.
	Potential risk that during the life of the contract the providers 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.

Reputational	Potential risk of redundancies of staff.	Surrey County Council will support any potential TUPE transfer to ensure that this risk is mitigated as far as possible.
Service	Difficulty with any TUPE transfer of existing staff during mobilisation could lead to a slow implementation of the new service.	A six month mobilisation period has been allowed to ensure the recommended service providers have sufficient time to implement the service.
	Poor quality of service and service does not deliver National and or Local Objectives.	Strong contract management and quarterly contract review meetings will mitigate the risk of a poor quality service. The use of an incentivisation model in the Medical and Psychological Treatment Service will enable us to closely monitor and understand performance delivery. 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.
	Disengagement of service users due to changes resulting from a new service provider	Surrey County Council will closely monitor data from the Providers, enable partnerships with key stakeholders and service user feedback, as part of the contract management process to ensure service users do not disengage from the service

Financial and Value for Money Implications

30. Full details of the contract values and financial implications are set out in Part 2 report.

Section 151 Officer Commentary

31. All material financial and business issues and risks have been considered/addressed: the contract enhances Value for Money and can be afforded within current budget plans.

Legal Implications – Monitoring Officer

32. The Council's Public Health Service has a requirement to deliver drug and alcohol recovery services to residents.
33. The procurement process for the provision of the two services was undertaken through an EU Procurement procedure. The tender was also advertised on the Council's website so as to attract local businesses.
34. The Council has been mindful of its equalities duties under the Equalities Act 2010 in carrying out the tender process and letting the contract with due regard to the need to eliminate discrimination in age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation whilst ensuring the needs of Surrey residents will continue to be met through the provision of these services.
35. The contracts offer the Council various measures of protection, include requirements that the providers comply with the Council's safeguarding and staffing policies, undertake Disclosure and Barring Service checks (formerly CRB checks) and subscribing for various insurance covers. The contracts also require the provider to indemnify the Council against all liabilities arising from any deliberate or negligent act, default, omission or breach of the agreement by the provider or any of its employees or sub-contractors (if any).

Equalities and Diversity

36. 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:
 - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - advance equality of opportunity between persons who share a relevant characteristic and a person who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The Equalities Impact Assessments (EIAs) attached as Annex 1 and 2 respectively, set out the impacts of the recommendations on each of the protected group for each service. A range of positive impact has been identified for all groups.
37. The Equalities Impact Assessments (EIAs) set out the impacts of the recommendations on each of the protected group for each service. A range of positive impact has been identified for all groups. However the EIA observed the following:
 - That the providers should promote its services and deliver interventions in a way which will enable transgender clients to be more confident in accessing the service.
 - Similar recommendations were made in respect of female clients, as the EIA found that traditionally women are under-represented in a substance misuse treatment.

38. The Quality and Innovation measures introduced as part of the Medical and Psychological Treatment Service for Drugs and Alcohol contract will enable targeted responses to identified areas of need.
39. The EIAs attached as Annex 1 and 2 respectively have been approved by the Director of Public Health before this paper was submitted to Cabinet.
40. The contracts make it a legal requirements that the providers comply 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 providers to ensure its personnel comply with all equal opportunities policies when dealing with both service user and staff.

Safeguarding responsibilities for vulnerable children and adults implications

41. The terms and conditions of the contract, which the successful provider will sign, stipulate that the providers will comply with the Council's Safeguarding Adults and Children's Multi-Agency procedures, any legislative requirements, guidelines and good practice as recommended by the Council. This will be monitored and measured through the contractual arrangements.
42. Both services will operate a client and/or family-centred approach, working collaboratively with Social Care and Surrey Family Support Service.

Public Health implications

43. The two contracts are commissioned by Public Health to deliver preventative substance misuse services to compliment other services to enhance the health and wellbeing of residents of Surrey, including:
 - Smoking cessation
 - Health checks
 - Sexual health screening and assessments
44. The Contracts aim to ensure social sustainability and enhance the community environment by:
 - Reducing drug and alcohol related crime
 - Safeguarding Children and Vulnerable Adults
 - Reducing street drinking, rough sleeping & street begging
 - Reducing serious drug & alcohol anti-social behaviour
 - Reducing the demand for drugs, resulting in decreased dealing in the community.
 - Reducing the risk of emergence of Sexual Exploitation Networks linked to organised crime and terrorist networks
 - Preventing evictions and reduce homelessness
 - Reducing onward transmission of Blood Borne Viruses (e.g. HIV, Hepatitis C)

WHAT HAPPENS NEXT:

45. The timetable below for implementation for both services is as follows:

Action	Date
Cabinet decision to award (including call in period)	2 October 2014
Procurement Standstill Period ends	10 October 2014
Contract Award	10 October 2014
Contract Signature	31 October 2014
Contract Commencement Date	1 April 2014

46. Colleagues from Procurement and Public Health will work closely with the successful providers to ensure a smooth transition from the current provisions to the new services.

47. The current providers and the new providers will be required to work together with regard to the transfer of staff under the Transfer of Undertakings (Protection of Employment) Regulations 2006 to ensure the continuity of staff for current service users and the successful transfer to the new service.

Contact Officer:

Ayo Abugo, Category Specialist (020 8541 8773)
Heather Ryder, Senior Public Health Lead (01483 519645)
Martyn Munro, Senior Public Health Lead (01483 519644)

Consulted:**Internal**

Donal Hegarty – Adult Social Care, Senior Commissioner
Gail Hughes – Public Health, Alcohol Lead
Elaine Malloy – Children’s Services Commissioner
Anna Tobiasz – Adult’s Category Manager
Lucinda Derry – Principal Accountant
Paul Carey-Kent – Strategic Finance Manager
Karl Smith – Service User & Carer Development Officer

External

Substance Misuse Partnership
Penny Goodale – Surrey Police
Jeff Harris – Deputy Police and Crime Commissioner, Surrey
Amy McLeod – Police and Crime Commission’s Office
Craig Horrocks – Sodexo
Simon Dann – Department of Work and Pensions
Kate Tree-Cooper - Prison Substance Misuse Commissioner, NHS England
Providers within the Drug and Alcohol Treatment System
Service Users within the Drug and Alcohol Treatment System

Annexes:
EIAs (Annex 1 and 2)

Sources/background papers: None

1. Topic of assessment

EIA title:	Contract for Tier 3 and Tier 4 Medical and Psychological Treatment Service for Drugs and Alcohol.
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EIA author:	Martyn Munro – Senior Public Health Lead
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2. Approval

	Name	Date approved
Approved by¹	Helen Atkinson Director of Public Health 	13.08.2014

3. Quality control

Version number	V1.0	EIA completed	
Date saved	08/08/2014	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Martyn Munro	Senior Public Health Lead	Surrey County Council	Project sponsor
Cyril Haessig	Public Health Lead	Surrey County Council	Project group member
Maya Twardzicki	Public Health Lead	Surrey County Council	Project group member
Karl Smith	Service User and Carer Development Officer	Surrey County Council	Project group member

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

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>This Equality Impact Assessment relates to the contract for the Tier 3 and Tier 4 Medical and Psychological Treatment Service for Drugs and Alcohol.</p> <p>The substance misuse treatment system in Surrey is structured over four tiers:</p> <ul style="list-style-type: none">• Tier 1 – Universal provision i.e. Police, Housing, Primary care and Education• Tier 2 – Low threshold substance misuse specialist interventions i.e. drop in centres, harm reduction and injecting equipment exchange• Tier 3 – Care planned interventions including substitute prescribing, psychodynamic interventions and recovery support• Tier 4 – Inpatient treatment including detoxification, recovery programmes and rehabilitation. <p>The Tier 3 Medical and psychological treatment service for drug and alcohol is a specialist community based service that prescribes for the treatment of drug and/or alcohol dependence to adult users.</p> <p>The existing provider currently provides treatment to adult service users with a care planned treatment intervention within the substance misuse treatment system in Surrey, including:</p> <ul style="list-style-type: none">• 1345 adults with a drug as a primary substance of choice• 748 Severely dependant alcohol users² <p>Tier 3 interventions are targeted to engage those with a substance dependency who are primarily seeking abstinence and/or have a complex need. The care pathway for many service users involves a progressive journey from an initial engagement with tier 2, low threshold tier 3 service providers; tier 2 providers will also provide re-engagement following an unplanned exit (dropped out) from tier 3 treatment.</p> <p>Tier 4 provision within the contract is provided through an 11 bed Inpatient Recovery Unit (2- 4 week placement) that offers detoxification, stabilisation and a recovery programme to those with the most complex needs. The unit had for 2012/13 a 92% occupancy rate which included the admission of 98 severely dependant alcohol and 34 primary drug using service users.</p>
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² Source: National Drug Treatment Monitoring System Quarter 4 2013/14

<p>What proposals are you assessing?</p>	<p>It is proposed that the Tier 3 and Tier 4 Medical and Psychological Treatment Service for Drugs and Alcohol contract.</p> <p>This service will come into operation on 1st April 2015. The synergic influences between the delivery of this contract and that of the provision of Tier 3 treatments are a key to the successful and sustained recovery for many individuals in treatment in Surrey.</p> <p>The Diagnostic Outcomes Monitoring Executive Summary for Surrey Quarter 4 2013/14 identifies successful outcomes for which Surrey and Borders Partnership NHS Trust (SaBP) are the primary provider:</p> <ul style="list-style-type: none"> • Opiate service users; dependant and or complex users of illicit opiate substances such as heroin, methadone and pharmacological preparations, who successfully completed treatment was 9.7% (as a proportion of all in treatment) and Surrey was the second most successful partnership within the its cluster group of similar locations • Opiates users who had successfully completed treatment but did not need to represent to treatment within 6 months (Proportion of all in treatment) for Surrey was 11.5% compared to a national average 7.8%. <p>Each outcome measure represents excellent outcomes for service users and communities in Surrey.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>The Adult Tier 3 & 4 Substance Misuse Treatment Service is targeted to adults (aged 18 years and over) resident within Surrey and experiencing problematic substance misuse issues, including the use of opiates, stimulants, hallucinogens and severely alcohol dependent.</p> <p>Flexibility will be given to Tier 3 work with those aged 16 or 17 years old where this is an appropriate response to the presenting need.</p>

6. Sources of information

<p>Engagement carried out</p>
<p>The service specification has been informed by the following processes:</p> <ul style="list-style-type: none"> - quarterly performance reviews undertaken by Public Health with the current providers; - Structured and informal engagement with service users; - review of best practice working with statistical neighbours and through liaison with Public Health England, formally National Treatment Agency, Regional representative;

- Distilling findings from Joint Strategic Needs Assessment;
- The proposal has been worked through with colleagues within the Public Health team, Adult and Social Care and Supporting People and co-ordinated by Surrey County Council procurement.
- A specification Concept Day with Recovery Champions, service users, families and friends, providers of substance misuse treatment and key partners including representation for Surrey Substance Misuse Partnership (a coordination/operations sub group to the Community Safety Board)
- Key partners of the Surrey Substance Misuse Partnership (Boroughs and District, Criminal Justice System, Health and Recovery Champions/service users sat as members of the contract procurement panel.
- The Substance Misuse Partnership acted as a key participant in the consultation process

Data used

The following sources of data were used:

- Adult provider quarterly performance reports (green report);
- Adult Alcohol provider quarterly performance report (purple report);
- Diagnostic Outcomes Monitoring Executive Summary (DOMES);
- Treatment Outcomes Profile;
- Contract performance management framework for the current contract;
- Service user involvement and feedback;
- Service user consultation;
- National Treatment Agency commissioning guidance (Joint Strategic Needs Assessment support pack for commissioners);
- Drug Treatment Monitoring Unit Adult profiles;
- Surrey Joint Strategic Needs Assessment.

