

Cabinet



Date & time
Tuesday, 26
November 2019
at 2.00 pm

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

Contact
Vicky Hibbert or Angela
Guest
Room 122, County Hall
Tel 020 8541 9229 or
020 8541 9075

Chief Executive
Joanna Killian



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Cabinet Members: Mr Mel Few, Mr Matt Furniss, Mr Mike Goodman, Dr Zully Grant-Duff, Mrs Julie Iles, Mr Colin Kemp, Mrs Mary Lewis, Mrs Sinead Mooney, Mr Tim Oliver and Ms Denise Turner-Stewart

Deputy Cabinet Members: Mrs Natalie Bramhall, Miss Alison Griffiths and Mr Mark Nuti,

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

1 APOLOGIES FOR ABSENCE

2 MINUTES OF PREVIOUS MEETING: 29 OCTOBER 2019

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

3 DECLARATIONS OF INTEREST

All Members present are required to declare, at this point in the meeting or as soon as possible thereafter

- (i) Any disclosable pecuniary interests and / or
- (ii) Other interests arising under the Code of Conduct in respect of any item(s) of business being considered at this meeting

NOTES:

- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest
- As well as an interest of the Member, this includes any interest, of which the Member is aware, that relates to the Member's spouse or civil partner (or any person with whom the Member is living as a spouse or civil partner)
- Members with a significant personal interest may participate in the discussion and vote on that matter unless that interest could be reasonably regarded as prejudicial.

4 PROCEDURAL MATTERS

a Members' Questions

The deadline for Member's questions is 12pm four working days before the meeting 20 November 2019.

b Public Questions

The deadline for public questions is seven days before the meeting 19 November 2019.

c Petitions

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

d Representations received on reports to be considered in private

To consider any representations received on 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 - 2)
- Cabinet to consider the following Task Group reports:
- a) Moving Closer to Residents Task Group (Resources & Performance Select Committee) – linked to items 10 & 14 on the agenda – report attached.
 - b) Greener Future Task Group (Communities, Environment & Highways Select Committee) – **report to follow**.
- 6 LEADER / DEPUTY LEADER / CABINET MEMBER/ STRATEGIC INVESTMENT BOARD DECISIONS TAKEN SINCE THE LAST CABINET MEETING** (Pages 3 - 10)
- To note any delegated decisions taken by the Leader, Deputy Leader, Cabinet Members, Committees-in-Common and Strategic Investment Board since the last meeting of the Cabinet.
- 7 LIBRARIES: OUR NEXT PHASE** (Pages 11 - 70)
- Following comprehensive consultation on the strategic principles for Surrey County Council’s Library and Cultural Service in early 2019, a new strategy for Libraries and Cultural Services and a new model for library services has been developed. This report seeks Cabinet approval for this strategy
- [The decisions on this item can be called in by the Communities, Environment and Highways Select Committee]*
- 8 FAMILY RESILIENCE - UNIVERSAL YOUTH OFFER** (Pages 71 - 78)
- Surrey County Council currently provides open access universal youth work that takes place in youth centres across the county. The youth centres are often underutilised and are not fulfilling their potential for the benefit of young people. It is recommended to consult on Surrey County Council ceasing to deliver universal open access youth services and to enable the voluntary, community and faith sector to use the youth centres at little or no cost.
- [The decisions on this item can be called in by the Children, Families, Lifelong Learning & Culture Select Committee]*
- 9 REVIEW OF CHARGES FOR PARKING IN COUNTRYSIDE ESTATE CAR PARKS** (Pages 79 - 94)
- The car parking charges policy is no longer aligned with the council’s overarching Community Vision 2030 and our Health & Wellbeing Strategy. In July of 2018, we agreed that a review of the impact of car park charging would be undertaken after 12 months of operation of the policy. This review has concluded that the original policy of charging for parking when visiting the Countryside Estate is not performing financially against original estimates.
- [The decisions on this item can be called in by the Communities, Environment and Highways Select Committee]*

- 10 MOVING CLOSER TO RESIDENTS: DELIVERING OUR AMBITION** (Pages 95 - 132)
- The Moving Closer to Residents programme, enabling our staff to work in more agile ways and seeing the Council locate its 'Civic Heart' in Surrey, is a fundamental part of the Council's overall transformation and modernisation plans. Along with improving services to residents and securing efficiencies, these will ensure we are an employer of choice, attracting the best talent in an increasingly competitive labour market.
- [The decisions on this item can be called in by the Resources and Performance Select Committee]*
- 11 2019/20 MONTH 6 (SEPTEMBER) FINANCIAL REPORT** (Pages 133 - 142)
- This report provides the details of the County Council's 2019/20 financial position as at 30 September 2019 (M6) for revenue and capital budgets, the expected outlook for the remainder of the financial year and also as a quarter-end report. It includes Treasury Management and Debt. Further details on Service budgets are to be found in Annex 1.
- [The decisions on this item can be called in by the Resources and Performance Select Committee]*
- 12 REGULATION OF INVESTIGATORY POWERS ACT 2000 - UPDATED CORPORATE POLICY AND PROTOCOL** (Pages 143 - 164)
- The Cabinet is asked to endorse an updated Corporate Policy and Protocol on the use of the Regulation of Investigatory Powers Act 2000 (RIPA) by council services.
- [The decisions on this item can be called in by the Resources and Performance Select Committee]*
- 13 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

- 14 MOVING CLOSER TO RESIDENTS: DELIVERING OUR AMBITION** (Pages 165 - 172)
- This Part 2 annex contains information which is exempt from Access to Information requirements by virtue of paragraph 3 – Information relating to the financial or business affairs of any particular person (including commercially sensitive information to the bidding companies).
- [The decisions on this item can be called in by the Resources & Performance Select Committee]*

15 COMMERCIAL PROGRAMME (WASTE) UPDATE

(Pages
173 -
176)

This Part 2 annex contains information which is exempt from Access to Information requirements by virtue of paragraph 3 – Information relating to the financial or business affairs of any particular person (including commercially sensitive information to the bidding companies).

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

16 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.

Joanna Killian
Chief Executive
Monday, 18 November 2019

QUESTIONS, PETITIONS AND PROCEDURAL MATTERS

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

Please note:

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

MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE

Those attending for the purpose of reporting on the meeting may use social media or mobile devices in silent mode to send electronic messages about the progress of the public parts of the meeting. To support this, County Hall has wifi available for visitors – please ask at reception for details.

Anyone is permitted to film, record or take photographs at council meetings. Please liaise with the council officer listed in the agenda prior to the start of the meeting so that those attending the meeting can be made aware of any filming taking place.

Use of mobile devices, including for the purpose of recording or filming a meeting, is subject to no interruptions, distractions or interference being caused to the PA or Induction Loop systems, or any general disturbance to proceedings. The Chairman may ask for mobile devices to be switched off in these circumstances.

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

SURREY COUNTY COUNCIL**CABINET****DATE: 26 NOVEMBER 2019****REPORT OF: N/A****LEAD OFFICER: JOANNA KILLIAN, CHIEF EXECUTIVE****SUBJECT: LEADER/DEPUTY LEADER/CABINET MEMBER/ STRATEGIC INVESTMENT BOARD AND COMMITTEE-IN-COMMON DECISIONS TAKEN SINCE THE LAST CABINET MEETING****SUMMARY OF ISSUE:**

To note the delegated decisions taken since the last meeting of the Cabinet.

RECOMMENDATIONS:

It is recommended that the Cabinet note the decisions taken by Cabinet Members / Investment Board since the last meeting as set out in Annex 1.

REASON FOR RECOMMENDATIONS:

To inform the Cabinet of decisions taken by Cabinet Members, Strategic Investment Board and the Committee in Common subcommittee 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. The Leader has also delegated authority to the Strategic Investment Board to approve property investment acquisitions, property investment management expenditure, property investment disposals and the provision of finance to its wholly owned property company, Halsey Garton Property Ltd.
3. Delegated decisions are scheduled to be taken on a monthly basis and will be reported to the next available Cabinet meeting for information.
4. **Annex 1** lists the details of decisions taken since the last Cabinet meeting.

Contact Officer:

Angela Guest, Democratic Services Officer, Tel: 020 8541 9075

Annexes:

Annex 1 – Decisions taken

Sources/background papers: Agenda, minutes and decision sheets from the relevant meetings (available on the Council's website)

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CABINET MEMBER DECISIONS NOVEMBER 2019

CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE AND FAMILIES

1. ADOPTION REPORT AND STATEMENT OF PURPOSE 2018/19

Details of decision

The Cabinet Member noted the content of the Annual Report and the associated Statement of Purpose.

Reasons for decision

The Adoption & Children Act 2012 requires that Local Authority Adoption Agencies present regular reports of agency activity to elected Members. This report captures activity of the Surrey Adoption Service for the period 1 April 2018 to 31 March 2019.

(Decision taken by the Cabinet Member for Children, Young People and Families – 5 November 2019)

CABINET MEMBER FOR ALL-AGE LEARNING

2. PETITIONS

Details of decision

That the response, attached to this decision sheet as Appendix 1, be approved.

Reasons for decision

To respond to the petition.

(Decision taken by the Cabinet Member for All-Age Learning – 5 November 2019)

3. CREATION OF SPECIALIST CENTRES FOR PUPILS WITH COMMUNICATION AND INTERACTION NEEDS (COIN) IN TWO PRIMARY SCHOOLS

Details of decision

The Cabinet Member for All-Age Learning determined the statutory notice, thereby bringing into effect the formal commencement of:

1. A specialist centre with 21 places for pupils with communication and interaction needs (COIN) at Worplesdon Primary School in partnership with Freemantles School.
2. A specialist centre with 21 places for pupils with communication and interaction needs (COIN) at Bell Farm Primary School.

Reasons for decision

A new specialist provision centre at Worplesdon Primary School would meet the demand for additional places for children and young people with communication and interaction needs (COIN). This is the first centre in Surrey that is being developed in partnership between a special school and a mainstream primary school. The two schools working in partnership ensure pupils benefit from the expertise of a special school as well as inclusion in a mainstream primary school.

A new specialist provision centre at Bell Farm Primary School would meet the demand for additional places for children and young people with communication and interaction needs (COIN).

(Decision taken by the Cabinet Member for All-Age Learning – 5 November 2019)

Appendix 1

RESPONSE TO PETITION REGARDING COOL CLUB

I am writing to you following the devastating decision to close my daughter Poppy's special needs afterschool club Cool Club.

Poppy is 14 years old and is profoundly mentally and physically disabled with challenging behaviour. It was suggested by our Social Worker some time ago that Poppy would benefit from attending the afterschool club available in an attempt to improve our family situation. Since attending every Tuesday, Wednesday and Thursday, not only has Poppy's personal and social development progressed beyond any expectations, it has also given my family the opportunity to have some quality time to do things that others may take for granted (like doing the grocery shopping or just having a quiet cuppa with a friend), knowing that Poppy is safe and happy enjoying valuable time out with her friends like any other mainstream school child. The activities are so thoughtfully organised, from swimming, trips to the local farm, Hever Castle and many more. All of which are simply not possible for Poppy to do after school without Cool Club.

Our children are extremely vulnerable and there are no other resources available to them where they are able to learn and grow through play in a safe environment after school. Only Cool Club offers everything that they need and have become accustomed to as part of their routine, which is vitally important for their wellbeing.

Poppy needs her Cool Club, as do the other special needs children at Clifton Hill. This most incredible provision has helped keep my family together and, without it, I really do not know how we will be able to cope. I know that I speak for many others who will also find life very difficult now that Cool Club has been so cruelly and thoughtlessly closed.

Response:

Surrey County Council wants to enable children and young people with disabilities and additional needs to join in safe, entertaining and interesting activities, while giving their parents or full-time carers an opportunity to have a short break from caring. For this reason, the Council funds a rich and varied programme of short breaks for families with children with special educational needs and disabilities (SEND).

Short breaks provide children and young people with SEND a positive opportunity to:

- relax and have fun with their friends
- develop new skills
- prepare for adulthood
- spend time away from their parents and carers

Short breaks also give families an opportunity to:

- have a break from their caring responsibilities
- spend time with other family members
- rest and recuperate

There are a range of short break opportunities available for families in Surrey from play and leisure, residential, personal support and family based. Approximately 2,200 children with SEND take part in these activities every year.

Surrey County Council's Short Breaks Directory lists over 50 organisations and schemes that support provide short breaks to children, young people and their families in Surrey. The majority of these services are run by organisations that receive funding from the Council.

https://www.surreycc.gov.uk/_data/assets/pdf_file/0005/153743/Short-breaks-Directory-January-2018.pdf

Until July 2019, Surrey County Council funded Clifton Hill School to provide an afterschool club for 12 children ('Cool Club').

Unfortunately, despite widespread publicity by the school and the Council, the number of Surrey children attending the afterschool club at Clifton Hill had dwindled considerably. Only two Surrey children were taking up the 12 places that the Council was funding.

After detailed discussion with Clifton Hill about options, the school was unable to provide alternative arrangements and the Council took the decision to reinvest the funding that had been provided for the afterschool club into other short breaks provision in Surrey. The Council considered carefully the value of short breaks services for children and young people with special educational needs and disabilities.

By reinvesting the funding in other short break provision in Surrey, the Council was able to support a new Summer School for 25 children and young people with SEND in the west of the County; to offer short breaks to children on a long waiting list at a very popular Surrey scheme; and to support children to participate in an international sporting trip with excellent outcomes.

While this is disappointing news in the case of Ms Bailey's afterschool arrangements, Poppy continues to access other short breaks provision in Surrey. The Council has also offered Ms Bailey support to access further suitable provision.

Julie Iles
Cabinet Member for All-Age Learning
5 November 2019

STRATEGIC INVESTMENT BOARD DECISIONS 30 OCTOBER 2019

1. SOUTH RIDGE DEVELOPMENT (SRD) LLP - DEVELOPMENT FUNDING

Details of decision

The following recommendations were agreed:

1. That the Council should in principle seek to provide development funding to South Ridge Development Limited Liability Partnership (LLP) at up to 50% of the total requirement, subject to approved Site Development Plans (SDPs) was agreed.
2. That actions are put in place to draw up a development funding agreement, including seeking external legal advice at an estimated cost of up to £10,000 was agreed.

Reason for decision:

The funding will enable the Limited Liability Partnership (LLP) to carry out development activity in line with the objectives agreed with the Council which include:

- To accelerate growth in terms of housing completion and jobs on Council owned assets
- To ensure that the LLP works to the benefit of all Surrey residents in terms of outcomes;
- To create profitable and transparent relationships with commercial enterprises which deliver financial and regeneration benefits;
- To capture financial benefits and the opportunities available to a dedicated delivery vehicle that can benefit from agile operating arrangements
- To maximise development and minimise risk to the Council by providing dedicated delivery arrangements and property and commercial expertise, bring scale and pace to the programme.

2. DISPOSAL OF AN ASSET IN THE MOLE VALLEY AREA

Details of decision

The following recommendations were agreed:

The sale of an Asset in Mole Valley was approved.

Reasons for decision

After a number of rounds of negotiation, as set out in the Part 2 report. This was considered to be the absolute maximum that a purchaser would be prepared to pay for the site.

The price was comfortably in excess of the optimal mixed use development scenario, which was appraised by Knight Frank LLP.

The price was comfortably in excess of the current asset assessed by Montagu Evans March 2019.

**SURREY COUNTY COUNCIL****CABINET**

DATE: 26 NOVEMBER 2019

REPORT OF: MRS JULIE ILES, CABINET MEMBER FOR ALL-AGE LEARNING

LEAD OFFICER: DAVE HILL, EXECUTIVE DIRECTOR, CHILDREN, LIFE - LONG LEARNING and CULTURE

SUBJECT: LIBRARIES AND CULTURAL SERVICES: OUR NEXT PHASE

SUMMARY OF ISSUE:

Following comprehensive consultation on the strategic principles for Surrey County Council's Library and Cultural Services in early 2019, a new strategy for Libraries and Cultural Services and a new model for library services has been developed. This report seeks Cabinet approval for this strategy, which takes into account the views expressed in the consultation and detailed impact and community profile, including analysis of service use which has enabled a strategy and new library model to be developed. The report focuses particularly on the strategy and associated model for our library services.

To fully implement this strategy, initially a programme of co-design will take place at a local level with stakeholders including District and Borough Councils, other partners and local people. This will identify the opportunities to modernise our library services in the places that they are delivered, and in line with the new library model. This process of local co-design is starting.

The specific proposals that will be developed through this process will then be, where necessary, consulted upon to ensure that the full impact of any proposed change is understood, and the perspective of local people is taken into account before any final decision for change is taken. We are seeking approval from Cabinet to delegate the decisions to proceed to consultations to the Executive Director and the Cabinet Member for All-Age Learning.

RECOMMENDATIONS:

It is recommended that:

1. Cabinet approve the Library and Cultural Services strategy and future model for the library service.

2. Cabinet agree to delegate authority to the Executive Director for Children, Life Long Learning and Culture to work with the Cabinet Member for All-Age Learning to proceed to consultation where necessary over the next 12 – 18 months, as and when the specific proposals for each area become clearer following a process of co-design with local people and key stakeholders.

REASON FOR RECOMMENDATIONS:

Surrey County Council established its strategic principles for the delivery of Library and Cultural services in January 2019, following a comprehensive consultation exercise. Concurrently, the Council has additionally developed a new organisational strategy, 'Vision 2030', setting out the priorities for Surrey County Council and the outcomes it is seeking to achieve. Using both of these, a detailed community profile has been prepared through 2019. It is clear that the way in which people are using libraries is changing. There is a pattern of falling usage amongst the adult population, with fewer regular users borrowing more books, while usage amongst children is growing. We must also look beyond how libraries respond to demand reactively, and consider whether they can make a greater contribution, proactively, to Surrey's corporate priorities. Within this context we have developed a new strategy which seeks to set a direction for the modernisation of our Libraries and Cultural Services which maximises their contribution to the priorities of the Vision 2030 and ensures that we continue to deliver our statutory responsibility to provide "a comprehensive and efficient library service for all persons desirous to make use there of", as set out in Section 7 of the Public Libraries and Museum Act 1964.

DETAILS:

Libraries Context and Background

1. In early 2019, Surrey County Council consulted the public on the strategic direction for our libraries and cultural services. The consultation strongly supported the following principles, which were endorsed and adopted by Cabinet in January 2019:
 - Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, literacy and be involved in their communities.
 - There will be a focus on the wellbeing and strengthening of communities, particularly the most vulnerable, to enable them to be resilient, providing touch points and safe spaces.
 - Libraries and cultural services are most effective and efficient when they work in partnership with the public, voluntary, community and private sectors, including through the creation of shared spaces within a financially sustainable network of hubs.
 - New technologies, including digital, enable libraries and cultural services to reach new audiences, and existing audiences in new ways, and offer 24/7 access.
 - Volunteers are crucial community advocates and assets in libraries and cultural services, who also gain valuable skills and relationships through the work they do.

2. Using these strategic principles as a backdrop, further analysis of our current provision has taken place to identify where we need to focus attention, modernise and develop services which are fit for the future. We have assessed current utilisation, sought to understand the likely demographic change over the next 5 – 10 years, assessed the community profile and considered the potential of the buildings from which we operate.
3. While many of our services are excellent and well used, it is evident that some aspects of our service do not meet the immediate needs of the communities they are intended to serve, are less well used than might be and sometimes in the wrong place as demographic change has resulted in changed patterns of demand, for example adult book borrowing has declined, while children's borrowing has risen substantially. The public's expectations of what libraries and cultural services are able to and should offer is changing and this means it is necessary to modernise our offer and put in place a programme of change. To support this, a strategy and a new model – a framework - for library services has been developed.
4. Libraries remain almost uniquely universally accessible and largely free at point of use. The County Council holds some of the most important universally accessible spaces in the county. The 'library brand' goes beyond the bricks and mortar; successive national and international studies have found libraries to be valued by people of all backgrounds as safe and neutral public spaces, and as trusted routes for accessing advice, information, and written material. These places are the County Council's 'footprints in the community' from which we can build. We can utilise the way in which people feel about libraries to create places which are at the heart of the community, enabling and supporting the delivery of a much wider set of positive activities for those communities, where increasingly, local provision is led by local people.

The Strategy for Libraries and Cultural Services

5. The strategy (attached at Annex A) covers libraries, arts, heritage and adult learning provides full detail of the work that has been undertaken to take forward the output of the early consultation on strategic direction and to understand more fully what creates our operational reality.
6. To do this, we have looked at the data and undertaken analysis to work through the themes and patterns which emerge. This analysis has covered the following:
 - a. Library usage and operating costs and associated benchmarking
 - b. Demographic information about Surrey, its communities and future growth
 - c. Where libraries are, the patterns of use by library and cultural services customers, and the populations they serve
 - d. The profile of communities in each library catchment area (including the number of older people, children, along with skill levels and levels of ill-health)
 - e. Contribution libraries make to Surrey's corporate vision, strategy and priorities and how this can be increased. Needs of people with protected characteristics under the Equalities Act.
7. In addition, we have spent time engaging with Councillors and officers from District and Borough Councils across the county, our own staff and wider workforce, the Community Partner Libraries, Friends of Libraries Groups, Surrey Arts Partnership and Surrey Museums Partnerships. Together with the data analysis, this has given

us a rich picture of the current reality and the opportunities that are available to modernise and improve what we do.

8. With this background, we have identified the five strategic objectives to underpin the development of these services and ensure the link with the Surrey 2030 Vision and the County Council's organisational strategy. With each objective, we have considered carefully the data we have collected about the community and library use (presented in the strategy document) to determine how we will work. They are as follows:

Strategic Objective	We will:
<p>1. We will increase opportunities for children, young people and adults to improve literacy levels and acquire skills and knowledge</p>	<ul style="list-style-type: none"> • Develop a coordinated programme of service delivery in each locality to meet identified needs • Improve partnership working to provide relevant learning in the right locations • Continue to offer proven activities and initiatives such as the Children's Book Award, Cultural Education Partnership etc. • Work more closely with education partners to develop and target support for children with reading and literacy and family learning • Train and empower staff to deliver our programme and curate our resources • Use volunteers to add value by providing aspects of our service delivery/programme • Review and where necessary amend opening hours to maximise the availability of resources and use
<p>2. We will deliver resources and activities in partnership with communities and other organisations to improve health and well-being of individuals and communities</p>	<ul style="list-style-type: none"> • Build on the success of rhyme times, reading clubs and code clubs to widen participation by running more activities and events • Work more closely with health providers to ensure our health and wellbeing activities add value and reach those with health and well-being needs • Offer opportunities to health providers to co-locate in our building where appropriate, or for us to co-locate in theirs • Offer communities opportunities to use our buildings and resources, design and deliver services to meet their health and well-being needs
<p>3. We will strengthen our partnership work with the public, voluntary, community and private sectors, including through the creation of shared spaces within a financially sustainable network of hubs</p>	<ul style="list-style-type: none"> • Implement the new model for libraries co-locating with other services where appropriate • Consider our partnership and governance models to ensure long term sustainability • Improve commercial performance where possible, particularly in those services that benefit from fee income
<p>4. We will develop and promote new technologies to increase access and engagement with libraries and cultural services</p>	<ul style="list-style-type: none"> • Promote and develop digital resources that can help inspire the use of the web, apps and digital technologies to facilitate wider access • Provide more targeted learning opportunity to gain new digital skills delivered via volunteers, partners and staff in the right locations • Refine our digital catalogue and website to improve the way people access services • Provide digitally based activities to promote learning and enjoyment for young people

	<ul style="list-style-type: none"> • Use digital technology to encourage communities to come together and participate in discussion
<p>5. We will increase opportunities for community-led services and enable local people to increasingly influence and deliver services</p>	<ul style="list-style-type: none"> • Work with local people in process of co-design to implement the new model of community led libraries • Work with individuals and communities to find ways to ensure they are more closely involved in the design, delivery (including volunteering) and evaluation of what goes on in their local provision

9. In order to deliver this strategy, we seek to preserve the foundations of the universal accessibility. At their core, we want all our libraries and cultural services to have:
- Accessibility and inclusivity;
 - Flexibility and adaptability;
 - Visibility and connectability.

The model for Libraries

10. To deliver our strategy, we aim to deliver services which are:
- Shared – in the widest sense – with the wider community and our partners
 - Feeling vibrant, exciting and at the heart of the community – where people really want to be (and not just say they do)
 - Cost effective or even cost neutral delivering a wider range of activities for local people
 - Places where it still feels like a library, because we’re getting the basics right
 - In the right place, available at the right time and increasingly community-led, offering core library provision alongside things which support and enable the community it serves.
11. The model for libraries will enable the Council to provide a comprehensive and efficient library service by building on our three categories of library service, enabling, encouraging and supporting greater levels of community ownership and leadership over time. This enhances our current library model, which similarly identifies three types of library, and builds on the success of our current community-led library provision. We are seeking places to grow that style of provision so local people are more directly driving the provision in their neighbourhoods, while bringing in a wider range of public, voluntary and community services into the same spaces.
12. The new model proposes that there will be three ‘categories’ of library in the future:
- i Library Plus** – flagship libraries where we co-locate and where possible, integrate our services with others – our public, voluntary and community sector partners, private sector initiatives and potentially new and emerging enterprises. These places will be vibrant dynamic and future-thinking spaces which encourage learning, knowledge and skill sharing and represent places that are safe, encouraging and exciting. They will provide opportunities to access a fuller range of services, not just those of the County Council, but those which are relevant to local people. The service will include the core library services but will potentially be enhanced by additional functions or

services, such as facilities for microenterprises, access to technology like 3D printers and ‘maker spaces’ or specific, tailored provision for young people.

ii Library – meeting local need and delivering our wider outcomes in neighbourhoods, libraries will still offer the core services, but may operate in partnership with other services and the community while maintaining access through the application of technology to enable open access.

iii Community – led libraries – meeting the very local need, supporting people to help themselves in their local neighbourhood, these small libraries will be led and run by the community, with the library service enabling this through the provision of support, help and encouragement. By putting local people in charge, the local community can tailor more precisely what happens with these services and in the spaces that they operate from.

13. Underpinning this model is the clear intent to ensure what sits around the libraries and cultural services is as efficient and productive as possible. This will include work to maximise open access to all the premises we operate from, giving local people the opportunity to access core services on a self-service basis more often than is currently possible. There will be a clear drive to maximise our income streams, to reduce the cost of our back office and to ensure that all aspects of our provision is comparable or better than others in cost terms. The libraries and cultural services workforce are already deeply embedded in the communities in which they work, but to support the new model and to ensure they are driving the local conversation and co-design, a programme will help support their further development.
14. This approach differs from our current model by increasing the focus on sharing our spaces to ensure they are genuinely cost-effective, enable more relevant events and activities and recognition that community-led provision is increasingly important.