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 ³	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 279</p> <p style="text-align: center;">Age</p>	<p>The Adult Tier 3 & 4 Substance Misuse Treatment Service will respond positively to the needs of all groups who have a protected characteristic within the Equality Act 2010. These characteristics include race, religion or belief, sexual orientation, pregnancy and maternity, age, disability, gender and gender identity.</p> <p>The Service Provider is expected to engage with these groups through all necessary means to ensure inclusion is in a positive and meaningful way.</p> <p>The National Drug Treatment Monitoring System (NDTMS) requires the collection of client Dates of Birth. The Surrey Halo client management system can provide reports based on age bandings.</p> <p>It is anticipated that the contract will have a positive</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either already in services or attempting to access services.</p>

³ More information on the definitions of these groups can be found [here](#).

	impact on all age groups by ensuring continuity of services.		
Disability	<p>As above as identified in "Age".</p> <p>The Halo system allows for the recording of client's disabilities so that the correct level of support can be provided.</p>	No evidence of changes to services to disproportionately affect this group.	<p>As above as identified in "Age".</p> <p>Accessibility relates to (but is not limited to); physical and mental impairment, communication needs those with a hearing or sight impairment, translation / interpretation if English is not a first language.</p>
Gender reassignment	<p>As above identified in "Age".</p> <p>No data is formally collected on Halo though there is the facility to record free text on Health and Personal History details.</p>	<p>No evidence of changes to services to disproportionately affect this group.</p> <p>It is however expected of the new service to promote itself and deliver interventions in a way which enables transgender clients to be more confident in accessing the service.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

			<p>Several studies show that drug prevention and treatment services need to be more accurately attuned to the needs of the LGBT population. For this to happen, more evidence is required so that the appropriate service provision can be commissioned. Specifically, qualitative data on recreational drug use (e.g. use not solely relating to 'addiction'), on the different drugs used by LGBT groups, and evidence relating to inhibiting factors for those who do not access services are required in order to better understand service needs.</p>
<p>Pregnancy and maternity</p>	<p>As above identified in "Age".</p> <p>NDTMS requires that clients are asked if they are pregnant at the time of triage. This is recorded on Halo, which also allows changes in the client's maternity to be recorded.</p> <p>Within the existing treatment system pregnancy is an assessed priority with a specialised care pathway.</p> <p>Example; Opiate New female presentations to treatment (year to date) Pregnant females 5.9% National average 4.1%</p> <p>Pregnant females/New female presentations 6/101 DOMES Q4 2013-14</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 282</p> <p style="text-align: center;">Race</p>	<p>As above identified in "Age".</p> <p>Adult Quarterly performance reports 2013/14 for Drug and Alcohol treatment show that the vast majority of clients in treatment were White British: 90% Drug Treatment 91% Alcohol Treatment 83% Surrey Population</p>	<p>No evidence of changes to services to disproportionately affect this group.</p> <p>Assess local needs and stimulate innovative solutions to meet the needs of ethnic population, some of whom will inevitably develop substance misuse problems.</p>	<p>Evidence shows that services which are culturally and ethnically aware provide better treatment outcomes for their clients.</p> <p>The service will be expected to deliver interventions in a way which improve the engagement and retention in treatment of Black and Minority Ethnic people.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p>
<p style="text-align: center;">Religion and belief</p>	<p>As above identified in "Age".</p>	<p>No evidence that changes to services will disproportionately affect those of a specific religious background / belief.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities</p>

			<p>as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
Sex	As above identified in "Age".	<p>No evidence of changes to services to disproportionately affect Male or Female clients.</p> <p>It is however expected of the new service to deliver interventions in a way which enables female clients to be more confident in accessing the service as traditionally women are under-represented in substance misuse treatment.</p> <p>Surrey Drug Treatment Adult Partnership Quarterly performance report 2013/14 Q4 73% Male 27% Female</p> <p>Adult Alcohol Partnership Performance Report 2013/14 Q4 60% Male 41% Female</p> <p>There is no doubt the drug-related problems that women face can be extremely complex to resolve. The qualitative</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services already or attempting to access services.</p>

		<p>issues around access to treatment for women, and the appropriateness of treatment services for them, is identified through local needs-assessments and the treatment strategy within the local system.</p>	
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 284</p> <p style="text-align: center;">Sexual orientation</p>	<p>As above identified in "Age".</p> <p>The NDTMS allows for this data to be collected.</p>	<p>No evidence of changes to services to disproportionately affect sexual orientation.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services already or attempting to access services.</p> <p>Several studies show that drug prevention and treatment services need to be more accurately attuned to the needs of the LGBT population. For this</p>

			to happen, more evidence is required so that the appropriate service provision can be commissioned. Specifically, qualitative data on recreational drug use (e.g. use not solely relating to ‘addiction’), on the different drugs used by LGBT groups, and evidence relating to inhibiting factors for those who do not access services are required in order to better understand service needs.
Marriage and civil partnerships	As above identified in “Age”. This not a requirement for the NDTMS and is not recorded on Halo.	The marital status is not a criterion considered to access substance misuse services.	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

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

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
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Age	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Disability	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Gender reassignment	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Pregnancy and maternity	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service

			Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Race	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Religion and belief	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees
Sex	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to

			service users and as an employer to its employees.
Sexual orientation	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.
Marriage and civil partnerships	Non-discriminatory workplace	None	In delivering the Adult Tier 3 & 4 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities as a provider to service users and as an employer to its employees.

8. Amendments to the proposals

Change	Reason for change
N/A	N/A

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9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
It is not envisaged that there will be a negative impact resulting from the appointment of this new contract.	Six month mobilisation period to ensure stable establishment of contract. Quality and innovation measures as part of the contract and extension negotiation enable targeted responses to identified needs.	October – March 2015	Martyn Munro
Monitoring of Equality impact Assessment actions	To be undertaken at quarterly contract review meetings	Quarterly for the contract duration	Martyn Munro

10. Potential negative impacts that cannot be mitigated

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

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	The service change has come about as a result of the following analysis : - quarterly performance reviews undertaken by Public
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	<p>Health with the current providers;</p> <ul style="list-style-type: none"> - informal engagement with service users; - review of best practice working with statistical neighbours and through liaison with Public Health England Regional representative; - Distilling findings from Joint Strategic Needs Assessment; - the proposal has also been worked through with colleagues within the Public Health team, Adult and Social Care and Supporting People and co-ordinated by Surrey County Council procurement.
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>Positive impact for all categories with a particular emphasis on :</p> <ul style="list-style-type: none"> - Gender - Sexual orientation targeting the needs of Lesbian, Gay, Bisexual individuals - Transgender individuals - Race <p>There are no foreseeable negative impacts as a result of the extension of the contract.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	
<p>Potential negative impacts that cannot be mitigated</p>	

EQUALITY IMPACT ASSESSMENT

1. Topic of assessment

EIA title:	Re-tender of Surrey's Integrated Offender Interventions Service (IOIS)
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EIA author:	Heather Ryder, Senior Public Health Lead, Public Health
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2. Approval

	Name	Date approved
Approved by¹	Helen Atkinson Director of Public Health 	07.08.2014

3. Quality control

Version number	2	EIA completed	4 August 2014
Date saved	4 August 2014	EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Heather Ryder	Senior Public Health Lead	Public Health, SCC	Project sponsor
Lisa Slade	Category Specialist	Procurement, SCC	Procurement Advisor

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

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5. Explaining the matter being assessed

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<p>What policy, function or service is being introduced or reviewed?</p>	<p>The Coalition drug strategy sets out a “fundamentally different approach to tackling drugs and an entirely new ambition to reduce drug use and dependence. It sets out that services must be more integrated. Power and accountability must sit at the lowest possible level. There is a shift of responsibility for recovery on to the individual to be accountable for their actions and work with those who are there to support them to tackle and overcome their dependence, drawing on the support from those who have already overcome their own drug and alcohol dependence.</p> <p>The provision of an Integrated Offender Interventions Service is being re-tendered. There are currently 2 services commissioned by SCC providing the elements contained within the proposed new IOIS contract. The re-tendering of the service allows the service delivery to be aligned and commissioned as one, thereby reducing overheads and adopting a seamless approach across services.</p> <p>The key outcomes for the service are to:</p> <ul style="list-style-type: none"> • prevent problematic substance misuse • reduce drug and alcohol related crime • enable and support the long-term recovery, rehabilitation and social reintegration of people in Surrey affected by substance misuse. <p>This new service will include the delivery of statutory drug and alcohol community sentences as imposed by courts. These include Drug Rehabilitation Requirements (DRR), Alcohol Treatment Requirements (ATR) and Alcohol Specific Activity Requirements (ASAR).</p>
<p>What proposals are you assessing?</p>	<p>The retendered service will work in partnership with the commissioners to :</p> <ul style="list-style-type: none"> • Reduce the harm that illicit drug and alcohol use causes to the individual, their family and the community at large. <p>In order to achieve the above the service will be require to deliver the following outcomes :</p> <ul style="list-style-type: none"> • Freedom from dependence on drugs and alcohol • Reduction in substance misuse related offending • Improved mental and physical health and wellbeing, including social functioning and personal relationships • Reduction in substance misuse within the community • Reduction of substance related harm to service users/ offenders, public and others • Reduction of substance misuse related deaths

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	<ul style="list-style-type: none"> • Reduction in blood borne viruses • Improved relationships with family members, partners and friends, including the ability to be an effective parent <p>The Key Outcome Performance Indicators (KPIs) for the Integrated Offender Interventions Service are determined by Public Health England (PHE). The delivery of these targets will be assessed on a quarterly basis. In addition, the Service Provider will comply with the PHE outcome monitoring tool (TOPS – treatment outcome profiles) and take into account new proposals outlined within the Offender Rehabilitation Act 2014. A robust Substance Misuse Service Performance Outcome Framework based on this structure and targets will be agreed once the contract is awarded.</p> <p>As part of this we will be engaging with service users to understand their experience of substance misuse services which will inform ongoing commissioning.</p> <p>The commissioning of the new service will involve the Public Health Team (Surrey County Council) with input from the Police and Crime Commissioners Office, Surrey Police and local Community Safety Partnerships.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Service users accessing this service will be adult (aged 18+) and resident in Surrey (or registered with a GP in Surrey). They will be experiencing problematic substance misuse issues, including the use of opiates, stimulants, hallucinogens and alcohol, and have an involvement in the criminal justice system. Key referral agencies will be the police, probation service, prisons and courts.</p> <p>Changes in the provision of a the new service may impact on the following:</p> <ul style="list-style-type: none"> • Existing service users; • External organisations that refer into the organisation.

6. Sources of information

Engagement carried out

The updated service specification has been informed by the following processes :

- quarterly performance reviews undertaken by Public Health with the current providers;
- informal engagement with service users;
- formal engagement – a Concept Day – with key stakeholders and potential service providers;
- review of best practice working with statistical neighbours and through liaison with PHE regional representative;
- analysis of data from JSNA;
- the proposal has been agreed with colleagues within the commissioning team from Public Health, members from the Public Health Substance Misuse Partnership and co-ordinated by SCC procurement.

Data used

The following data sets were used :

- Drug Outcome Monitoring reports (PHE);
- Treatment Outcome Profiles (PHE);
- Contract performance management framework for each of the current contracts;
- Service user feedback;
- Service user consultation;
- PHE commissioning guidance (JSNA support pack for commissioners);
- Drug Treatment Monitoring Unit Adult profiles;
- Surrey JSNA.

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

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

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 295</p> <p>Age</p>	<p>The age range most represented in treatment was 35 to 44 (1364 – 33%) followed by 25 to 34 (1121 – 27%) and 45 to 54 (972 – 23%). Again this is a similar picture compared to the previous year.</p> <p>The IOIS will respond positively to the needs of all groups who have a protected characteristic within the Equality Act 2010. These characteristics include race, religion or belief, sexual orientation, pregnancy and maternity, age, disability, gender and gender identity. The Service Provider is expected to engage with these groups through all necessary means to ensure inclusion is in a positive and meaningful way.</p> <p>In addition the benefit of the new service on users is that it will rationalise previously fragmented provisions into</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

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

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	one service thus making it more efficient to respond to multiple needs.		
Disability	As above.	No evidence of changes to services to disproportionately affect this group.	<p>As above.</p> <p>Accessibility relates to (but is not limited to); physical and mental impairment, communication needs, those with either a hearing or sight impairment, translation / interpretation if English is not a first language, the expectation with regards to acceptance of individuals defined under gender identification, respect of faith and beliefs.</p>
Gender reassignment	As above.	<p>No evidence of changes to services to disproportionately affect this group.</p> <p>It is, however, expected of the new service to promote itself and deliver interventions in a way which enables transgender service users to be more confident in accessing the service.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

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			<p>Several studies show that drug prevention and treatment services need to be more accurately attuned to the needs of the LGBT population. For this to happen, more evidence is required so that the appropriate service provision can be commissioned. Specifically, qualitative data on recreational drug use (e.g. use not solely relating to ‘addiction’), on the different drugs used by LGBT groups, and evidence relating to inhibiting factors for those who do not access services are required in order to better understand service needs</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 297</p> <p style="text-align: center;">Pregnancy and maternity</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
<p style="text-align: center;">Race</p>	<p>As above. Similarly to last year’s figure</p>	<p>No evidence of changes to services to disproportionately affect this group.</p>	<p>Evidence shows that services which are culturally and ethnically aware provide better treatment outcomes for their service users.</p>

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	<p>the vast majority of service users in treatment were White British (3778 - 91%) which is in line with Surrey's ethnic breakdown.</p>		<p>The service will be expected to deliver interventions in a way which improve the engagement and retention in treatment of service users from an ethnic background.</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 298</p> <p style="text-align: center;">Religion and belief</p>	<p>As above.</p>	<p>No evidence that changes to services will disproportionately affect those of a specific religious background / belief.</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
<p style="text-align: center;">Sex</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect Male or Female service users.</p> <p>It is, however, expected of the new service to deliver interventions in a way which</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the</p>

EQUALITY IMPACT ASSESSMENT

		<p>enables female service users to be more confident in accessing the service as traditionally women are under-represented in substance misuse treatment.</p>	<p>Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 299</p> <p style="text-align: center;">Sexual orientation</p>	<p>As above.</p>	<p>No evidence of changes to services to disproportionately affect sexual orientation</p>	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>

EQUALITY IMPACT ASSESSMENT

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 300</p> <p>Marriage and civil partnerships</p>	As above.	The marital status is not a criteria considered to access substance misuse services	<p>All persons, irrespective of race, gender, disability, age, ethnicity, religion or sexual orientation should be able to secure access to the same substance misuse treatment services as the rest of the population.</p> <p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p> <p>In the delivery of any services commissioned on behalf of the Surrey County Council, the Service Provider must demonstrate awareness and be responsive to the accessibility and needs of groups described above either in services or attempting to access services.</p>
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7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	Non-discriminatory workplace	None	<p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p>

EQUALITY IMPACT ASSESSMENT

Disability	Non-discriminatory workplace	None	In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
Gender reassignment	Non-discriminatory workplace	None	In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.
Pregnancy and maternity	Non-discriminatory workplace	None	In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.

EQUALITY IMPACT ASSESSMENT

<p>Race</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p>
<p>Religion and belief</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees. In delivering the Adult Tier 2 and Low Threshold Tier 3 Substance Misuse Treatment Service, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities’ as a provider to service users and as an employer to its employees.</p>
<p>Sex</p>	<p>Non-discriminatory workplace</p>	<p>None</p>	<p>In delivering the IOIS, the Service Provider will be “exercising public functions” for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the</p>

EQUALITY IMPACT ASSESSMENT

			Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.
Sexual orientation	Non-discriminatory workplace	None	In delivering the IOIS, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.
Marriage and civil partnerships	Non-discriminatory workplace		In delivering the IOIS, the Service Provider will be "exercising public functions" for the purposes of section 149(2) of the Equality Act 2010. As such, the Service Provider is required to pay due regard to the Public Sector Equality Duty under section 149(1) of that Act and to deliver the Services accordingly. The Equality Act 2010 relates to service users and employees. The Service Provider has responsibilities' as a provider to service users and as an employer to its employees.

EQUALITY IMPACT ASSESSMENT

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
Change of service and provider for some people might be difficult for existing service users. However it is expected that the staff will TUPE over	Transition planning between new and existing providers has been built in to enable a smooth transfer of individuals	By the beginning of the contract : 1 st April 2015	New and existing providers to report to the commissioners
More integrated service delivery to service users engaged in the criminal justice system. The new contract will bring together 2 previously separate contracts and treatment provisions under one umbrella.	<p>Ensure there is clear signposting to national and local services through partner agencies (Social Services; Prisons; Police; Health; etc)</p> <p>Where appropriate review referral and moving-on protocols to and from the service;</p> <p>Develop peer mentoring and support networks within the new service;</p> <p>Identify and appoint a service user lead to feedback service delivery to the commissioners from a customer point of view.</p>	From the beginning of the contract	The commissioners

EQUALITY IMPACT ASSESSMENT

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
Service users and TUPE staff may take time to adapt to new arrangements beyond the transitional period	ALL

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<p>The service change has come about as a result of the following analysis :</p> <ul style="list-style-type: none"> • quarterly performance reviews undertaken by Public Health with the current providers; • informal engagement with service users; formal engagement – a Concept Day – with key stakeholders and potential service providers; • review of best practice working with statistical neighbours and through liaison with PHE regional representative • analysis of data from JSNA; • the proposal has also been agreed with colleagues within the commissioning team from Public Health and co-ordinated by SCC procurement.
Key impacts (positive and/or negative) on people with protected characteristics	<p>Positive impact for all categories with a particular emphasis on :</p> <ul style="list-style-type: none"> • Gender; • LGBT; • Race. <p>Negative impacts will be minimal although for some service users they may need time to acclimatise to the new service.</p>
Changes you have made to the proposal as a result of the EIA	

EQUALITY IMPACT ASSESSMENT

Key mitigating actions planned to address any outstanding negative impacts	Transition planning between new and existing provider has been built in to enable people time to adapt to a new provider in order to enable a smooth transfer of service users.
Potential negative impacts that cannot be mitigated	Service users and TUPE staff may take time to adapt to new arrangements beyond the transitional period

SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MS DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES****LEAD OFFICER: JULIE FISHER, STRATEGIC DIRECTOR BUSINESS SERVICES****SUBJECT: BUSINESS REMOVALS SERVICE****SUMMARY OF ISSUE:**

The Council has a requirement for Business Removal Services. This requirement is covered by the current contract which expires on 30 September 2014. It is therefore necessary to award a new contract, following a procurement activity Harrow Green have been selected to provide Business Removal Services, starting on 1 October 2014.

Due to the commercial sensitivity involved in the contract award process, the details of the evaluation process and scores, as well as full financial details are included as confidential information in the Part 2 report to demonstrate why the proposed contract delivered best value for money.

RECOMMENDATIONS:

It is recommended that, following consideration of the results of the procurement process in Part 2 of the meeting (as required), the award of a contract to Harrow Green be agreed, on the basis set out in the Part 2 report.

REASON FOR RECOMMENDATIONS:

The existing contract will expire on 30 September 2014. A full tender process, in compliance with the requirement of EU Procurement Legislation and Procurement Standing Orders has been completed, and the recommendations provide best value for money for the Council following a thorough evaluation process.