Implementation Approach: Co-design and Consultation

15. Our approach to the initial co-design work will also need to take account of the Council’s statutory duty to provide a “comprehensive and efficient library service”.
16. To do this well, we intend to work with local communities and our partners – existing and new – to co-design what the model could mean and how it could be implemented. The process of co-design will be open, seeking and developing ideas and opportunities for change from local people, as well as partner organisations. The process will be open to all, allowing local people to participate where they are most interested over the next 12 to 18 months. With this ongoing conversation with people in their communities and neighbourhoods, we will work together with them to develop proposals for change.
17. We will undertake formal consultation on specific proposals where necessary. By designing the proposals with local people before any consultation, we are ensuring that there will be more detail about the proposals for change, and the local implications of change will be better understood, allowing for more meaningful consultation to be undertaken as a result.
18. Throughout the last nine months, dialogue has been undertaken with local partners about the potential opportunities to change or modernise library services. There are opportunities across the whole county to work more closely with our district and

borough partners as well as others to work together to provide excellent, modern services and negotiations will continue within the context of this strategic framework. While the detailed implementation plan will be developed on approval of this report, it is expected that the co-design approach will commence in the early part of 2020 in and will be followed by consultation, where required, later in the year.

CONSULTATION:

19. The council consulted residents, service users and partners on five strategic principles to underpin the development of the strategy. Consultation took place between 30th October 2018 and 4th January 2019. The response to the public consultation demonstrated significant support for the guiding principles.
20. As a consequence, at its meeting on 29th January 2019 Cabinet resolved that proposals be prepared with partners, including district and borough councils, for a future model for library and cultural services in Surrey, based on the five newly adopted strategic principles. It also resolved to undertake further public consultation, setting out the detailed proposals.
21. The County Council has been discussing with district and borough local authorities the proposed way forward for a modernised library service. These discussions have explored opportunities to align library service provision with need, accessibility and local ambitions to improve facilities and services appropriate to the local place. Such opportunities have also been explored with Local and Joint committee chairs and members of the Children, Families, Lifelong Learning and Culture Select Committee. These meetings have been largely positive.

RISK MANAGEMENT AND IMPLICATIONS:

22. There are risks associated with the project and a project risk register has been compiled and is regularly updated. The significant risks associated with this project are set out below.
23. By adopting the strategy and model for libraries as a framework for the process of co-design and consultation, the County Council does risk an unrealistic set of proposals being developed by local communities. To mitigate this, all co-design processes will be undertaken with a series of constraints, including, but not limited to, the already agreed budget provision and the requirement to meet our statutory duties in respect of comprehensive and efficient library services.
24. There is the possibility that following the co-design and consultation, the strategy and model will need to be revised significantly, which may put pressure on current service delivery teams as a result of continued uncertainty. To mitigate this risk, work will continue to involve and support the wider libraries and cultural services workforce in the process of design, in order that they can both contribute and be heard as well as supporting and enabling the participation of local people. It is expected that this will build a sense of ownership and inclusion with the staff, thereby reducing the levels of uncertainty for them.

25. There is a possibility that by co-designing proposals for local provision at a local level, the overarching statutory duty to provide a comprehensive and efficient library services for the whole county may be reduced, and any consultation process may not recognise the county-wide implications. To mitigate this, while the co-design process will take place at a local level, the high-level cumulative impact will be assessed, and where appropriate, action taken to ensure any emerging proposals do not put at risk compliance with the Council's statutory duty. Additionally, in testing the requirement for consultation on the proposals emerging from co-design, a county-wide perspective will be taken, and any formal consultation will take this into account, to ensure consultees are able to contribute meaningfully across the whole, rather than in discrete, geographically specific elements.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

26. Resources to progress a process of co-design with local people and key stakeholders, to undertake consultation where necessary on a district and borough basis over the next 12 – 18 months and carry out feasibility studies as required, will be contained within existing agreed revenue budget allocations.
27. As part of this process the financial impacts of the specific proposals developed will be assessed.

SECTION 151 OFFICER COMMENTARY:

28. The intention of the proposed Library and Cultural Services strategy and future model for the library service is to deliver an effective service in a modern cost-efficient way.
29. The Council's medium-term financial outlook is uncertain as it is heavily dependent on decisions made by Central Government. With no clarity on these beyond 2020/21, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term. As such, the Section 151 Officer supports the review of the future Library model. The outcome of the review will be factored into the Medium-Term Financial Strategy.

LEGAL IMPLICATIONS – MONITORING OFFICER:

30. The Public Libraries and Museum Act 1964 requires the Council "to provide a comprehensive and efficient library service for all persons" who want to make use of it. The Cabinet needs to be assured that what is proposed will enable the Council to continue to do that.
31. A period of co design in accordance with the strategic principles previously consulted upon is now starting. This will enable the Council to formulate specific proposals in relation to existing libraries. All final proposals for change to existing services will need to be the subject of equality impact assessments and full public consultation after which the proposals will be returned to Cabinet for final decisions to be taken.

EQUALITIES AND DIVERSITY:

32. An Equalities Impact Assessment (EIA) has been undertaken for the strategy and it is appended as Annex B of this report and the outcome is shown in the table below. As the co-design processes proceed across the county, this will be updated as any potential positive and negative impacts become clear.

Outcome Number	Description	Tick
Outcome One	No major change to the policy/service/function required. This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken	No major change
Outcome Two	Adjust the policy/service/function to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?	
Outcome Three	Continue the policy/service/function despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are: <ul style="list-style-type: none"> • Sufficient plans to stop or minimise the negative impact • Mitigating actions for any remaining negative impacts plans to monitor the actual impact. 	
Outcome Four	Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission’s guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay, available here).	
	No specific changes to services are being proposed at this time. Following a process of co-design if there are specific changes to service delivery consultation on these will be undertaken.	

WHAT HAPPENS NEXT:

33. The next steps will be the development of:
- a. A detailed plan for the co-design and where appropriate consultation will be developed in order to work across the county to determine the specific proposals for each library location over the next 12 – 18 months. The work will be planned to be completed to the conclusion of consultation within this time scale, with implementation being dependent on the nature of the proposals and the scale of any change required.
 - b. The Executive Director and Cabinet Member for All-Age Learning will undertake to agree the detail of this plan.
 - c. Reports will be presented to Cabinet for consideration of the detailed proposals related to the implementation of the library model following the co-design process and any consultation that follows.

Contact Officer:

Liz Mills, Director for Education, Life-long learning and Culture 020 8541 7608

Consulted:

A comprehensive consultation on strategic principles encompassed within the Strategy was undertaken in late 2018 and was reported to Cabinet on 29 January 2019.

Cabinet members and all SCC members through member briefing session and webcast

Children, Families, Lifelong Learning and Culture Select Committee members

Corporate Leadership Team and other staff

District and Borough Chief Officers, Leaders and Portfolio Holders

Local and Joint Committee Chairs

Annexes:

Annex A: Library and Cultural Services Strategy including the community profile and analysis of service use

Annex B: Equalities Impact Assessment for the Library and Cultural Services Strategy

Sources/background papers:

<https://www.gov.uk/government/publications/libraries-deliver-ambition-for-public-libraries-in-england-2016-to-2021>

Report to Children, Families, Lifelong Learning and Culture Select Committee 12 September 2019; Part A "LIBRARIES AND CULTURAL SERVICES TRANSFORMATION"

Report to Cabinet 29th January 2019 and Corporate Overview Select Committee 25 January 2019; Part A) "Transformation proposals – Delivering better services for residents" and accompanying

Annex 3: Libraries and Cultural Services Consultation Report, 29th January 2019 and

Annex 3a: Libraries and Cultural Services Equality Impact Assessment, 29th January 2019.

Library and Cultural Services Strategy 2020-2025

Introduction

The strategy for library and cultural services sets out Surrey County Council's (SCC) vision and approach to libraries and cultural services over the next five years. It seeks to deliver Surrey's priorities for the county as set out in Surrey 2030 and our Organisation Strategy. The strategy covers Surrey Arts, Surrey Libraries, Surrey Adult Learning and Surrey Heritage. We are proud of the range and quality of these services and we know they are used by hundreds of thousands of residents of all ages every year. The strategy seeks to ensure that the contribution these services make to learning and skills development; health and well-being of individuals and communities; prosperity; community cohesion and a sense of place are maximised whilst ensuring they are financially sustainable in the future.

The crux of our strategy is to reduce the net cost of these services whilst increasing impact. We will do this by working closer with communities in design and delivery and by exploiting digital technology to increase our reach and free up staff. It sets out our commitment to deliver a broad range of modern affordable services providing opportunities to read for learning and enjoyment; access accurate and quality information; engage in creative and cultural activities and informal and formal learning. Our services will assist in delivering outcomes for Surrey's 2030 vision in children's safety, all age learning to improve life chances and employability, improved health and well-being, business prosperity and community connectedness and inclusion.

Reflecting best practice advice from Government, this strategy is evidence-based and informed in particular by detailed analysis of demand, usage and need relating to library services. We know that patterns of use of these services have already changed and that customers are looking to use ours and other public services in different ways. We must also look beyond how libraries respond to demand reactively, and consider how they can make a greater contribution, proactively, to Surrey's corporate priorities. The strategy describes the challenges and drivers for change that we must take account of and seeks to understand demand and use of these services systematically and objectively. As well as responding to changing demand we need to ensure that our services are financially sustainable, responsive and accessible. Our new strategic objectives for libraries and cultural services set out the approach we will take to the difficult task of balancing these competing demands and factors.

We have for the first time, identified five strategic objectives to underpin the development of these services and ensure the link with Surrey 2030 and our Organisation strategy is core to how we work going forward. These reflect the five strategic principles endorsed by the consultation undertaken in late 2018 and early 2019. The objectives take account of the evidence gathered in the community profile and service use analyses. The objectives and proposed actions are set out in the table below.

Strategic Objective	We will:
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Strategic Objective	We will:
<p>1. We will increase opportunities for children, young people and adults to improve literacy levels and acquire skills and knowledge</p>	<ul style="list-style-type: none"> • Develop a coordinated programme of service delivery in each locality to meet identified needs • Improve partnership working to provide relevant learning in most feasible locations. • Continue to offer proven activities and initiatives such as the Children’s Book Award, Cultural Education Partnership etc. • Work more closely with education partners to develop and target support for children with reading and literacy and family learning • Train and empower staff to deliver our programme and curate our resources • Use volunteers to add value by providing aspects of our service delivery/programme • Review and where necessary amend opening hours of our libraries to maximise the availability of resources and use
<p>2. We will deliver resources and activities in partnership with communities and other organisations to improve health and well-being of individuals and communities</p>	<ul style="list-style-type: none"> • Build on the success of rhyme times, reading clubs and code clubs to widen participation by running more activities and events • Work more closely with health providers to ensure our health and well-being activities add value and reach those with health and well-being needs • Offer opportunities to health providers to co-locate in our building where appropriate, or for us to co-locate in theirs • Design accommodation that enables communities to access spaces to deliver services to meet their health and well-being needs
<p>3. We will strengthen our partnership work with the public, voluntary, community and private sectors, including through the creation of shared spaces within a financially sustainable network of hubs</p>	<ul style="list-style-type: none"> • Implement the new model for libraries co-locating with other services where appropriate • Develop a vibrant programme of events and activities in our libraries working with other cultural services and external partners • Consider our partnership and governance models to ensure long term sustainability • Improve commercial performance where possible, particularly in those services that benefit from fee income
<p>4. We will develop and promote new technologies to increase access and engagement with libraries and cultural services</p>	<ul style="list-style-type: none"> • Promote and develop digital resources that can help inspire the use of the web, apps and new technologies to facilitate wider access including longer opening hours where appropriate • Provide more targeted learning opportunity to gain new digital skills delivered via volunteers, partners and staff in the right locations • Refine our digital catalogue and website to improve the way people access services • Provide digitally based activities to promote learning and enjoyment for young people

Strategic Objective	We will:
	<ul style="list-style-type: none"> • Use digital technology to encourage communities to come together and participate in discussion
<p>5. We will increase opportunities for community-led services and enable local people to increasingly influence and deliver services</p>	<ul style="list-style-type: none"> • Work with local people in a process of co-design to implement the new model of community led libraries • Work with individuals and communities to find ways to ensure they are more closely involved in the design, delivery and evaluation of what goes on in their local provision

This is what we plan to do over the next four years:

- increase community involvement in the design and delivery of our library and cultural services
- where possible co-locate other services in our libraries and library services in community settings
- further develop our library spaces as platforms for community participation and activity
- improve the financial performance of our services through increased commercialisation and alternative models of delivery
- strengthen the leadership of libraries and cultural services
- empower staff in our libraries and cultural and learning services to be agile and flexible to meet very local needs
- harness opportunities afforded by technology to enable longer opening hours and use of our libraries and cultural services buildings
- increase volunteer involvement in delivering the service and offer volunteers opportunities to gain skills, build confidence and share knowledge
- actively develop and promote a range of digital services to increase access, increase engagement and deliver efficiencies
- within the universal offer we will target services on those areas and groups identified as in need

Surrey Vision 2030

Over the spring and summer of 2018, we engaged with residents, communities and partners across our county to understand what Surrey should look like in 2030. Informed by these conversations we have created a community vision for Surrey.

By 2030 we want Surrey to be a uniquely special place where everyone has a great start to life, people live healthy and fulfilling lives, are enabled to achieve their full potential and contribute to their community, and no one is left behind.

We want our county's economy to be strong, vibrant and successful and Surrey to be a great place to live, work and learn. A place that capitalises on its location and natural assets, and where communities feel supported and people support each other.

Our ambitions for people are:

- Children and young people are safe and feel safe and confident.
- Everyone benefits from education, skills and employment opportunities that help them succeed in.
- Everyone lives healthy, active and fulfilling lives, and makes good choices about their wellbeing.
- Everyone gets the health and social care support and information they need at the right time and place.
- Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life.