DETAILS:

1. Currently typical Business Removal Services within SCC range from simple 'man and a van' collections and deliveries to large scale office relocations. Moves are undertaken mainly on weekdays during office hours but the option for out of hours work will be required. Moves normally take place within and between all sites occupied by SCC both within the County boundaries of Surrey and also at SCC HQ based in Kingston upon Thames.

2. This report recommends that a framework for the provision of Business Removal Services to commence on 1 October 2014 is awarded to Harrow Green and together with the Part 2 report, demonstrates why the recommended contract award delivers best value for money for Surrey County Council.

Background and options considered

3. The existing contract for the provision of Business Removal Services will expire on 30 September 2014. A full tender process, compliant with the European Public Procurement Regulations and Procurement Standing Orders, has been carried out following the receipt of authority from Procurement Review Group (PRG) on 8 July 2014. This included advertising the contract opportunity in the Official Journal of the European Union (OJEU) on 11 February 2014.

Procurement Strategy

4. Several options were considered when completing the Strategic Sourcing Plan (SSP) outlining the best route to market, before starting the procurement activity. These were to utilise the current ESPO (Eastern Shires Procurement Organisation) framework, deliver in house solution, revert to the previous 'man with a van' solution and run a full OJEU tender exercise to award a framework that is also accessible by Districts and Boroughs and other Councils within the SE7 region.
5. After a full and detailed options analysis it was decided to invite tenders as this demonstrated best value for money and would deliver the most suitable delivery solution for Surrey County Council.
6. A joint Procurement and Project team was set up to including representatives from Procurement and Property.

Use of e-Tendering and market management activities

7. In order to open the tender process to a wider range of suppliers than have previously been involved, an electronic tendering platform was used, Intend.
8. Use of the electronic tendering systems represents a major change from previous paper based processes and introduced a competitive process that was open and transparent to all involved.
9. Last time expressions of interest were sought for this requirement a total of 7 number of suppliers responded. Through the market stimulation activities completed during the planning phase of the procurement process, a total of 14 number of suppliers responded.

Key Implications

10. By awarding a contract to Harrow Green for the provision of Business Removals Services to commence on 1 October 2014, the Council will be meeting its duties and ensuring business continuity and staff needs are met during office removal projects.

11. The management responsibility for the contract lies with the Property Service Contract Manager and will be managed in line with the Contract Management Strategy and plan as laid out in the contract documentation which also provides for review of performance and costs, including inflationary increases.

Competitive Tendering Process

12. The contract has been let as a competitive tendering exercise. It was decided that the open process was appropriate because it encouraged a wider range of applicants and reduced the tendering timescales.
13. The procurement activity included a Pre-Qualification stage, where suppliers expressing an interest in the advertised tender opportunity were evaluated to ensure that they had the legal, financial and technical capacity (including their health & safety, equal opportunities policies and social value) to undertake the contract for the Council. The results of this process were that of the all suppliers who expressed an interest were included in the tender evaluation stage.
14. An invitation to tender was sent to these 14 suppliers, who were given 40 days to complete and submit their tender. These tenders were then evaluated against the following criteria and weightings, the results being that Harrow Green scored highest.

RISK MANAGEMENT AND IMPLICATIONS:

15. The contract is a framework that does not commit the Council to any volumes of spend. This will allow the Council to cease using the contract should priorities change or funding no longer be available.
16. All short listed tenderers successfully completed satisfactory financial checks as well as checks on competency in delivery of similar contracts at the Pre-qualification stage.

Section 151 Officer Commentary

17. The cost of approving the recommended supplier to deliver the likely level of moves is provided for in the current Medium Term Financial Plan.

Legal Implications – Monitoring Officer

18. The Council has undertaken a competitive procurement exercise in accordance with the EU procurement regulations, to engage the supplier for business removals services. The framework agreement offers the Council various measures of protection, including a requirement that the supplier subscribes for public liability insurance cover at £10,000 000.

Equalities and Diversity

19. The project team agreed that a formal EIA would not be required on this occasion as the services to be provided within the Council commercial buildings and will not impact on members of the public or staff.
20. The framework agreement which the supplier will sign stipulates that the supplier will comply with all relevant equality and diversity legislation (including

the Equality Act 2010) whilst performing the services. The framework agreement also requires the supplier to comply with the Council's Recruitment and Selection and Safer Recruitment policies when dealing with safeguarding responsibilities for vulnerable children and adults implications.

Other Implications:

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

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	With regard to the supplier's personnel who potentially may participate in providing these services to school premises or which may otherwise involve contact with children including Looked After Children, the Council has reserved the right in the framework agreement to require the suppliers to ensure that all its personnel engaged in the provision of the service have been checked with the Disclosure and Barring Service (DBS) and received a clear Enhanced Disclosure Certificate. The Council may require persons employed or otherwise engaged by the suppliers to undertake other security checks in accordance with the Council's vetting procedures.
Safeguarding responsibilities for vulnerable children and adults	With regard to the supplier's personnel who potentially may participate in providing these services to premises or which may otherwise involve contact with vulnerable children and adults the Council has reserved the right in the framework agreement to require the suppliers to ensure that all its personnel engaged in the provision of the service have been checked with the Disclosure and Barring Service (DBS) and received a clear Enhanced Disclosure Certificate. The Council may require persons employed or otherwise engaged by the suppliers to undertake other security checks in accordance with the Council's vetting procedures.
Public Health	No significant implications arising from this report

Climate change	Supplier operates zero landfill
Carbon emissions	The supplier's vehicles meet council targets on emissions and they are opening a depot in Guildford so travel distances will be reduced.

Climate change/carbon emissions implications

Framework will require recycling and reuse of redundant items or donation to charity to meet zero land fill targets

IT components will be recycled

Supplier will be asked about the make and model of fleet, the fuel type used and the CO2 emissions and will be opening a depot in Guildford.

WHAT HAPPENS NEXT:

The timetable for implementation is as follows:

Action	Date
Cabinet decision to award (including 'call-in' period)	2 October 2014
Standstill Period	12 – 22 September 2014
Contract Signature	29 September 2014
Contract Commencement Date	2 October 2014

The Council has an obligation to allow unsuccessful suppliers the opportunity to receive a debrief and have the opportunity to challenge the proposed contract award before the contract is entered into. This period is referred to as the standstill period.

Contact Officer:

Keith Coleman, Corporate Category Manager – Tel: 020 8541 7601

Annexes:

None

Sources/background papers: None

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SURREY COUNTY COUNCIL**CABINET****DATE: 23 SEPTEMBER 2014****REPORT OF: MRS LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING****LEAD****OFFICER: NICK WILSON, STRATEGIC DIRECTOR, CHILDREN SCHOOLS AND FAMILIES****PETER-JOHN WILKINSON, ASSISTANT DIRECTOR, SCHOOLS AND LEARNING****SUBJECT: NATIONAL AUTISTIC SOCIETY/CULLUM AUTISM CENTRES IN SURREY SCHOOLS**

17

SUMMARY OF ISSUE:

The National Autistic Society (NAS) proposes to work in partnership with Surrey County Council and four nominated secondary schools to develop four Centres of Education Excellence for young people with autism. Funding up to £4m will be provided by the NAS specifically for the delivery of the facilities.

The centres will be delivered in 2 phases: - phase 1, Salesian School, Chertsey and Rodborough School, Godalming have each agreed to host an autism-specific resourced provision for 20 students aged 11-16 with a proposed opening date of Easter 2015 for the Salesian Centre and September 2015 for the Rodborough Centre. Phase 2 centres are planned to be located at Howard of Effingham School and Hinchley Wood School the timescales for which are to be finalised with NAS.

Approval is sought to provide a development contribution for each centre as requested by the NAS and to update existing SEN facilities at Salesian School.

RECOMMENDATIONS:

It is recommended that Cabinet:

- approves entering into a development and commissioning agreement and a service level agreement with the National Autistic Society to set up four resource centres at secondary schools for young people with autism and provide £50,000 funding for a development contribution for each centre
- determines the statutory notice for the inclusion of an SEN unit at Salesian School, for which the representation period ended on 12 September 2014.
- agrees to increase the capacity of the centre at Salesian School, providing funding of £321,902 to include updated and fit for purpose facilities for its existing SEN pupils.

REASON FOR RECOMMENDATIONS:

The Learning Difficulties Review (2012) identified an ongoing shortage of Surrey maintained provision for young people with high functioning autism (HFA) and related conditions. There is currently no autism-specific resource centre at secondary level.

This proposal will increase the capacity of SEN provision for high-functioning autism in Surrey by 40 places in the first phase and by 80 places on completion of the second phase. It will develop improved integration with mainstream schooling. The four schools where centres are proposed indicated their willingness to work with the project and on the basis of their geographical spread offer equality of provision across the county.

Surrey currently places approximately 250 students with autism in non-maintained independent (NMI) schools. Additional high quality maintained provision within Surrey is expected to reduce these costs.

The NAS is a nationally respected provider of autism education. A partnership offer will enhance the credibility and quality of Surrey autism provision. Parental confidence will be increased, reducing parental preference for NMI.