Our ambitions for our place are:

- Residents live in clean, safe and green communities where people and organisations embrace their environmental responsibilities
- Journeys across the county are easier, more predictable and safer.
- Everyone has a place they can call home, with appropriate housing for all.
- Businesses in Surrey thrive.
- Well-connected communities, with effective infrastructure, that grow sustainably.

National context

In addition to making explicit how libraries and cultural services can be more closely aligned with the Surrey 2030 vision there are some external factors that are relevant to the future design and delivery of these services. 'Libraries Deliver: Ambition for Public Libraries in England 2016 to 2021' sets out shared outcomes for library services and 'urges commissioners across the public sector to consider a 'library first' approach when planning services for their communities'. The seven outcomes are listed below and map to Surrey 2030 ambitions described above.

Libraries Deliver: Outcomes

- cultural and creative enrichment
- increased reading and literacy
- improved digital access and literacy
- helping everyone achieve their potential
- healthier and happier lives
- greater prosperity
- stronger, more resilient communities

The Arts Council of England (ACE) holds the national remit for supporting arts, libraries and museums through funding, advocacy, advice and support. ACE has five goals that link to both the Surrey 2030 vision and the libraries outcomes described. These are:

- to see excellence thriving and celebrated in arts, museums and libraries
- to reach more people, broaden the groups being reached and improve the quality of their experience
- to support resilience and sustainability- financial, environmental and digital
- to be sure the work draws on and reflects the full range of backgrounds and perspectives in society
- to ensure children and young people access excellence in libraries, arts and museums experiences

New models of service delivery

The council has a statutory duty, contained in Public Libraries and Museums Act 1964 ‘to provide a comprehensive and efficient library service for all persons desirous to make use thereof’. This is not the case with arts, heritage and adult learning. The archive service is statutory in part as SCC has a duty to make ‘proper provision’ for its own records and under FOI must provide information relating to its activities.

The financial climate in which councils have been operating over the last ten years where we have seen budget reductions has proved challenging in sustaining these services, notwithstanding the statutory duty regarding libraries and archives given the demands on council budgets overall. Councils have responded to this challenge in a variety of ways, in some cases libraries, arts, adult learning and heritage provision has been reduced and in other places there has been an increased focus on commercialisation; in almost all cases libraries, regardless of budget levels, library services are being expected to increase the outcomes they deliver per pound spent. Many councils are seeking to ensure services are financially sustainable by working in different ways with partners and looking at alternative forms of management or delivery. Examples include out-sourcing services as seen in Croydon, co-location and integration such as the Idea Stores in Tower Hamlets, spinning out services as Trusts or staff led mutuals, such as Suffolk Libraries and Hounslow Music Service for example.

Across the public sector involving the community in the design and delivery of services is increasing, both to reduce costs and increase impact. Nationally the library sector has seen an increase in Community Managed Libraries (CMLs) over the last ten years, with over 400 delivering library services across the country. In Surrey we have 10 Community Partnered Libraries and our Library Direct Service to housebound residents is delivered by volunteers. We have some examples of sharing our space with other agencies, e.g. Citizens Advice in Caterham Valley and Sunbury, Merstham Community Trust in Merstham and in the future a Maternity Hub and Children’s Centre services in Woking Library. We have also recently entered into a partnership with a newly formed charity, NewSPAL to take-on the delivery of the Performing Arts Library.

Community involvement in arts and heritage organisations has always been considerable, with governance and delivery of many arts and heritage organisations supported and run by volunteers. In Surrey we have 43 museums run by borough, districts and charitable bodies. Although most have a least one professional member of staff, many of them operate with volunteer support. Surrey Heritage works with the Surrey Museums Partnership to provide volunteers with training and capacity building.

Our research for this strategy has demonstrated that across the full breadth and range of public services closer partnership working, co-location and sharing of spaces and community involvement in designing and delivering services are key to innovation and sustainability.

Our services

Surrey has a rich pattern of library and cultural services across the county, some are run by the council with some run by partners supported by the council in its leadership role. Data from the Active Lives survey tells us 37.3% of Surrey residents have used a library in the last year, this is slightly higher than the national average of 35% whilst attendance at an arts

event/museum is 64%, this is higher than the national average of 48% (although this varies between boroughs and districts).

Surrey Adult and Community Learning (SAL)

Working from seven centres and hundreds of community venues in North and South West Surrey SAL delivers a wide range of learning opportunities for adults 19+ so they can improve and learn new skills and improve their employability and life chances. Family Learning is delivered across the whole county. SAL is funded by the Education and skills Funding Agency (ESFA) and income from learners. The learning ranges from GCSE Maths and English and English as a Second Language (ESOL) through a large programme of 'leisure based' learning opportunities. Many councils no longer offer such a wide range of 'leisure based' courses but in Surrey we have high levels of resident take-up of these courses which generate significant fee income for the council.

Surrey Arts

Delivers and facilitates opportunities for people of all ages to participate in high quality arts activities. The service is the lead organisation for the Arts Council funded Surrey Music Hub (a network of music organisations and schools working together to have a strategic oversight on provision and provide more musical opportunities to a wider range of young people in Surrey, both in schools and in the wider community.) Surrey Arts generates significant income in fees but there remains much scope for expanding income streams and broadening the range of services. This in turn will enable the service to reduce its reliance on SCC funding and develop a more financial resilient model as has been possible in a small number of music hubs across the country.

In addition to the music service, Surrey Arts creates projects with partners across the county to increase and widen participation and engagement in the arts, including performances, visual arts, drama and dance with many supported by external funding. The service leads Arts Partnership Surrey, a strategic alliance of nine Surrey councils working together to develop arts-led projects that meet council priorities. Surrey Arts supports Surrey Hills Arts in partnership with Surrey Hills AONB, a programme celebrating the importance of our natural environment through arts commissions supports DAiSY (Disability Arts in Surrey) to increase access and inclusion for artists with disabilities and Surrey Artists' Open Studios, a large scale annual programme, which celebrates its 20th anniversary in 2020. The programme attracts 20,000 visitors per year and currently has a membership of around 400 artists. In addition Culture Box Surrey, our partnership with Surrey schools, enables children and young people to access the arts in education settings.

Surrey Heritage

Surrey Heritage based at Surrey History Centre, Woking, provides a high-quality archives and records service for the people of Surrey and others throughout the county and worldwide with an interest in Surrey's past. Housed in the Surrey History Centre, the nationally accredited archive and local studies service holds County Council records since 1889 and documentary evidence for Surrey's history extending back to the 12th century. The information held is crucial for the Council's commitment to democratic accountability and its obligations under the Freedom of Information and Data Protection law. The archive team, in addition to generating income from

commercial contracts also undertake community and research projects. Learning and outreach services seek to make the archives accessible to a wide range of audiences. In addition, the service supports museums and voluntary sector services in heritage through the Surrey Museums Partnership.

Surrey Libraries hold a unique place in communities providing universal access to all with the potential to reach a wider audience through its programme of activities including reading, digital, learning, health and wellbeing and culture. Across 52 locations, the library service offers an extensive and comprehensive book collection. We cater for all reading tastes and age groups providing multiple copies of the most popular titles to meet demand.

Surrey Libraries have a strong digital offer including eBooks, e-newspapers and e-audio, access to computers, free Wi-Fi and mobile apps. The online library and request and renewal services are available 24/7. Increasingly the service's digital offer within physical libraries is centred on social experiences and learning, with a focus on children, supporting entrepreneurship, and older people. It is about being proactive and responsive to how people learn, discover and engage through technology. We have set up clubs, events and activities including a makerspace, Code Clubs, film space, maker days and a women's digital club that have extended our reach to new users with sessions regularly selling out and having a waiting list.

For those who lack digital skills libraries provide face-to-face support and assisted digital access e.g. SCC Digital Buddies help people setting up online profiles or access for DWP's Find A Job.

For children, libraries support learning through resources and activities and by providing a safe learning-focused space for homework and private study. In addition, activities such as rhymetimes, Summer Reading Challenge, Bookstart, Chatterbooks, Code Clubs, and Duke of Edinburgh opportunities have been shown to contribute to young people's reading skills, development, and confidence.

Surrey Registration Service

Surrey Registration Service delivers the statutory functions of the local authority in accordance with the Registration Service Act 1953. This includes the registration of 19,000 births, 11,500 deaths, 8,000 notices of marriage & civil partnership and 2,500 citizenship ceremonies annually. Registrations are provided at 6 service points located strategically around the county.

In addition, 3,500 ceremonial services are provided at Register Offices and commercial wedding venues across the county each year, ensuring the service is not just cost neutral but also a net income contributor and plays a key role in the Surrey Vision 2030 to support local business. As well as performing an important role in residents' key life events, the service also ensures the integrity of registration information which supports the public protection and counterfraud initiative both locally and nationally.

SCC cultural services contribute to a rich cultural offer in the county which is home to 43 independent and voluntary run museums, Local History Groups and a myriad of arts organisations ranging from Arts Council funded National Portfolio Organisations including Farnham Maltings, The Watts Gallery, Matthew Bourne's New Adventures and Stopgap Dance Company, to local arts organisations such as Delight and DAiSY who work with young people and people with disabilities respectively. The county is

home to 100s of artists, creative businesses and some excellent higher level learning opportunities in the creative industries including the University of the Creative Arts. This strategy will also ensure that SCC maximises the links we make with the wider learning and cultural sector and improve our partnership working to harness their contribution to the Surrey 2030 vision of no one left behind.

Method and process used to produce this strategy

Understanding trends - needs and use

We have used a range of data and information to help us inform our proposals including:

- a. library usage and operating costs and associated benchmarking
- b. demographic information about Surrey, its communities and future growth
- c. where libraries are, the patterns of use by library and cultural services customers, and the populations they serve
- d. the profile of communities in each library catchment area (number of older people, children, along with skill levels and levels of ill-health)
- e. contribution libraries make to Surrey's corporate vision, strategy and priorities and how this can be increased.
- f. needs of people with protected characteristics under the Equalities Act.
- g. engagement with Boroughs and District officers, staff, Community Partner Libraries, Friends of Libraries, Surrey Arts Partnership and Surrey Museums Partnership

Underpinning analysis

We commissioned Shared Intelligence, to assist us in preparing two documents to shape our analysis:

1. **A Community Profile Analysis** looking at the distribution of different demographics and levels of socio-economic need in Surrey and how that maps across the county. This is attached as Appendix 1.
2. **A Library Service Data Analysis** which examines patterns of library use in Surrey and makes comparisons with other services and national trends. This is attached as Appendix 2.

Our **community profile** analysis identifies the following population segments and areas of social need where libraries and cultural services can make a strong contribution to the Surrey Vision 2030:

1. children and young people
2. older adults (aged 75+)
3. working age hardship among adults relating to low skills
4. Health and wellbeing indicators including mental health

The total population of Surrey is 1.2m. Currently around 260,000 residents are aged under 18 and a similar proportion are over 65. Both groups are set to grow in the next 5 years and

the largest age-cohort growth will be among those aged 85+. Whilst many people living in the county are relatively well off there are many residents who do experience hardship and several geographic pockets spread throughout the county where need is acute. There are also some forms of need which are not geographically based including mental ill health (including child and adolescent mental health) and affects all ages, often relating to children and families, isolation, frailty and old age, digital exclusion and low skills.

Service Analysis

We undertook an analysis of services to enable us to understand how we are currently performing. User data tells us that in libraries and there is a pattern of falling usage amongst the adult population, with fewer regular users borrowing more books, while usage amongst children is growing; on-line use of these services is also increasing. In adult and community learning we have seen an increase in enrolments and qualifications achieved over the last five years. In Surrey Arts learners with the music service under 21 have decreased but adult learners have increased.

Currently we have 52 libraries, an on-line library service, Library Direct our service to housebound readers and we deliver library services in four prisons. Our libraries are categorised as set out in Table 1.

Table 1: Current library categories

Band of Library	Description	Number
Group A	Main town libraries	10
Group B	Town libraries	18
Group C	Community libraries	14
Community Partnered Libraries (CPLs)	Run by volunteers with support from the Community-led Services team	10
Total		52

Nationally and in Surrey visits to libraries and book borrowing has seen a downward trend over the last ten years. Notwithstanding this, we know our libraries are well used and our plans to modernise the service set out in this strategy aim to halt this decline and generate greater impact through the adoption of our new strategic objectives for libraries and cultural services. In 2017/18 we issued 5.15 million books – this is one of the highest figures for lending per capita nationally (and the highest among Surrey’s statistical neighbours). However, in the same period we recorded 3.24 million visits over the same period, which is one of the lower per capita figures when compared nationally. Our assessment is that whilst our issues are falling our focus on buying a wide range of books and our use of modern signage and in library promotions has meant that we are still performing well in this area when compared to other authorities. Our challenge is to increase the number of visitors to our libraries and to reach more individuals for whom libraries can make the greatest difference.

We also have data from the national 'Active Lives' survey which shows that across Surrey 37.3% of the adult population say they have used a library within the last year. This compares to a national average of 35% (30% for men and 40% for women) who say they use libraries. In Surrey, although many older adults also use libraries, service use among children and young people is disproportionately high compared to their share of the overall population. Surrey's own library lending data shows that loans of junior items currently account for 44% of all lending whereas under 18s account for only 25% of the Surrey population. Since introduction of renewal online in 2005 and subsequently eBooks and E-audio in 2010, e Library issues renewals have grown significantly to 1.4 million in 2018/19; in addition e products (e books, e newspapers e magazines, e comics, e audio and music streaming amounted to 369,432 downloads in 2018/19.