DETAILS:

1. Data analysis from the Learning Difficulty (LD) review (2012) reveals a clear need for additional autism provision within the local authority. There is continued growth in pupils with a diagnosis of autism. Future projections indicate that this cohort of students is set to increase, placing further demand on current provision where SCC has the biggest gap in provision for HFA.
2. Currently, if a young person with autism who is deemed capable of getting GCSEs finds the overall environment of a busy mainstream school too demanding to manage on a full-time basis, then there is little alternative maintained provision to meet these needs. Surrey's special schools in this area cater primarily for young people who have both autism and learning needs.
3. A resource centre at a mainstream school allows students with high functioning autism to have access not only to autism-specific teaching strategies including an emphasis on social communication, but also to high quality specialist subject teaching across the full range of the curriculum at a GCSE level of delivery. Students would generally be expected to spend at least 60% of the school day included in mainstream lessons.
4. The NAS has financial support from the Cullum Family Trust to implement four NAS Cullum Autism centres in Surrey. There is no set amount for each individual centre and any programme cost overruns will be borne by the NAS. The NAS offer is for a total capital input up to £4m, subject to a development contribution of £50,000 per centre from Surrey County Council.
5. The capital funding for each centre will be paid directly to the schools (3 of the schools are academies and therefore there is no SCC involvement in the delivery process other than to provide a development contribution to NAS)

6. The costs to be met from this donation include design, planning, construction/refurbishment, equipping and fitting out. The resource centres will be planned and built by the NAS and an integrated project review group will be established to ensure that there is common understanding of the purpose of the project, key roles and responsibilities and financial accountability for the delivery of the project.
7. Once delivered the furnished and equipped centres will be handed over to the host school. The development contribution becomes payable within 30 days of practical completion of each unit. The local authority will be responsible for placing students at the centre, separate from the host school's admissions arrangements, by following the statutory process for the assessment of special educational needs. The centres will be known as NAS Cullum Centres and the NAS will have an ongoing commitment to providing quality assurance, monitoring and review.
8. These arrangements for development of the centre will be set out in a development and commissioning deed between The National Autistic Society, Surrey County Council, Salesian School and the Roman Catholic Diocese of Arundel and Brighton. A further service level agreement, which the Diocese will not be party to, will be put in place to set out the agreed arrangements for future operation of the centre.
9. The centres will be delivered in 2 phases - Phase 1, Salesian School, Chertsey and Rodborough School, Godalming have each agreed to host an autism-specific resourced provision for 20 students aged 11-16 with a proposed opening date of Easter 2015 for the Salesian Centre and September 2015 for the Rodborough Centre. Both schools are popular and oversubscribed. It is hoped that placing these units in high performing schools will give parents confidence to agree to mainstream rather than special places.
10. Hinchley Wood School and Howard of Effingham School have both agreed to host the final two centres. The delivery dates are to be agreed between those schools and the NAS. The 4 sites involved are all recognised by Ofsted as good or outstanding.
11. It was recognised that there were efficiencies to be realised if the current SEN facilities at Salesian could be integrated with the new autism facilities. Therefore there is an element of funding, £321,902 for Salesian School only which will be met from the existing capital allocation for SEN (Learning Difficulty Strategy) in the current 2014/19 Medium Term Financial Plan.

CONSULTATION:

12. The Learning Difficulties Review completed in 2012 involved engagement with a range of stakeholders.
13. Parents at local meetings attended by the Surrey branch of the NAS were overwhelmingly in favour of additional provision for young people with high-functioning autism. Salesian School published Statutory Notices, following a period of consultation and a Governing Body decision to increase the SEN facilities at their school. This paper also seeks to determine the statutory notice, for which the representation period ended on 12 September 2014,

subject to there being no representations. None have been received at the time of writing this paper.

14. Tripartite discussions with NAS, SCC and host schools have taken place. Host schools have consulted governors and in the case of Salesian School, the Diocese.
15. The remaining host schools which are academies will consult with parents and then school communities.

Statutory Proposal for prescribed alteration at Salesian School

16. The delivery of the new centre at Salesian School represents a prescribed alteration to SEN provision at a mainstream school, and we are therefore required to follow statutory procedures in respect of the development. The reasons for the alteration have been set out in this report.
17. The school has consulted on the proposals as follows:

In April 2014 the school published details on their website of the proposals and outlined them in the April Newsletter to parents. No comments were received. A notice has been displayed in the school reception (to be removed on 10 September 2014) for which the school received between 10 and 20 verbal responses in support of the proposals. No written communication has been received.

RISK MANAGEMENT AND IMPLICATIONS:

18. In line with the current population growth the number of pupils with high functioning autism is predicted to rise placing an increasing burden on the LA to either place pupils in NMI provision or create local places. It is expected that this programme, locating provision in successful and popular secondary schools, will create an attractive offer to parents to choose an in-county, lower cost provision based on autism specific principles but with access to a full range of mainstream facilities. This carries a reputational risk which will be mitigated by the quality assurance provided by the NAS a nationally respected organisation.
19. The funding for the delivery and fitting out of the centres will be provided by the NAS. Arrangements for the delivery and handover of the new buildings have been agreed between the NAS, the schools and Surrey County Council. An integrated project board will be established by the NAS, membership of which is detailed in the Deed, and which will be in place to oversee key roles and ensure quality and financial accountability.
20. The host school may decide that it does not wish to continue with its offer to host the resource centre for young people with autism. The contract will include compensation clauses to cover this eventuality and the NAS will place a clawback liability on each school. The clawback details are written into the Service Level Agreement.
21. The County Council has agreed to fund the transitional arrangements for the first two years of each Centre opening, which is usual practice. There is a small risk that places will not be filled in the Centres and the County Council does not receive the place funding and would bear the cost. However, this

scenario is unlikely given the Centres are at very popular secondary schools. This risk is also partially mitigated by the phasing of the development.

Financial and Value for Money Implications

22. Data analysis shows that 619 pupils were placed into non-maintained and independent schools in September 2013. Over one third of these places were for pupils with autism. The average annual cost of a non maintained or independent day place for a pupil with autism is £43,000. The expected increase in the number of children and young people with autism and the lack of local specialist maintained provision means that by 2017/18 Surrey could be spending up to £12.2 million per year to support pupils with autism.
23. In this proposed model of supported inclusion into mainstream lessons, the average per pupil place annual cost is £22,000. This is significantly less than the average annual cost for an NMI school day place. The expectation is that this purpose-built resourced provision will be highly attractive to families, thus reducing demand for NMIs. Assuming the average cost of an NMI placement is on average more than those retained within county provision the creation of 80 additional autism places could potentially reduce future costs by £1.7m p.a. on-going.
24. Local Authority capital funding for this scheme is to be met from the LD strategy capital allocation in the 2014/19 MTFP.
25. The additional space being created and funded by SCC for Salesian represents value for money as we are only contributing to the increase in size of a building predominantly funded by NAS. The NAS specifications and design has been subject to robust analysis by their technical advisors and the NAS have set up governance arrangements for each project whereby each will be governed by their own project board reporting to a programme board. Details of the boards are in the NAS scope document.

Section 151 Officer Commentary

26. The Section 151 Officer confirms that the capital funding for the Surrey County Council contribution is included within the Learning Difficulties Strategy allocation already included in the 2014/19 Medium Term Financial Plan.
27. The revenue implications of the agreed transitional funding have been evaluated and although there is a risk of additional costs to the County Council, these are considered to be minimal and manageable. The overall opinion is that these centres will be popular and places will be occupied, therefore leading to potentially reduced costs within the Special Education Needs centrally managed budgets.

Legal Implications – Monitoring Officer

28. The arrangements set out in this report will provide additional facilities to support the Council in meeting its duties to children with special educational needs. A development and commissioning deed and service level agreement will be entered into. Legal Services are advising on the content of the agreements, which will cover both the development of the centre and its future operation.

29. The delivery of the new centre at Salesian School represents a prescribed alteration to SEN provision at a mainstream school, and we are therefore required to follow statutory procedures in respect of the development. The school has consulted on the proposal, as described above, and has published statutory notices under the relevant regulations requiring any formal representations about the proposals to be made by 12 September. The proposals then fall to be determined by the Cabinet Member as decision maker. At the time of writing this report, no representations have been received, but any representations received by 12 September must be taken into account in determining the proposal.

Equalities and Diversity

30. Equality Impact Assessment included at Annex 1.

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

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications arising from this report
Safeguarding responsibilities for vulnerable children and adults	The centre will be operated in accordance with the schools safeguarding qualities and procedures.
Public Health	No significant implications arising from this report
Climate change	No significant implications arising from this report
Carbon emissions	No significant implications arising from this report

WHAT HAPPENS NEXT:

If approved:

- SCC, Salesian School, the NAS and the Diocese will sign a development and commissioning deed for the scheme at Salesian scheme. This deed will include a commitment to fund the development contribution for each of the four schemes once the building works are complete on each site.
- SCC, each of the 4 schools (as the following 3 are delivered) and the NAS will sign a service level agreement setting out the terms of the contract and the commissioning of places.
- As this reports seeks approval to enter into an agreement with all 4 schools we do not intend to submit further individual reports for Cabinet approval.
- The Statutory Notices will be published in due course by the relevant academy (Rodborough, Hinchley Wood and Howard of Effingham) for the following 3 schemes and we will seek determination of those notices at the

appropriate time in individual reports to the Cabinet Member for Schools and Learning.

Contact Officer:

Peter-John Wilkinson, Assistant Director, Schools and Learning Tel: 020 8541 9907

Gabrielle Close, QA and Professional Standards Manager, Schools and Learning
Tel: 01483 51721

Consulted:

Host Schools' Communities
SCC Services for Young People

Annexes:

Annex 1. Equality Impact Assessment

Sources/background papers:

SEN LD Review 2012

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1. Topic of assessment

EIA title:	Proposal for Resource Centres for Young People with Autism at in Partnership with the National Autistic Society: Phase 1 Centres at Rodborough School and Salesian School
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EIA author:	Gabrielle Close, Quality Assurance and Professional Standards Manager
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2. Approval

	Name	Date approved
Approved by¹		

3. Quality control

Version number		EIA completed	
Date saved		EIA published	

4. EIA team

Name	Job title (if applicable)	Organisation	Role
Mark Scarborough	Area Education Officer for NW	Surrey County Council	
Paula Evans	Area Education Officer for SW	Surrey County Council	
Kieran Holliday	Schools Commissioning Officer	Surrey County Council	
Gary Anderson	Principal Consultant Inclusion and SEN	Babcock 4S	
Zarah Lowe	Provisions and Partnership Development Manager	Surrey County Council	

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>It is proposed that two new centres for young people with autism are opened at Salesian School and Rodborough School, as Phase 1 of a project in partnership with the National Autistic Society (NAS) to open 4 centres in total. The centres will be planned, built and equipped on the school site with finances provided by the NAS. Ownership will then be legally passed to the schools.</p>
<p>What proposals are you assessing?</p>	<p>The proposal is to develop the four centres at schools with outstanding reputations, offering the best teaching and learning to this vulnerable population of young people with high functioning autism who have the academic potential to achieve GCSEs, but through barriers posed by their autism, are unable to access mainstream school for the full day. The centres will form part of the continuum of autism provision in Surrey, providing a much-needed bridge between full-time mainstream and full-time special school. The buildings will be purpose-built to meet the needs of the identified cohort; the resource centre will provide specialist expertise and also staff development to mainstream staff. The delivery of the curriculum will be personalised to can meet the needs of the individual. Each centre will have 20 places, thereby increasing the autism provision by 40 places in Phase 1 and by a total of 80 places on completion of Phase 2.</p> <p>It is proposed that the Salesian Centre is opened in January 2015 with 8 places available primarily to Year 8 and Year 9 students. The Rodborough Centre is proposed to be opened in September 2015. The Local Authority will be responsible for placing students through a transparent and equitable placement planning process which is separate from the host school's admissions arrangements</p> <p>The proposed changes are described as a "prescribed alteration and require the publication of statutory Notices and the agreement of Surrey County Council's Cabinet Member for Schools and Learning before they can be implemented.</p>
<p>Who is affected by the proposals outlined above?</p>	<ul style="list-style-type: none"> • Young people with high functioning autism living in Surrey • Families of young people with high functioning autism living in Surrey • Host school communities