Nationally library issues and visits have fallen by 38% and 28% respectively over the last 10 years. In Surrey visits have fallen by 44.16% with library issues falling at a slower rate, over the last ten years our issues have fallen by 10.33% (data source CIPFA).

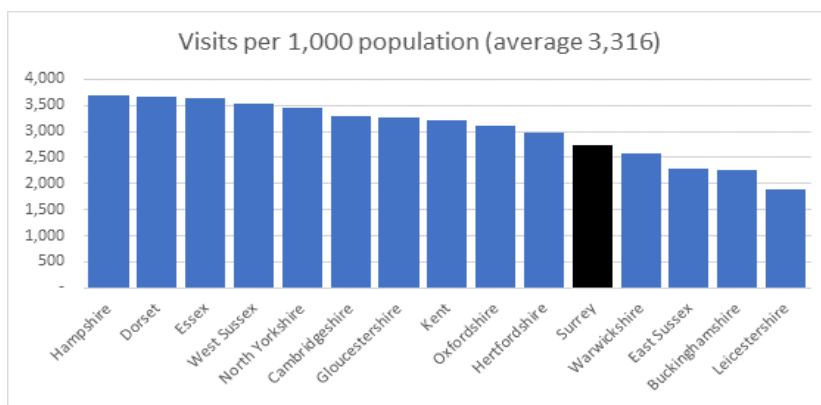
Whilst the pattern nationally has been one of declining visits over the last ten years the rate of decline is not consistent across services. For long-term trend analysis one of the most useful sources is a study (using historical CIPFA data) commissioned by Department of Culture, Media and Sport (DCMS) in 2018 of long-term patterns mainly in the period 2006-07 to 2016-17¹. The long-term trends study looks at the ten-year national trend in library visits and finds that while the national pattern for the past 10 years (shown in the table below) has been falling visits overall "...the overall trends mask variations among individual library services."

The top fifth of councils increased their visits year on year for much of the decade. The study concluded that falling visits is not inevitable and that where councils have increased visits and their reach there has been evidence of 'forward-thinking leadership alongside the political support and purchasing flexibility needed to innovate to respond to structural change'.

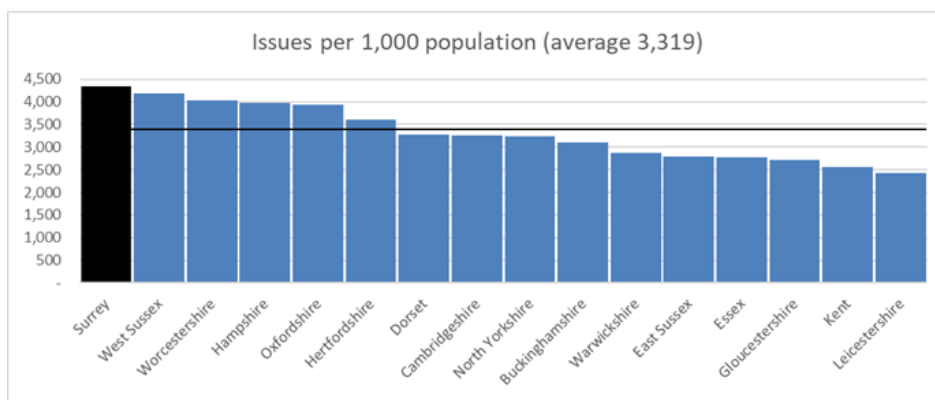
Surrey's visits per 1,000 population at 2,735 are below the average of our statistical neighbours (3,316 per 1000 population).

¹ "[CIPFA Statistics and the Future of England's Libraries](#)" by Joan O'Bryan was produced for the Libraries Taskforce and DCMS

Visits per 1,000 population comparison with statistical neighbours



Issues per 1,000 population comparison with our statistical neighbours

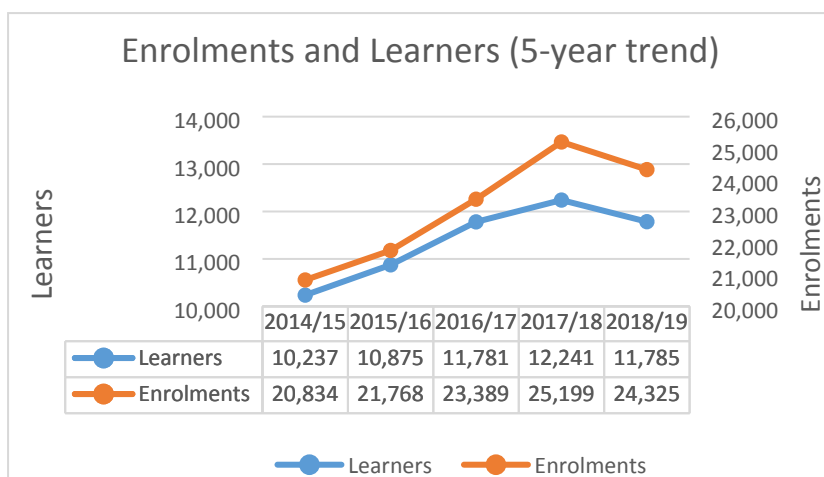


At 4,342 issues per 1,000 population our libraries perform well when compared with our statistical neighbours (3,319 issues per 1,000 population).

Whilst visits and book borrowing show a decrease, attendance at events and activities in libraries has been increasing. This reflects the national and international picture where activity and event programmes are growing in popularity. Audiences of all ages are taking part, learning skills and enjoying social activity in a safe and trusted setting. From rhymetime for under 5s, to adult reading and health and well-being sessions we are seeing increasing customer demand and take-up. Our Junior Digital Clubs are fully booked with waiting lists, we support over 300 reading groups and 6000 rhymetime and storytime events a year attract 1200 people a week. Other activities growing in popularity include ‘maker days’ and fun palace events where individuals and groups build practical and creative skills.

Surrey Adult Learning has seen a 28.4% growth in learners over 5 years and a 25.9% growth in enrolments over the last five years.

Over the last three years ESOL achievement rates have increased by 5.8%, English GCSEs by 8.7% and Maths GCSEs by 15.7%.



Surrey History Centre has experienced a decline in physical visits to the search room from 19,850 in 14/15 to 17,588 in 19/20 (11.4% decrease). Online access to the heritage collection has increased significantly from 5,382,202 downloaded pages in 14/15 to 8,148,566 in 19/20 (51.4% increase). Events delivered by the team to increase access to heritage in the Woking premises but also in other settings have reduced in number from 65,553 in 14/15 to 54,739 in 19/20 (16.5% decrease except for 16/17 when visitor numbers to exhibitions peaked at 91,029). Days contributed by volunteers has risen from 1605 in 2015/16 to 2278 in 19/20.

Surrey Arts music service trends over the last five years are set out in the table below.

Column1	Number of pupils learning with the service for past 5 years < age 19	Numbers of pupils in ensembles for past 5 years? (< age 21)	Number of adult learners for past 5 years?	adult ensemble members	Total lessons	Total ensembles
2018-19	5769	1115	132	112	5901	1227
2017-18	6204	1137	136	104	6340	1241
2016-17	6375	1100	126	105	6501	1205
2015-16	6631	1129	106	82	6737	1211
2014-15	6855	1105	109	76	6964	1181

Library and cultural services budget

The gross budget for the library service in 2017/18 is £15,439,356. When we compare Surrey libraries financial performance with our statistical neighbours the cost of our service is high. Using published CIPFA data we can see that Surrey libraries cost per head is £12.04 compared to the average of £9.79 when compared to all English counties and £10.93 for our statistical neighbours.

2019/20 budget

Service	£000s
Libraries	7,724
Surrey Arts	262
Heritage	954
Adult & Community Learning	(964)
Business support	169
Registration	(780)
Training	17
	7,382

The model for libraries

We assessed each static library branch based on its community profile and use and then applied some subjective judgements guided by the characteristics of each location. These have been informed by alignments with local borough plans such as regeneration initiatives and town centre improvements. We have also investigated the suitability of each current library location and its cost to the county and taken on board the knowledge and information provided by stakeholders such as staff, and volunteers.

The new model for libraries is informed by

- the learning from increased engagement of communities in designing and delivering services;
- the community profiles of each location
- patterns of library use;
- innovation in services that have led to improvements in use and relevance of libraries;
- opportunities to work more closely with partners including Boroughs and Districts, health and other council services; and
- the necessity to deliver a financially sustainable service in the long term and the objective to bring our costs closer to the national average

The new model introduces three categories of library service, enabling, encouraging and supporting greater levels of community ownership and leadership over time. Community-led library provision is already successful in the County and we are seeking places to grow that style of provision so local people are more directly driving the provision in their neighbourhoods.

The new model proposes that there will be three 'categories' of library in the future:

Library Plus	Library	Community led library
<p>Those flagship libraries where we co-locate and where possible, integrate our services with others – our public, voluntary and community sector partners, private sector initiatives and potentially new and emerging enterprises.</p> <p>These places will be vibrant, exciting and future-thinking spaces which encourage learning, knowledge and skill sharing and represent places that are safe, encouraging. They will provide opportunities to access a fuller range of services, not just those of the county council, but those which are relevant to local people.</p> <p>The service will include the core library services but will potentially be enhanced by additional functions or services, such as facilities for microenterprises, access to technology like 3D printers and 'maker spaces' or specific, tailored provision for young people.</p>	<p>Meeting local need and delivering our wider outcomes in neighbourhoods, libraries will still offer the core services, but may operate out of different settings, in partnership with other services and the community while maintaining access through the application of technology to enable open access.</p>	<p>Meeting the very local need supporting people to help themselves in their local neighbourhood, these small libraries will be led and run by the community, with the library service enabling this through the provision of support, help and encouragement. By putting local people in charge, the local community can tailor more precisely what happens with these services and in the spaces that they operate from.</p>

Library and Cultural Services Strategy 2020 – 2025: Appendix 1

1 Library service: community profile analysis

Headline analysis: While many people living in Surrey are relatively well-off and face no significant hardship, there are many who do experience hardship and several geographic pockets where need is acute.

The context for this community profile analysis is pressure on Surrey library service to operate within a reduced net budget, maximise the contribution to strategic goals, and to evolve the service in line with the wider direction of change in public libraries elsewhere. It is inevitable the service will have to become more targeted and the conclusion of this analysis is that any targeting should be based upon the following quantifiable factors:

- concentrations of children and young people
- concentrations of older adults (aged 75+)
- social need relating to health, wellbeing, and long-term conditions
- social need among working age adults relating to low skills

It may also be desirable to consider the less tangible need, expressed in Surrey's strategic ambition as "Communities are welcoming and supportive, especially of those most in need...". This could be quantified by using data on the local stock of community facilities, or community groups, or public perception data about local community life.

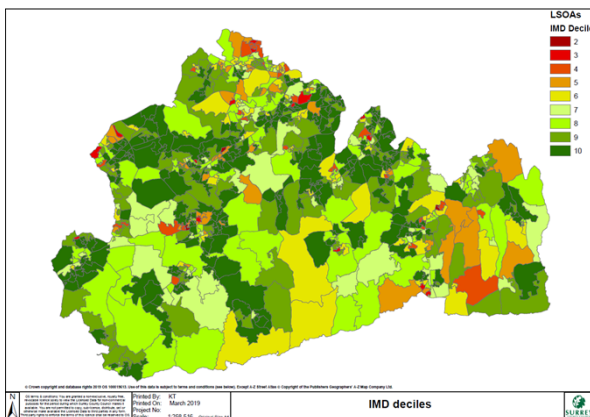
Introduction

- 1.1 Government advice to local authorities when undertaking strategic planning of their public library services is to ensure decisions are evidence-based and informed in particular by data which shows the level of **need** locally. One of the most important indicators of local need for library services are the levels of **socioeconomic need**. Conversely, levels of library visits and borrowing – although they are good indicators of **demand** - cannot be used as effective proxies for level of *need*.

- 1.2 The most commonly used measure of socioeconomic need is the Government's Index of Multiple Deprivation² (IMD), delineated at Lower Super Output Area level³ (LSOA). The IMD ranks every LSOA in England from those with the highest to lowest levels of social need. The maps in this section were produced in collaboration with Surrey's insight team using a combination of IMD data and locally collected data. Our methods are based on those we have used elsewhere, and which have been incorporated in the Government's strategic planning toolkit for library services which also advises that need should be assessed using relevant socioeconomic data.

Overall socioeconomic situation in Surrey

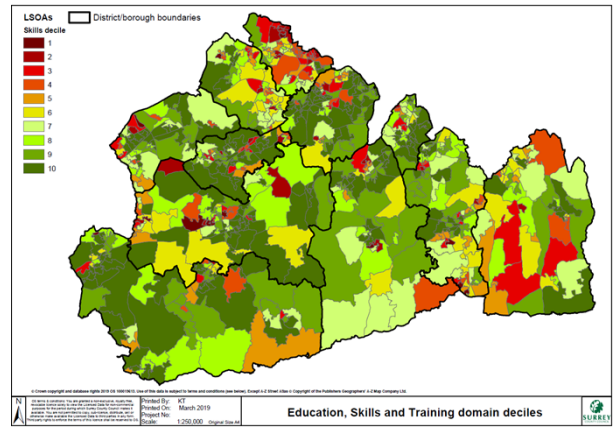
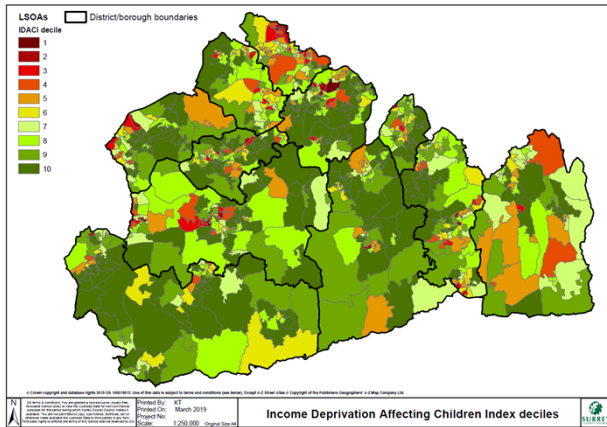
- 1.3 The total population of Surrey is 1.2m. Currently around 260,000 of Surrey residents are aged under 18 and a similar proportion are over 65. Both groups are set to grow in the next 5 years and the largest age-cohort growth will be among those aged 85+. In terms of overall need, while the majority of Surrey's LSOAs have low social need, there are a significant number of LSOAs falling into the top 30% nationally for social need. As the map below shows, there is no simple north/south or east/west split rather, there is a patchwork. This patchwork is also replicated at individual town and conurbation level. The green/amber/red colour-scale relates to the position of each LSOA in the England-wide rankings (i.e. areas shaded as IMD Decile 2, are in the 20% most in need nationally).



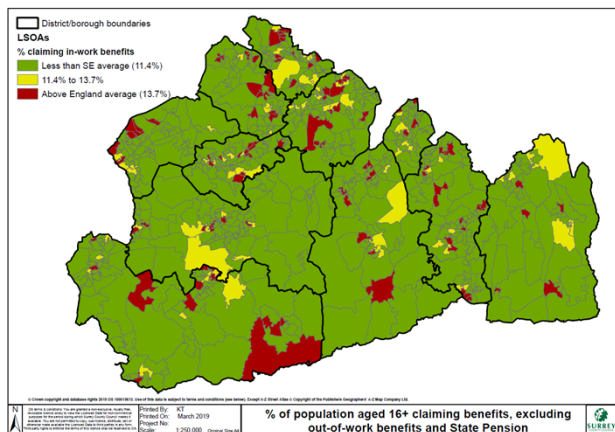
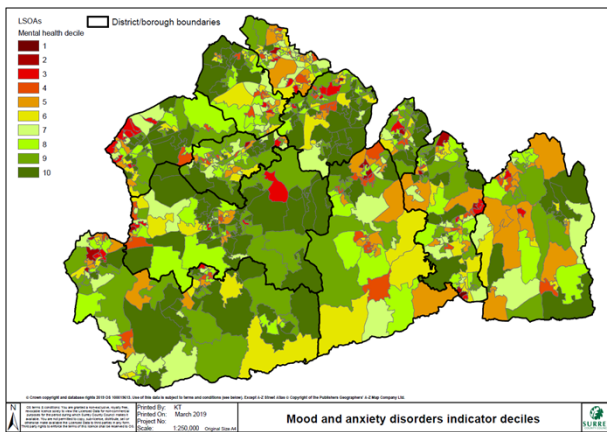
- 1.4 The maps below show “sub-domains” of IMD relevant for; **IMD for children** (left), and **IMD for skills and training** (right). Amber/red areas have above average need when compared nationally.

² **The Index of Multiple Deprivation** (IMD) is England's official measure of 'deprivation' meaning level of hardship faced by people in seven 'domains'; income, employment, skills, health, crime, housing, and local environment. Various statistics are combined to produce IMD scores for each domain, and then all the domains are combined to produce an overall IMD score. High scoring areas are where residents face the greatest hardship, and low scoring areas are where residents face little or no hardship.

³ **Lower Super Output Areas** (LSOAs) are a standardised system for comparing populations in different communities. LSOAs always cover around 1500 residents which means that in towns and cities LSOAs are geographically smaller whereas in rural areas they are larger because the population is more spread out.

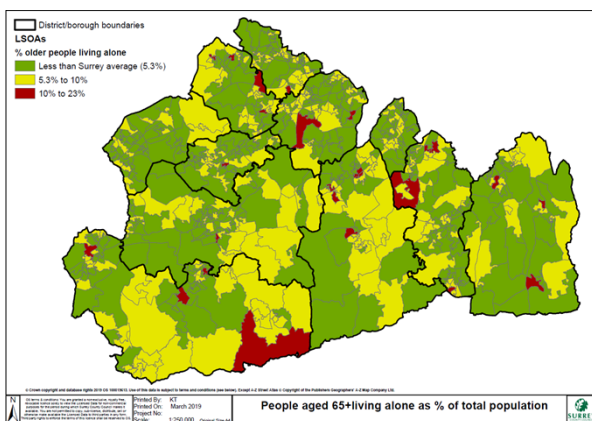


1.5 The next two maps are based on individual data-sets within IMD relevant to library need. These show **mental health conditions** (left), and **claim-rate of working-age in-work benefits** (right).

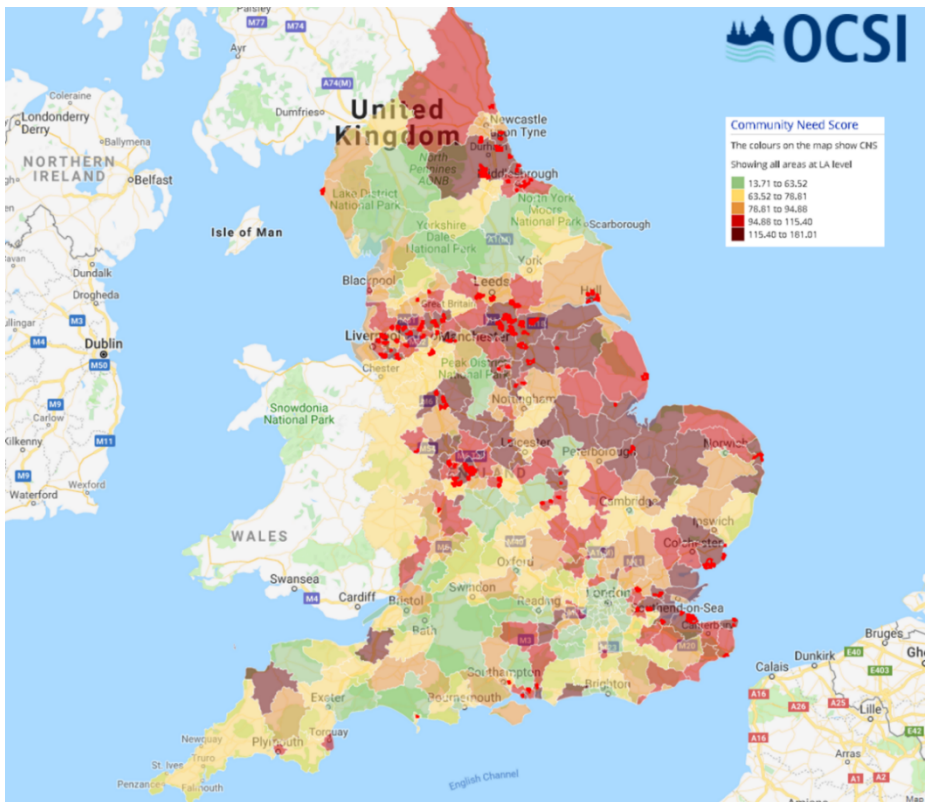


1.6 These further illustrate a patchwork of need spread across every district and borough. Furthermore, while many hotspots of need are in towns and conurbations, these also illustrate how several rural areas in the south and east of the county also contain hotspots.

1.7 In terms of vulnerable older people (using the dataset for over 65s living alone) the pattern is again one of a patchwork of hotspots. In this map colour coding shows green for areas below the Surrey average, and red for areas above the national average.



- 1.8 Finally, a new experimental dataset has been developed nationally by the Oxford Centre for Social Inclusion (OCSI) to create a new national map (pictured below) of “left behind areas”. This uses data on the number of community buildings and assets, levels of funding for public and charitable services, and levels of community participation.



- 1.9 Although OCSI’s new data is still at an experimental stage, it has attracted significant interest from Government policymakers interested in “left-behind” areas. Interestingly the initial OSCI mapping also shows areas of north Surrey (specifically Surrey Heath, Runnymede, and Spelthorne) as having moderate to high levels of community need. In this case “need” refers to areas lacking in community buildings, with lower levels of community participation, and with lower levels of funding for public and charitable organisations.

Housing development and growth

- 1.10 The Surrey Infrastructure Study (2017) anticipates significant housebuilding across the county between now and 2030. These new and enlarged communities will require additional infrastructure and will also generate additional economic activity. The detail of housing growth is being planned at Borough and District level through individual Local Plan processes and the county-wide picture will only emerge in piecemeal as Local Plans are agreed (the map below is based on the position as of summer 2017). What is clear however, is there will be significant population growth throughout the county over the coming decade, in excess of 10%. Some of the largest new communities are likely to be; in the west of the county between Runnymede, Dorking, and Ash; north of Gatwick between Redhill and Horley; and around Godstone and Oxted in the east. In addition, there are several very large developments and new communities being planned by neighbouring boroughs both in

outer London (including Hillingdon/Heathrow, Hounslow, and Croydon) as well as significant plans around Horsham and Aldershot close to the Surrey boundary.

Contains Ordnance Survey data Crown copyright and database right © 2017.

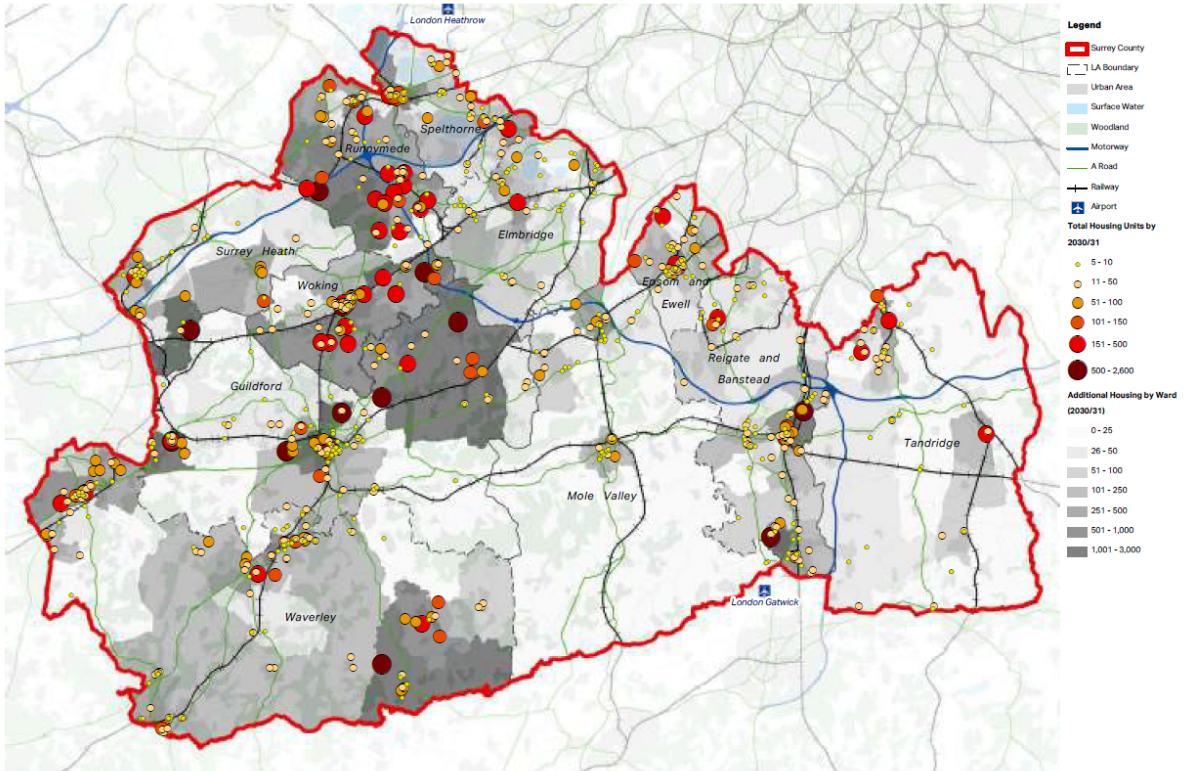


FIGURE 3.19 - MAJOR HOUSING SITES AND GROWTH BY WARD IN SURREY TO 2031

* This is based on the most up to date information at the time of publication and could be subject to change, subject to review of planning policy documents
Source: Local Authority data provided for Infrastructure Study

Detailed needs relating to Surrey CC’s “ambitions for people”

- 1.11 The following sections draw on headline data already presented, combined with more detailed data relating to specific socioeconomic needs. The most common data sources for this section are Surrey’s Joint Strategic Needs Assessment⁴ (JSNA) and the council’s draft Health and Wellbeing Strategy. We have also used data from Surrey Uncovered, a needs assessment produced by the county-wide charity Community Foundation for Surrey, in collaboration with the county council.
- 1.12 These sections were developed following a strategy-mapping process. This consisted of mapping each individual element of Surrey’s current public library offer against Surrey’s five strategic objectives (which Surrey refer to as their “ambitions for people”). The “ambitions for people” are:
- Children and young people are safe and feel safe and confident
 - Everyone benefits from education, skills and employment opportunities that help them succeed in life
 - Everyone lives healthy, active and fulfilling lives and makes good choices about their wellbeing
 - Everyone gets the health and social care support and information they need at the right time and place
 - Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life

Children and young people are safe and feel safe and confident

How do libraries meet this need?