EQUALITY IMPACT ASSESSMENT TEMPLATE

6. Sources of information

Engagement carried out
<ul style="list-style-type: none">• Learning Difficulties Review completed in 2012 involved engagement with a range of stakeholders• Public presentations at the National Autistic Society Surrey Branch• Host schools liaising with their own governance and school communities
Data used
<ul style="list-style-type: none">• 16-25 SEND Needs Analysis• Analysis of current provision compared with current level of need for students a Statement of SEN with the primary need ASD

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

EQUALITY IMPACT ASSESSMENT TEMPLATE

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

Protected characteristic ²	Potential positive impacts	Potential negative impacts	Evidence
Age	There will be an increased level of local education provision for secondary aged young people with high functioning autism, and less young people will be placed in a school away from home and their local community.	There will be a limited amount of places available. Some families and young people may be disappointed not to be placed in one of the resourced provisions.	Data analysis shows that 619 pupils were placed into non-maintained and independent schools in September 2013. Over one third of these places were for pupils with autism. The average cost of a non-maintained or independent place for a pupil with autism is £74,000. The expected increase in children and young people with autism and the lack of local specialist maintained provision means that by 2017/18 Surrey could be spending an extra £12.2 million per year to support pupils with autism.
Disability	There will be an increased level of local education provision for secondary aged young people with high functioning autism, and less young people will be placed in a school away from home and their local community. Students will continue to have access to mainstream inclusion.	There will be a limited amount of places available. Some families and young people may be disappointed not to be placed in one of the resourced provisions.	Data analysis shows that 619 pupils were placed into non-maintained and independent schools in September 2013. Over one third of these places were for pupils with autism. The average cost of a non-maintained or independent place for a pupil with autism is £74,000. The expected increase in children and young people with autism and the lack of local specialist maintained provision means that by 2017/18 Surrey could be spending an extra £12.2 million per year to support pupils with autism.
Gender reassignment	No impact identified	No impact identified	No impact identified
Pregnancy and maternity	No impact identified	No impact identified	No impact identified
Race	Panel decisions for placements will be made	None identified	No impact identified

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

EQUALITY IMPACT ASSESSMENT TEMPLATE

	without discrimination on grounds of race, religion and belief, sex, sexual orientation.		
Religion and belief	Panel decisions for placements will be made without discrimination on grounds of race, religion and belief, sex, sexual orientation.	None identified	No impact identified
Sex	The proposal is for a mixed gender school.	None identified	No impact identified
Sexual orientation	Panel decisions for placements will be made without discrimination on grounds of race, religion and belief, sex, sexual orientation.	None identified	No impact identified
Marriage and civil partnerships	This proposal is for young people aged 11-16 years, therefore this is not applicable.	None identified	No impact identified
Carers³	Parent carers of young people with high functioning autism will benefit from local provision for their children.		

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

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
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³ Carers are not a protected characteristic under the Public Sector Equality Duty, however we need to consider the potential impact on this group to ensure that there is no associative discrimination (i.e. discrimination against them because they are associated with people with protected characteristics). The definition of carers developed by Carers UK is that 'carers look after family, partners or friends in need of help because they are ill, frail or have a disability. The care they provide is unpaid. This includes adults looking after other adults, parent carers looking after disabled children and young carers under 18 years of age.'

EQUALITY IMPACT ASSESSMENT TEMPLATE

Age	Staff recruitment decisions will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Disability	Staff recruitment decisions will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Gender reassignment	Staff recruitment decisions will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Pregnancy and maternity	Staff recruitment decisions will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Race	Staff recruitment decisions will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Religion and belief	Staff recruitment will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Sex	Staff recruitment will be made	None identified	No impact identified

EQUALITY IMPACT ASSESSMENT TEMPLATE

	without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation		
Sexual orientation	Staff recruitment will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Marriage and civil partnerships	Staff recruitment will be made without discrimination on grounds of age, disability, race, religion and belief, sex, sexual orientation	None identified	No impact identified
Carers	No impact identified	None identified	No impact identified

EQUALITY IMPACT ASSESSMENT TEMPLATE

8. Amendments to the proposals

Change	Reason for change
There are currently no amendments to the proposals	

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
There will be an increased level of local education provision for secondary aged young people with high functioning autism, and less young people will be placed in a school away from home and their local community, benefiting young people, their parent carers and their families	Placement panel identifies and agree appropriate placements for pupils whose needs can be met at newly designated school	November 2015 and onwards	4 x Area Education Officers
There will be a limited amount of places available. Some families and young people may be disappointed not to be placed in one of the resourced provisions.	Thresholds and access criteria will need to be clearly publicised Where demand for places exceeds supply, placement panel identifies and agree appropriate alternative placement and support packages for those pupils who are not placed at the resourced provision	By September 2014 By September 2014	HASEN 4 x Area Education Officers

10. Potential negative impacts that cannot be mitigated

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

EQUALITY IMPACT ASSESSMENT TEMPLATE

At this stage of the proposal, there are no potential impacts that cannot be mitigated	

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	<ul style="list-style-type: none"> • Learning Difficulties Review completed in 2012 involved engagement with a range of stakeholders • Informal consultation stage has involved The National Autistic Society Surrey Branch, Family Voice • Host schools are consulting with their own school communities, including governance. • No statutory consultation is required
Key impacts (positive and/or negative) on people with protected characteristics	<ul style="list-style-type: none"> • There will be an increased level of local education provision for secondary aged young people with high functioning autism, and less young people will be placed in a school away from home and their local community.
Changes you have made to the proposal as a result of the EIA	None at this stage, prior to consultation
Key mitigating actions planned to address any outstanding negative impacts	<ul style="list-style-type: none"> • Placement panel places pupils in appropriate placement that meets with their needs • Where demand for places exceeds supply, placement panel identifies and agree appropriate alternative placement and support packages for those pupils who are not placed at the resourced provision
Potential negative impacts that cannot be mitigated	None at this stage, prior to consultation

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Section 151 Finance cleared on:	28/08/14
Strategic Director cleared on:	04/09/14
Cabinet Member cleared on:	28/08/14

SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014

REPORT OF: MS DENISE LE GAL, CABINET MEMBER FOR BUSINESS SERVICES

MRS HELYN CLACK, CABINET MEMBER FOR COMMUNITY SERVICES

LEAD OFFICER: JULIE FISHER, STRATEGIC DIRECTOR FOR BUSINESS SERVICES

SUBJECT: MODELS OF DELIVERY – OPTIONS APPRAISAL

**SUMMARY OF ISSUE:**

The Council has identified the potential to generate income and secure efficiencies by delivering fire training and other associated services to a range of organisations. The Cabinet is asked to support this opportunity and agree that the Council seeks a commercial partner who can provide the necessary additional capacity and capability to enter into new markets in order to maximise the benefits of the current and future opportunities.

Once a successful partner is identified, a collaborative agreement will be put in place to allow the organisations to work together to jointly bid for upcoming training contracts and other relevant activities. If these bids result in a contract or contracts being awarded, a further report will come to Cabinet for decision on the most appropriate delivery model, e.g. a joint venture.

RECOMMENDATIONS:

It is recommended that:

- a) The Council seeks a commercial partner for the delivery of training (including fire training) services to third parties and other relevant activities as stated in Option 3 at paragraph 10.
- b) Cabinet delegates authority to the Strategic Director for Business Services, following an appropriate procurement exercise and in consultation with the Cabinet Members for Business Services and Community Services, to enter into a collaborative agreement with the successful commercial partner.

REASON FOR RECOMMENDATIONS:

The Council has identified the potential to generate income by delivering training, including fire training, services and potentially other relevant activities to a range of organisations and wishes to pursue this opportunity. The Cabinet is asked to support this approach and agree that, through a procurement process, the Council seeks a commercial partner for the delivery of these activities and enters into a collaborative agreement with the successful partner to jointly pursue work in this area.

DETAILS:

1. On 26 March 2013, the Cabinet considered a report on Models of Delivery, aimed at strengthening the Council's approach to Innovation. This included a recommendation acknowledging the opportunities that a range of delivery models provides and welcoming future proposals (expressed as options appraisals and business cases) from services across the Council over the three-year period 2013-16.
2. In line with this decision, a number of services have been looking at the opportunities to extend existing or enter new markets, including the potential to partner with other providers where this strengthens our ability to deliver services more widely.
3. One such opportunity has been identified with the Council's Surrey Fire and Rescue Service (SFRS) around the delivery of services, including training.

Training Services

4. In order to deliver a high-performing service to the residents of Surrey, Fire-fighters and officers within SFRS undergo a wide-range of training on an ongoing basis.
5. The Council has built up a significant level of expertise in the delivery of training which, coupled with the technical expertise of staff, is a valuable asset. In addition, the Council has a purpose-built training centre at Wray Park. This delivers in-house training and is already used by other blue light partners, including some regional training delivery.
6. SFRS receive frequent requests from other organisations to provide training. This is a market that is expanding as more organisations look to out-source their training provision or look for more innovative and cost-effective ways to meet their needs. Given SFRS's expertise in this area and existing training centre provision, the Council is well-placed to take advantage of this expanding market.

Potential Models of Delivery

Option 1

7. This is a new area of work and the Council could decide to continue as is, using current resources to deliver trained staff to the necessary standard. However, this provides limited opportunities to maximise the value of existing training infrastructure, which is currently under-utilised and in need of modernisation, or mitigate against the decreasing ability to deliver training due to escalating costs and the need to identify further savings. It also reduces the potential to share skills and capabilities, and keeps the cost of course research and development changes high, making it more difficult to keep up with pace of transformation in the future.

Option 2

8. The Council could look to bid for work in the training market on its own. However, without additional resources, this would put significant pressure on the service, which could in the short-term affect its ability to drive forward

other necessary improvement activities needed to meet the requirements of the Medium Term Financial Plan. Given the financial pressures the Council is facing, this is not believed to be a viable option.

9. In addition, relying solely on in-house resources and expertise would limit the number and size of opportunities the service could bid for, and therefore the level of income that could be generated. Whilst additional resources could be recruited to deliver the required capacity, it is unlikely that this would match the commercial capabilities of others in the market, and this would therefore create additional risk for the Council.