Libraries provide learning opportunities and resources for children and families. They are used by a wide cross-section of residents but for those on low incomes libraries may be the only source of **free and open access** support outside of full-time education. Rhymetimes, Summer Reading Challenge, Bookstart, Chatterbooks and Code Clubs, and Duke of Edinburgh opportunities have been shown to contribute to young people’s reading skills, development, and confidence. Surrey’s nationally recognised Children’s Book Award has been shown to develop children’s confidence, ability to work together, presentation skills, and instil reading habits. SCC libraries work with families experiencing domestic abuse supports vulnerable children through Rhymetimes held in refuges and SCC-run homes for looked after children, and through the SCC Virtual School for looked-after children. Library resources can be accessed during weekends, evenings, and outside normal work and school hours when families and learners may need them most. Libraries also provide access to free broadband and Wi-Fi.

⁴ Joint Strategic Needs Assessments (JSNA) are produced by local authorities in partnership with the NHS to assess the current and future needs of the communities. All local authorities must produce a JSNA and used its findings to inform decision-making about local service provision.

- 1.13 Children and teenagers aged 0-19 account for around 287,000 of Surrey's 1.2million residents. As of 2017 one in ten children (10%) were living in poverty across the county, often in towns but in rural areas too and often in areas not generally thought of as "deprived". In 17 areas of the county the level of children living in poverty is 30%. Most of these children are in working households [Source: Surrey Uncovered 2017]. The children of Surrey's 21,200 lone parents are also likely to live in a low-income home [Source: JSNA]
- 1.14 For school age children we know that around 11,200 Surrey children qualify for Free School Meals, and 24,000 are eligible for Pupil Premium payments – both being indicators of need. We also know that coming from a disadvantaged household significantly increases the chances of a Surrey child failing to achieve the standard expected of them (in reading, writing, and maths or "RWM") at Key Stage 2 (age 11), compared to children not from disadvantaged households. [Source: JSNA] Linked to this it is also projected that the proportion of people living in overcrowded homes is set to increase by 5% over the next decade, which in turn will make it harder for children in those homes to find space to study and do their homework. [Source: Draft SCC health and wellbeing strategy 2019]
- 1.15 School-readiness among under 5s is defined as having achieved a good level of development at the end of Early Years Foundation Stage (i.e. the start of formal primary education). In Surrey overall, 73% of children have good school-readiness, but this falls to 51% for children from low income households (defined as those eligible for Free School Meals) [Source: JSNA]. School-readiness is closely linked to the health literacy of families and their understanding of health information. There is also a recognised lack of capacity to identify those pre-school age children most at risk of arriving at school with low levels of readiness, this includes reaching children from low income households. [Source: JSNA]
- 1.16 Poor school-readiness is in turn linked to poorer future educational attainment and longer-term employment prospects and puts a significant additional strain on schools and teachers in terms of teaching and supporting children's personal care.
- 1.17 There are also issues around online safety for children, an area where Surrey recognises there is under-provision. Just under one in three Surrey children (29%) when asked at Year 6 (10 and 11-year olds) said they had seen images or videos which they thought were for adults-only. [Source: JSNA]
- 1.18 Indicated needs:
- Activities and resources which support increased school readiness for pre-school children and their parents especially for low income households including children with low-paid working parents.
 - Opportunities to strengthen reading (for pleasure and for study), writing and maths attainment among school-age children, especially those from lower income households.
 - Activities to support family learning around academic learning (reading, writing and maths), as well as life skills such as health literacy - especially for families with multiple challenges or needs.
 - Support to build digital literacy and promote safe and positive behaviour online among children and young people.
 - Opportunities to access resources and support outside of regular school and work hours (e.g. weekends and evenings).

Everyone benefits from education, skills and employment opportunities that help them succeed in life

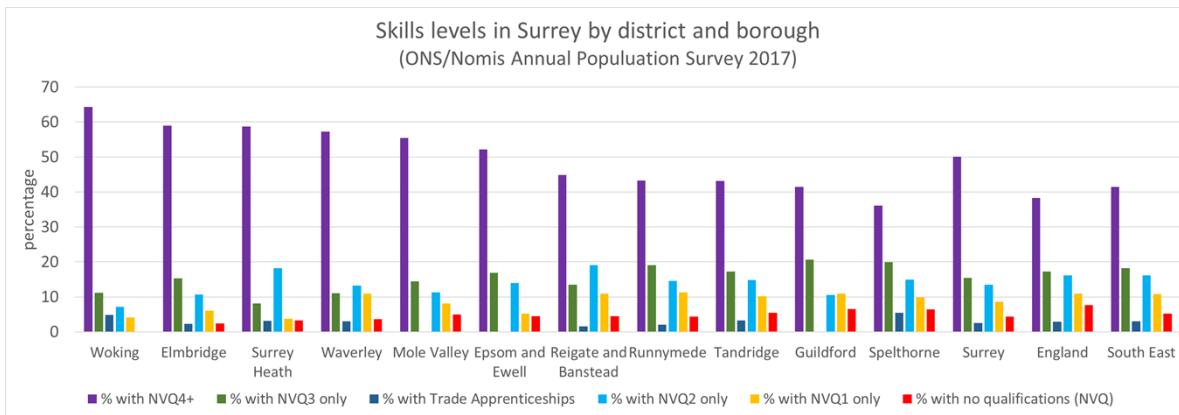
How do libraries meet this need?

Libraries are informal centres of learning where all ages can build skills and knowledge which contributes to well-being, builds personal networks, and can support their career and earnings potential. One of the ways they do this is by providing free internet access via PCs and WiFi. This overcomes a critical barrier for those who lack access to a PC of their own, or who cannot afford broadband or mobile data. For those who lack digital *skills* libraries provide face-to-face support and assisted digital access e.g., help setting up online profiles for DWP's Find A Job, or structured digital skills courses. SCC Digital Buddies enable people to access Universal Credit services.

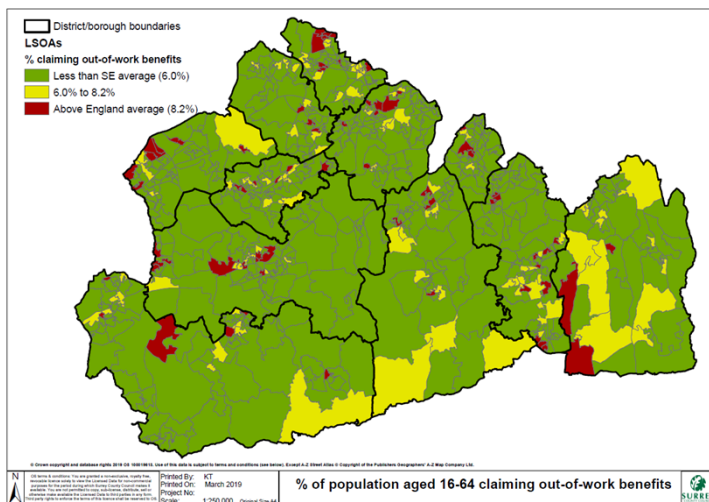
For children libraries support learning through resources and activities (Code Clubs, school visits, crafts), and by providing a safe learning-focused space for homework and private study.

For adults' they provide access to resources for job searching, distance learning, free access to academic journals, as well as author talks, practical sessions and language courses. For those starting up new businesses libraries provide essential resources such as access to professional and academic publications, space to work and hold meetings, and the benefits of co-working space.

- 1.19 The skills and employment landscape is changing rapidly as the UK, and the Southeast in particular, becomes a high-skills economy with many basic job roles moved off-shore, or automated. One recent figure which captures this perfectly is that while currently around 10% of jobs in the Southeast are open to those with no formal qualifications, this is set to plummet to just 1% by 2024. In other words, in less than a decade it will become almost impossible for someone with no formal skills to find employment in Southeast England. The situation for those with low-level skills is not much better. [Source: Shared Intelligence research into SE skills for SEEC, 2018]
- 1.20 In line with the general picture of social need, the data on skills shows enormous variation across the county. Generally, Surrey residents have good skills levels with 50.1% educated to NVQ4 or above (meaning some form of Higher Education) compared to 41.4% across the Southeast and 38.3% for England. At District and Borough level however, there are wide variations as the chart below illustrates. For example, while 64.3% of the population of Woking have achieved NVQ4+ only 36.1% of the population of Spelthorne are educated to that level - a gap of 28.2 percentage points.
- 1.21 Looking just at those individuals with low skills levels, around one in eight (13.5%) Surrey residents have progressed no further than NVQ2 in their education – a much smaller proportion than the Southeast or England average. But in Surrey Heath and Reigate and Banstead the percentage who have not progressed beyond NVQ2 (18.2% and 19.1% respectively) is not only higher than the Southeast average, but the national average also. In three other districts (Tandridge, Guildford, and Spelthorne) the proportion with no qualifications at all is higher than the Southeast average.



1.22 In terms of employment there is a similar picture as before. Most areas of the county have low unemployment, yet in every district and borough are communities with levels of employment above both the Southeast average and the England average also – as illustrated in the map below.



1.23 As we have already seen, levels of *in-work* benefit claimants (indicating low income), follow a similar pattern.

1.24 Although there is good mainstream provision for adult learning in Surrey, it is recognised that there is less adult learning provision (including community-based provision) for those with specific needs in particular people with mental illness or learning disabilities. There is also less provision for family learning, especially for families on low incomes. [Source: JSNA]

1.25 Indicated needs:

- Support for adults with no formal qualifications and/or low skills to learn basic skills including basic digital skills, and to increase their skill levels.
- Support geared around job search (e.g. basic online skills and CV or application writing), in areas with higher levels of low skills and/or unemployment.
- Adult learning opportunities for people with specific needs such as learning disabilities, or mental illness.

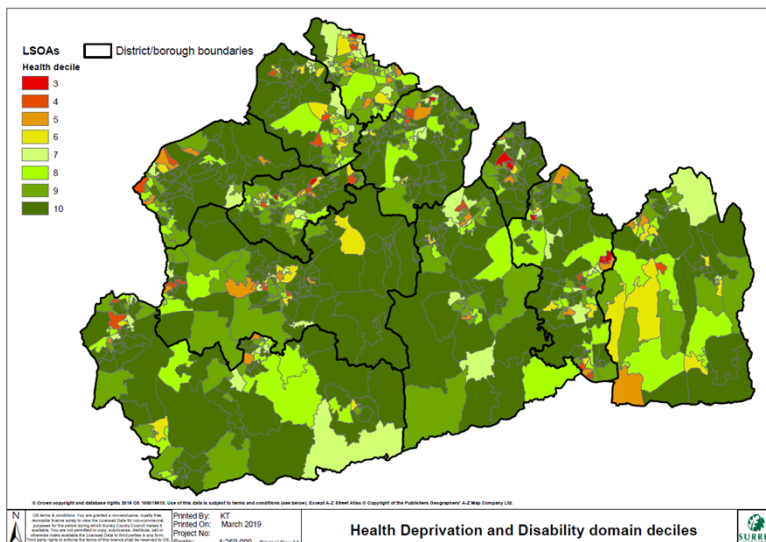
Everyone lives healthy, active and fulfilling lives and makes good choices about their wellbeing

How do libraries meet this need?

Library use has been shown to have a range of health and social benefits including socialisation and respite for carers and new parents, improved health literacy through health drop-ins, and reduced loneliness and isolation especially for older people living alone. These benefits can be experienced by ordinary users and volunteer alike. SCC libraries are also adapting libraries to make them more welcoming for children on the autistic spectrum or with dyslexia.

Libraries also enable individuals to explore self-help options to manage their own health by accessing “social prescribing” types of support provided through libraries including; Reading Well Books on Prescription, rhyme times for maternal mental health, therapeutic reading groups, and “Shelf Help” for teenagers with mental health needs.

- 1.26 Around 30% of the population in Surrey are living with a long-term health condition, the most common being hypertension, diabetes, and asthma. Around 12% are living with two long term conditions (also known as “multi-morbidity”). Multimorbidity is linked both to socioeconomic deprivation and age and among the over 65s, around 90,000 people suffer multimorbidity. [Source: JSNA]
- 1.27 Sensory impairment is also common and set to increase as people live longer. By 2030, it is estimated that 171,000 people in Surrey will have hearing loss and 20,000 over 75s will have some form of sight loss. [Source: JSNA]
- 1.28 As before, the pattern for health and disability across Surrey is one of hotspots in every borough and district, set against a backdrop of generally good health in comparison to the rest of the England.



- 1.29 Besides physical health there are estimated to be 148,000 individuals with common depression and anxiety disorders in Surrey. As we have already shown, Surrey has several clusters or hotspots of poor mental health spread across the county, often overlapping with other indicators of need such as low skills and low income. [Source: JSNA]

- 1.30 Although estimates vary, current literature indicates that in the UK around one in five women, during pregnancy or in the first year after the birth of their baby, experiences some form of mental health problem. There are around the 13,000 maternities in Surrey each year, but the county has no specialist maternal mental health service, and this has often been identified as a gap in provision which needs to be addressed as a priority. [JSNA] As of 2019 there is also significantly reduced provision from the Children's Centre network especially in terms of the frequency and location of drop-in activities.
- 1.31 In Surrey as in many parts of the country, formal support for mental health is increasingly stretched and some forms of support are very limited indeed (e.g. for maternal mental health). Access to Child and Adolescent Mental Health Services (known as CAMHS) in terms of hours and availability is also recognised as limited. [Source: JSNA].
- 1.32 Indicated needs:
- Information and support relating to common long-term conditions especially heart-health, diabetes (and associated diet), and respiratory conditions.
 - Free access to fiction and non-fiction books for pleasure or study reading.
 - Support and information for people with sensory impairment including assistive technology for sight and hearing loss such as text-to-speech and speech-to-text.
 - Supportive group activities for mothers with babies focused both on child and family health and maternal mental health.
 - Health and wellbeing support for teens and young adults.
 - Access to health literacy information, and self-help support such as Books on Prescription, or therapeutic reading groups.

Everyone gets the health and social care support and information they need at the right time and place

How do libraries meet this need?