Option 3

10. The Council could look for a suitable private sector provider willing to work in partnership with the existing in-house resources in an alternative delivery model, for example a joint venture. Working in partnership would allow Surrey to access a trusted organisation with an established presence in the market. It also provides opportunities to share resources and expertise, leading to efficiencies and greater potential to generate income.
11. Initial discussions with a range of private sector training providers indicate that there is interest in partnering with the public sector in this area. The Council's SFRS is seen as a trusted brand, with the technical expertise to enhance the training offer they can provide. In addition, Surrey's geographic location makes it an excellent base to provide training across London and the South East and with its proximity to London Gatwick and Heathrow, is an ideal base for international customers.
12. The nature of the partnership would develop in accordance with the opportunities identified. Initially this is likely to consist of a collaborative or exclusive agreement to work together to develop bids to win contracts in the market. An appropriate delivery vehicle, such as a Joint Venture Limited company, would be created in order to deliver contracts awarded. If a joint venture is needed, a further report will come to Cabinet for decision.
13. Given the benefits the partnership approach present, option 3 is the preferred option.

Identifying a Partner

14. The Cabinet is asked to support further work in this area, which will identify a commercial partner to deliver training services and related activities and provides the necessary additional capacity and capability to maximise the opportunities in the market.
15. An appropriate partner will already be established in the market with a proven track record of delivering training services to emergency services. The provider will also need to recognise the value the Council can bring to the partnership and hold the same values as the Council in terms of demonstrating value for money and improved outcomes for residents. The partnership will be assessed to ensure that it meets the Council's ambition to develop innovative solutions and provides a good return on investment for Surrey.

16. In order to manage any risks and test the market, it is proposed that once a partner is identified, a collaborative agreement will be put in place to allow the organisations to work together to jointly bid for upcoming training contracts and other relevant activities. If the bids are successful, the appropriate delivery model, e.g. a joint venture, will then be presented to Cabinet for approval for the delivery of the agreed services.

CONSULTATION:

17. Discussions have taken place with the Fire Brigades Union (FBU), in line with the national protocol, and will continue throughout the procurement process as necessary. SFRS training staff have also been briefed on the proposal and will be given further opportunities to input into the process as plans develop. A letter has been sent to all staff affected by the proposals with the relevant sections of the report with a commitment that staff and the FBU and the other trade unions will be formally consulted on the proposals as they are progressed. All staff have been actively encouraged to engage in the opportunities to generate income and secure efficiencies.

RISK MANAGEMENT AND IMPLICATIONS:

18. There are some risks that the partnership will not be successful in gaining work from other organisations and therefore not generate the expected income. To mitigate against this, the market will first be tested via a collaborative agreement. This will ensure that any commitment of resources is kept to a minimum in the early stages and ensure this is the correct approach and partnership for the Council.
19. The agreement will also ensure that there is clarity from the start about the level of commitment needed from both partners.

Financial and Value for Money Implications

20. SFRS has identified the potential to generate increased income through partner arrangements, given the stronger market presence and increased capacity it will provide, and is one of the ways the service has identified to deliver its Medium Term Financial Plan targets. This will generate income for the Council which will help maintain the Council's financial resilience and ability to deliver services to Surrey residents.
21. Initial resources will be required from Surrey Fire and Rescue Service, Procurement, Finance and Legal to procure a partner in this area and agree the collaborative agreement. Once this is in place, resources will be required to support any joint bid teams as opportunities arise. It is envisaged this would involve a small team of officers working full-time for short, intense periods of time as bids need to be developed rather than permanent secondments.
22. Any resource committed to bidding for work and delivery will be balanced against the likelihood of winning the work and achieving the necessary return. Commitment of resources may vary depending on the nature of the bid and the relative expertise of each partner on a case-by-case basis. The share of benefits would also therefore vary based upon the relative contribution each partner is making to any particular contract. Where possible, resources will be identified within current budgets and teams by prioritising activity.

However, where this is not possible and additional resources or backfilling of posts is required, then an invest to save case will be put forward for approval by the Investment Panel.

23. The opportunities being considered may result in a requirement to invest in the Council's training facilities. The parties will develop the business case for investment as appropriate and consideration will be given to the advantages of joint capital investment or the provision of the necessary funds by the Council alone. The returns on investment would be shared appropriately.

Section 151 Officer Commentary

24. The Section 151 Officer confirms that an appropriate evaluation of the options has been considered, and that the recommended option will enhance the ability of the service to deliver income to contribute to the achievement of the Medium Term Financial Plan targets. There is some risk, as is the case with any commercial consideration, that the partnership is unsuccessful in winning some contracts. As stated in this report, resources committed to bidding for contracts will be balanced against the likelihood of winning the work and achieving the necessary return.
25. The nature of the partnership will develop in accordance with the opportunities identified and appropriate company vehicles will be required to deliver the services to market. The shareholding in a joint vehicle will be determined to ensure an appropriate balance between the risk and reward as contributed / taken by each party. The Section 151 Officer confirms that consideration will be given to the most beneficial structure for approval by Cabinet at a later date.

Legal Implications – Monitoring Officer

26. In relation to Options 1 and 2, the Council could only sell its services to other Local Authorities and Public Bodies due to restrictions in the Local Authorities (Goods and Services) Act 1970.
27. In relation to Option 3, The Localism Act 2011 provides the Council with a general power of competence. This power enables the Council to do anything for a commercial purpose unless other statutory restrictions apply. In order to choose the relevant private sector partner the Council is required to follow a Procurement process as stated in the Council's Procurement Standing Orders and the Contract Regulations 2006.
28. Having considered the options above, Option 3 appears the most legally appropriate. The Council is able to enter into a collaborative agreement with the successful commercial partner following the procurement process.

Equalities and Diversity

29. 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.
30. At this time, it is not considered that an Equalities Impact Assessment is required as there are no implications for any public sector equality duties due to the nature of the current proposal. However, this decision will be kept under constant review.

WHAT HAPPENS NEXT:

If the Cabinet supports the proposed course of action, then an appropriate procurement process will be carried out to identify an appropriate commercial partner, using the principles outlined in Option 3 and paragraphs 15-16. Once a successful partner is identified, a collaborative agreement will be put in place to allow the organisations to work together to jointly bid for upcoming training contracts and other relevant activities. If successful in gaining work in this area, an appropriate delivery model or models will then be put in place to deliver the agreed services, with further reports to Cabinet as necessary.

Contact Officer:

Rachel Crossley, New Models of Delivery Lead
020 8541 9993

Consulted:

Chief Executive
Cabinet Associate for Fire and Police Services
Fire Brigades Union

Annexes:

None

Sources/background papers:

Strengthening the Council's Approach to Innovation: Models of Delivery (Cabinet, 26 March 2013)

SURREY COUNTY COUNCIL

CABINET

DATE: 23 SEPTEMBER 2014

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 the delegated decisions taken by Cabinet Members since the last meeting of the Cabinet.

RECOMMENDATIONS:

It is recommended that the Cabinet note the decisions taken by Cabinet Members since the last meeting as set out in Annex 1.

REASON FOR RECOMMENDATIONS:

To inform the Cabinet of decisions taken by Cabinet 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 since the last Cabinet 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 meetings (available on the Council's website)

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CABINET MEMBER DECISIONS

JULY / SEPTEMBER 2014

(i) Financial Support to Voluntary, Community and Faith Bodies

Details of decision

1. That financial assistance be provided to Young Epilepsy in the form of an interest free loan of £800,000, for a period of up to five years, subject to satisfactory financial and legal due diligence, with repayments in three equal instalments due on 31 December 2017, 31 December 2018 and 31 December 2019 .
2. That financial assistance be provided to the Surrey Community Association in the form of an interest free credit facility up to £200,000 for a period of two years, subject to satisfactory financial and legal due diligence.
3. That officers develop a standard approach to agreeing financial assistance to the voluntary, community and faith sector in Surrey to align with existing policies on grants and report back to the Cabinet.

Reasons for decision

Voluntary, community and faith organisations provide essential services to Surrey residents that align with the council's objectives.

The loan to Young Epilepsy will enable the charity to fix costs of construction now and enable them to develop the interventions needed to enable proper care plans to be produced to cover medical, educational and social needs for young people with epilepsy. Young epilepsy has signalled an intent to pilot this national work in Surrey schools.

The loan will enable Surrey Community Association to have sufficient resources to make grants to the voluntary, community and faith sector in Surrey funded by the European Social Fund.

To ensure that future requests for financial assistance are considered in a consistent and fair manner, a standard policy will be developed.

(Decision of Leader of the Council – 22 July 2014)

(ii) Surrey Fire & Rescue - Water Response Vehicles (part 1)

Details of decision

That the business case for the replacement of the on road water tankers be approved and the contract be awarded to the preferred supplier, as agreed on the basis set out in the Part 2 report.

Reasons for decision

The proposal supports the Fire Authority's statutory requirement to provide a fire and rescue service.

(Decision of Cabinet Member for Community Services – 24 July 2014)

(iii) Surrey Fire & Rescue - Water Response Vehicles (part 2)

Details of decision

That a fixed price contract be awarded to John Dennis Coachbuilders, for the purchase of three on road water tankers vehicles at a value, as set out in the submitted report.

Reasons for decision

A full tender process, in compliance with the requirement of EU Procurement Legislation and Procurement Standing Orders has been completed, and the recommendations provide best value for money for the Council following a thorough evaluation process. John Dennis Coachbuilders is a premier fire fighting vehicle and equipment supplier to Fire and Rescue Services throughout the UK and Ireland and was formed in 1985. John Dennis Coachbuilders is based in Guildford, Surrey.

(Decision of Cabinet Member for Community Services – 24 July 2014)

(iv) Investment in Epsom Primary School so that two year old children can access the free early education entitlement

Details of decision

That, subject to Investment Panel approval of the business case, a grant to Epsom Primary School of £143,000 to facilitate capital investment on the site of the school so that two year old children can access the free early education entitlement be approved.

Reasons for decision

The Department of Education requires all local authorities in England to secure free early education places for two-year-old children who meet the eligibility criteria based on household income. This report will ensure that plans are in place to make provision for such places in the Epsom area of Surrey where there is a current shortfall in provision.

(Decision of Cabinet Member for Schools and Learning – 26 August 2014)

(v) Contract Award for the provision of outsourced Occupational Therapy Assessments

Details of decision

That, subject to agreement of the detailed financial information and review of the procurement process followed which is set out in the submitted report, approval be given for contract awards to:

- Able 2 OT Services - East and Mid Surrey;
- SHA Disability Consultancy – North West and South West Surrey

Contracts will be for a three year period starting on 1 October 2014 with potential to extend for a further year and services need only be called off as needed.

It was requested that an update be sent to the Cabinet Member for Adult Social Care six months after the commencement of the contract.

Reasons for decision

The existing contracts will expire on 30 September 2014. A full tender process, in compliance with the requirement of EU Procurement Legislation and Procurement Standing Orders, has been completed and the recommendations provide best value for money for the Council following a thorough evaluation process.

The new contracts will ensure that Surrey residents continue to receive a timely Occupational Therapy assessment and provision of service with no delay as a result of vacancies or increased demand.

(Decision of Cabinet Member for Adult Social Care – 10 September 2014)

(vi) Spelthorne Short Stay School

Details of decision

- (1) That the business case for the project to convert Stanwell New Road to Spelthorne SSS at a total cost, as set out in the submitted report, be approved.
- (2) That the arrangements by which a variation of up to 10% of the total value may be agreed by the Strategic Director for Business Services in consultation with the Cabinet Member for Schools and Learning, the Cabinet Member for Business Services and the Leader of the Council be approved.

Reasons for decision

Spelthorne SSS is currently housed in the Sycamore Centre, Epsom which has serious building defects and continues to deteriorate. The insurance team have confirmed that we are not covered for the substantial repairs that would be required. This building was originally a domestic dwelling and is neither large enough nor suitable as an education establishment.

Riverbridge Primary School have vacated Stanwell New Road, Staines and re-located to their site at Park Avenue, Staines. This now frees Stanwell New Road for Spelthorne SSS to take up occupation in a building that is already an established education facility and will benefit the pupils by providing larger improved accommodation to deliver the curriculum.

(Decision of Cabinet Member for Business Services – 11 September 2014)

(viii) Petition – Barnett Wood School

Details of decision

That the response to the petition, attached as Appendix 1, be approved.

Reasons for decision

To respond to the petition.

(Decision of Cabinet Member for Schools and Learning– 11 September 2014)

(ix) To determine a proposal to relocate the Epsom Sycamore Centre Base of the North East Short Stay School to Stanwell New Road, Staines

Details of decision

- (1) That the Sycamore Centre in Epsom be vacated and closed.
- (2) That the short stay school provision on this site be relocated to the former Riverbridge Primary School building on Stanwell New Road in Staines.
- (3) Prior to the relocation, a modest programme of building works be completed to make the provision suitable for secondary age students.

Reasons for decision

The NE Short Stay Secondary School provision currently operates on two sites in Hersham and Epsom. The Epsom site has become unfit for purpose and requires urgent and substantial building work. The school's location is also not ideal: Spelthorne pupils attending the NE Short Stay School have no local provision and therefore have to travel out of borough to the Hersham site. As the former Infant School building on Stanwell New Road has become vacant, it is proposed to relocate the Epsom facility to this site and thus establish a base in Spelthorne Borough. The Hersham site will continue to operate as now.

(Decision of Cabinet Member for Schools and Learning – 11 September 2014)

(x) To determine the publication of Statutory Notices to consult on a proposal to extend Heathside School

Details of decision

- (1) The school be enlarged by one form of entry (from seven FE to eight FE), adding a net total of 150 places in Years 7 to 11 by 2020.
- (2) The school undertakes a programme of building remodelling on its present site to add teaching accommodation and improve the use of space on campus. This will enable the school to accommodate 1200 11-16 students (PAN 240) plus its sixth form which is not due to expand under this proposal
- (3) The expansion be effective from 1 September 2016 and be funded by Surrey County Council as part of its Basic Need Capital programme.

Reasons for decision

The trend of increased demand for places in primary schools in Elmbridge is due to move into the secondary phase of education in 2015 after which there is a growing need for secondary places that the borough's schools cannot currently meet. These places are required across the borough and most secondary schools are likely to expand by a form of entry over the period 2015-2018.

Heathside is a popular and successful school which delivers high quality education. It was rated by OFSTED at its last inspection (October 2013) as a good school and it is consistently over-subscribed. The proposed provision of 150 additional places at Heathside therefore meets the government's policy position to expand successful schools in order to meet parental preferences.

(Decision of Cabinet Member for Schools and Learning – 11 September 2014)

(xi) To determine the publication of Statutory Notices to consult on a proposal to expand Hinchley Wood Primary School

Details of decision

- (1) The school be enlarged by one form of entry (from two to three classes per year group), adding a net total of 210 places in Years R to 6 by 2020.

- (2) The school undertakes a building programme on its present site which would add teaching accommodation and a new kitchen and dining room.
- (3) This expansion be effective from 1 September 2016 and be funded by Surrey County Council as part of its Basic Need Capital programme.
- (4) Prior to the permanent expansion, Hinchley Wood Primary school would take one more bulge class in September 2015.

Reasons for decision

There has been an increasing trend in the demand for places in primary schools in Elmbridge. Despite the expansion of a number of local schools in The Dittons and Weston Green areas there will still be a need for one more form of entry by 2016.

Hinchley Wood Primary is a popular and successful school which delivers high quality education. It was rated by OFSTED at its last inspection (May 2012) as a good school and is consistently over-subscribed. The proposed provision of 210 additional places at Hinchley Wood therefore meets the government's policy position to expand successful schools in order to meet parental preferences.

(Decision of Cabinet Member for Schools and Learning – 11 September 2014)

(xii) To proposed expansion of Stoughton Infant School by one form of entry

Details of decision

That the Statutory Notice stating the local authority's intention to expand Stoughton Infant School be determined so that the school becomes a three form entry infant school from September 2015, with a published admission number (PAN) of 90 and a total of 270 infant places.

Reasons for decision

This action is reflective of the ongoing demand for school places in the North Guildford planning area, demonstrated by several years of additional 'bulge' classes. Additional classes have been provided at a number of schools, including Stoughton Infant School, which has already admitted two 'bulge' classes, increasing their current Reception and Year 1 cohorts to 90. They will admit another 'bulge' year of 90 places into Reception in September 2014, giving an overall capacity of 270.

Stoughton Infant School is an outstanding school and it is entirely appropriate to expand good schools in line with government policy. The provision of 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, meeting the wider statutory duty to offer all applicants a school place. It will also reduce the impact of school travel in the area as it will mean that an increased number of local children are able to attend a local school.

(Decision of Cabinet Member for Schools and Learning – 11 September 2014)

(xiii) The proposed expansion of junior (key stage 2) provision at Worplesdon Primary School by one form of entry

Details of decision

That the Statutory Notice stating the local authority's intention to expand the junior provision at Worplesdon Primary School be determined, such that the school will admit a form of entry at junior level (Year 3) with a Published Admissions Number (PAN) of 30 from September 2016. The PAN for Reception will remain at 60 meaning that the school will have an overall capacity of 180 places in Reception – Year 2 and 360 places in Years 3 – 6.

Reasons for decision

This action is reflective of the ongoing demand for school places in the North and West Guildford planning areas, demonstrated by several years of additional 'bulge' classes. Additional classes have been provided at a number of schools, including Stoughton Infant School, which has already admitted two 'bulge' classes, increasing their current Reception and Year 1 cohorts to 90. They will admit another 'bulge' year of 90 places into Reception in September 2014, giving an overall capacity of 270.

This proposal is in conjunction with the local authority's proposal to permanently expand Stoughton Infant School from two forms of entry to three forms of entry. If agreed, the increase in places at Stoughton Infant School will reduce the number of Year 3 places available at Northmead Junior School for children attending Wood Street Infant School which has historically been the typical route of progression to Key Stage 2. The proposal to expand Worplesdon is therefore intended to provide a clear and secure route through to Key Stage 2 for all children attending Wood Street Infant School, which will be reflected in the admissions criteria established at Worplesdon for the 30 additional places.

Worplesdon Primary School is a good school and it is entirely appropriate to expand good schools in line with government policy. The provision of places 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, meeting the wider statutory duty to offer all applicants a school place.

(Decision of Cabinet Member for Schools and Learning – 11 September 2014)

CABINET MEMBER RESPONSE TO PETITION

'We strongly support the expansion of Barnett Wood Infant School to incorporate a junior school'

Presented by Debbie Dalzell on behalf of Amanda Ross

Further details of petition:

'This is the only OFSTED "Outstanding" school in Ashted and we would like to see this standard extended to juniors too under the leadership of Mrs Penny. Let's make use of the already acquired land adjacent to the school to ease the pressure of expansion on other local schools. We would like to see the expansion happen as soon as possible and would urge Surrey County Council to explore all available options.'

RESPONSE:

Thank you for your petition and your interest in Schooling in the Ashted area.

As I am sure you are aware Surrey is experiencing a significant increase in the demand for school places and very few communities have been unaffected by this. As a Council we are undertaking a major capital programme that is providing 16,000 additional school places up to 2019. These are desperately required to ensure that all Surrey residents receive a high quality education.

There are currently two schools where consultations are being undertaken concerning their expansion within Ashted. All schools within the planning area have been considered as part of the process, including discussions with the Planning and Highways Authority.

It is anticipated that the number of pupils requiring schooling will increase in the area to reflect changes in local demographics. In addition it is expected that future housing in the Ashted area will significantly add to these demand patterns. If current trends continue, and with a view to further potential housing across the District, it is anticipated that demand for school places will continue to grow and that further school places will be required.

The Council has taken steps to proactively look at potential property assets that offer opportunities to meet this demand in a sustainable manner. Firstly through the provision of further additional junior places, and secondly with a view to look at the pattern of provision more widely to include the admission numbers at the existing schools, with a focus on junior provision.

As a result of this the Council has purchased a site next door to Barnett Wood Infant School with the view that this could possibly provide school places needed in the future. It would mean that Barnett Wood would have the potential to provide additional junior places in the area. Additionally the expansion of Barnett Wood is contained within the Schools Basic Need Capital

Programme. We will continue to work with the school to explore this option in detail and provide a project plan for its delivery.

It should be noted that any change to the present pattern of provision would require consultation both with schools, parents and wider stakeholders and it cannot be guaranteed that all respondents would welcome this proposal. Consultations would not start until we are sure that options are achievable and considerable work needs to take place to get to that position.

Mrs Linda Kemeny

Cabinet Member for Schools and Learning

11 September 2014

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