Libraries are a vital resource for older adults. The Reading Well Books On Prescription programme provides quality-assured book selections and enables library services to work with health providers. The reminiscence collection is seen as invaluable for supporting people with dementia and other forms of memory loss; the Library Direct service ensures that people unable to get to a library can still get the books they need via volunteer delivery; and targeted “reading groups”, such as Beyond Words aimed at adults with learning difficulties.

Other condition-specific support includes “hearing champions” and text-to speech technology.

Libraries also provide face-to-face signposting to other services including the NHS, Police, and other parts of the council – helping avoid misdirected queries, and sometimes reducing the need for further contact. Face to face support in a trusted setting is particularly useful for those who are frail or vulnerable, as well as for their carers.

- 1.33 As described at the start of this needs analysis, Surrey is on the cusp of a major increase in the number of people aged over 65 which will be accompanied by increasing numbers with long term conditions and multimorbidities related to ageing. Data for over 65s living alone also shows hotspots where the proportion of lone over-65s is higher than the national average. SCC recognise that the increase in demand for local services this will produce cannot be met through existing service models. Instead new approaches will be needed which promote self-management, independence, and the use of community assets and resources. [Source: Draft SCC health and wellbeing strategy 2019]
- 1.34 Not only will the 85+ cohort see the largest growth, but the number of *carers* aged 85+ will also increase (up 31% by 2023). [Source: Draft SCC health and wellbeing strategy 2019]
- 1.35 Many of those aged 85+ display signs of frailty and this is also set to increase in the coming years, rising by around 30% by 2030 compared to 22,000 today. [Source: Draft SCC health and wellbeing strategy 2019] Identifying those with frailty has been recognised as a challenge for agencies to identify. [Source: JSNA]
- 1.36 The number of residents living with dementia is also set to increase and this comes on top of the fact that Surrey already has above-average levels of dementia-related hospitalisations – in part due to Surrey having higher life expectancy. All this brings added urgency to the need for more prevention and early intervention. [Source: Draft SCC health and wellbeing strategy 2019]
- 1.37 We also know that generally more people in very old age are choosing to continue living in their community rather than moving to a care home and it is likely more people with dementia will be living at home in the coming years often cared for by a spouse [Source: Surrey Uncovered 2013]
- 1.38 There are 21,800 adults with learning disabilities in Surrey, and this cohort face many challenges in terms of life outcomes and achieving their full potential. For example, the employment rate for adults with learning disabilities has also decreased by 35% since 2011. [Source: Draft SCC health and wellbeing strategy 2019]

1.39 It is also the case that the life expectancy and average age of this cohort is increasing with many now aged over 65. The County Councils Network have recently estimated that nationally, the annual costs of supporting adults with learning disabilities will rise by 38% by 2025 (equivalent to £2bn of extra costs nationally).

1.40 Indicated needs:

- Support for people with dementia and their carers such as activity groups, carer-respite and resources which support reminiscence activities.
- Activities which help older adults remain active and independent by promoting self-management and the use of community assets and resources.
- Activities which enable older adults living alone to retain local social connections and networks and remain active in their communities.
- Support, resources, and activities for adults with learning disabilities including those which support independence, better outcomes and enable them to achieve their full potential

Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life

How do libraries meet this need?

For many people libraries are one of the first places they go when they arrive in an area to live or visit, using them to find out about local groups, activities, information and services. Libraries are places where people have the opportunity to engage through groups, activities, or simply by coming to a public social space.

Libraries also function as engagement hubs where local groups meet and display or promote their activities in settings which are neutral, non-commercial, and without faith or political affiliation. This supports the formation of social capital and helps combat social isolation.

Libraries provide specialist resources to those who might otherwise be excluded, for example people with sight or hearing loss, learning disabilities, or a long-term illness. ESOL story times and socials allow migrant communities to build support networks. Volunteering opportunities such as Digital Buddies, bookshop, Summer Reading Scheme, events, and Makerspace, allow people to develop skills and confidence and “give something back”.

- 1.41 Libraries are a valuable resource especially for families who face extra pressures. For example, Surrey has an estimated 14,000 young carers and over 30,000 older carers. [Source: Surrey Uncovered 2017]. Family carers are often on low incomes and need access to free or low-cost resources both for the person they are caring for, and for their own use. Another group who need extra support are lone parents, 21,000 of whom live in Surrey, also often on low incomes.
- 1.42 The families of the 2,500 serving Forces personnel based in Surrey, also face specific challenges. It has been well documented that military families (including veteran families) face many additional hurdles and are often at a disadvantage in accessing services such as school admissions, housing, banking and personal finance, and job-seeking support. [Source: Forces In Mind Trust]
- 1.43 The proportion of Surrey residents born outside the UK increased from 10% in 2001 to 14% a decade later in 2011 and in some parts of Surrey (notably Woking) the proportion is much higher. Libraries can support those born outside the UK to learn English, integrate, and find materials which support dual-language family learning.
- 1.44 The benefits of arts and cultural activities for community cohesion and for supporting vulnerable groups has been recognised in Surrey’s JSNA, which recommends filling gaps in provision around; arts and cultural activities for black and Asian communities, youth offenders, and children and young people outside mainstream education. [Source: JSNA]
- 1.45 Indicated needs:
- Resources and activities which bring together different cultures, span language barriers, and enable people to integrate.

- Basic information about the local community, events, contacts for local organisations.
- Good quality, trusted and welcoming physical spaces from which community or arts and cultural organisations can run activities or put on events.

Conclusions

1.46 While many people living in Surrey are relatively well-off and face no significant hardship, there are also many people who experience some level of hardship or need and there are several geographic pockets where this is acute. There are also some forms of need which have no strong geographic pattern for example maternal mental ill-health, and child and adolescent mental health. We can see from the data that need in Surrey affects people of all ages and often relates to factors affecting children and families, mental health, isolation, in-work benefits claimancy, frailty and old age, digital exclusion, and low skills.

1.47 The context for this needs analysis is pressure on the library service to operate within a reduced net budget and to evolve the service in line with the wider direction of change in public library services elsewhere. Even with greater sharing of assets, costs and resources between the library service and other local services (or additional earned income) it is inevitable the library service will have to become more focused. From the evidence in this analysis we conclude that a focus on all life stages, taking account of the evidence of need, alongside our understanding of the types of need which the library service best able to address is required. With that in mind the conclusion of this needs analysis is that where resource constraints require library services to be targeted, this should be on the basis of localities with the greatest concentrations of:

- children and young people
- older adults (aged 75+)
- social need relating to health, wellbeing, and long-term conditions
- social need among working age adults relating to low skills

1.48 Quantifiable data is readily available to identify all three of these factors.

In addition, libraries also meet a less tangible need, expressed in Surrey's strategic ambition that "Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life". Identifying where this need exists geographically is not straightforward but could be measured for instance by considering the availability of (or lack of) community support infrastructure such as local community facilities, the strength of local community groups, or public perception data about how welcoming their community is.

Library and Cultural Services Strategy 2020 – 2025: Appendix 2

Library service: analysis of use

Headline analysis: Our analysis paints a mixed picture of a service under-exploited in terms of overall scale and potential impact and which misses many of those who stand to benefit most. Yet the service continues to be used by more than 440,000 residents.

Although overall visits and book-lending have fallen significantly, borrowing of children’s books has risen in absolute terms – up one third over the past decade, bucking local and national trends in use. Children now account for 44% of all book lending despite accounting for only 25% of the Surrey population. Surrey has fewer library branches per head than other similar authorities and is not over-provided, but it spends more per resident. The fact that those areas having the highest library use are those with the lowest levels of social need suggests Surrey’s higher spend per capita is not translating into a greater contribution to Surrey’s social needs. The notable exception to this is Merstham where high use and high need appear aligned.

This analysis highlights two linked challenges. Meeting these will ensure the service contributes fully to Surrey’s strategic goals and balances the universal offer with a clear focus on need – which is effective at any given level of budget. Those challenges are (1) the need to fully exploit library use, which remains significant, to reach more of those with the greatest social need and (2) to re-calibrate the service offer based on learning from the trend-bucking growth in children’s borrowing, the example of Merstham library, and best practice in other impact-focused library services.

Introduction

- 1.49 This paper looks at patterns in library use in Surrey, makes comparisons with other services and national trends and draws out issues relevant to the strategic review of Surrey libraries.
- 1.50 Later in this paper we look at geographic patterns of library use based on data taken from the library service’s user records (known as the Library Management System or LMS). Although this provides a detailed picture of user demographics and enables us to build heat-maps showing the geographic distribution of users, LMS data cannot show total individual users. This is because LMS data relies on individuals having their library cards scanned or “blipped” when they borrow a lending item. LMS data does not capture instances when individuals participate in activities such as rhyme times, visiting to read without borrowing, studying, or using a computer or WiFi. Together these account for a significant proportion of overall use. An alternative dataset, total visits, while accounting to all forms of use is limited in other ways. It is gathered from entry-counters positioned at the entrances to libraries but this too is unable to show how many *individuals* are using libraries; for example 100,000

“entry-counts” could just as easily be 100,000 individuals visiting once, or 10,000 individuals visiting 10 times.

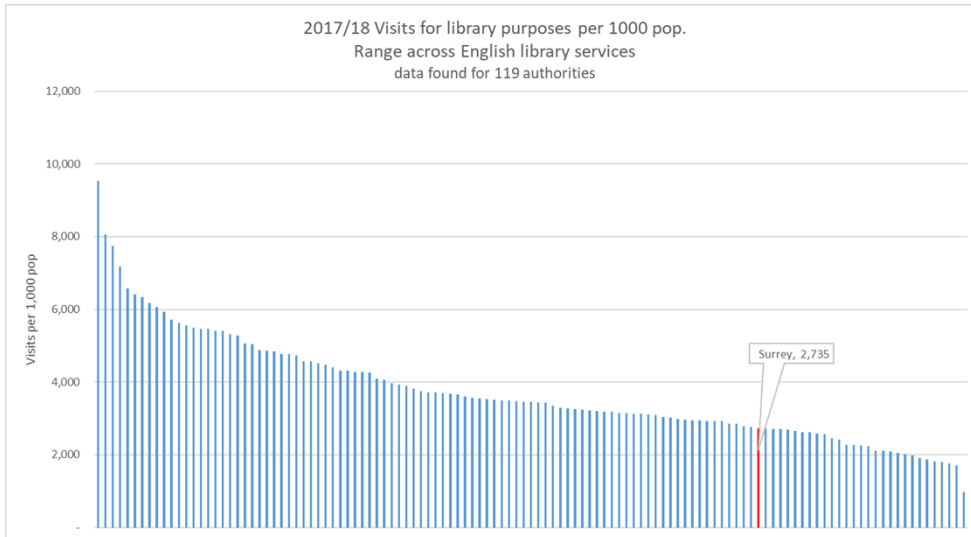
- 1.51 To arrive at a reliable figure of unique users we must look to at data from Active Lives, a Government-commissioned national annual survey. It provides reliable data down to Borough/District level for all those aged 16+. 2017 Active Lives data shows that in Surrey the percentage of 16+ residents who say they used a public library in the past 12 months ranges from 44.5% in Epsom and Ewell to 32% in both Guildford and Surrey Heath. Across Surrey the average is 37.3% which equates to 442,000 residents. The Surrey average of 37.3% compares to a national average of 35% (30% for men and 40% for women) who say they use libraries. Active Lives data also shows that nationally the age-group most likely to say they use libraries are 16-24 year olds (41.5%), followed by 35-44 year olds (40.1%), followed by 65-74 year olds (37.7%).

Local Authority	Used a public library service in past 12 months	Local Authority	Used a public library service in past 12 months
Elmbridge	42.9%	Spelthorne	34.7%
Epsom and Ewell	44.5%	Surrey Heath	32.0%
Guildford	32.0%	Tandridge	33.7%
Mole Valley	38.4%	Waverley	39.2%
Reigate and Banstead	39.4%	Woking	40.2%
Runnymede	33.3%	Average for Surrey CC	37.3%

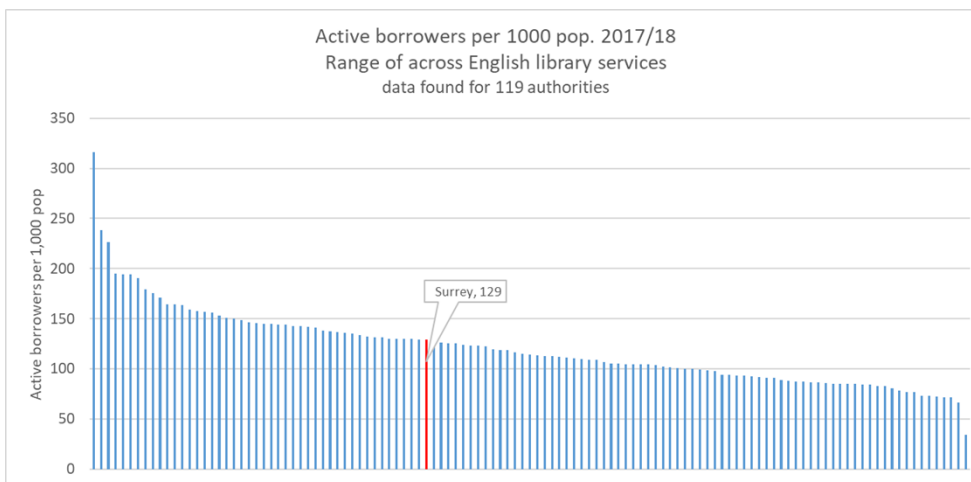
Active Lives Survey (DCMS 2017)

- 1.52 We can also build a comparative picture of library use using national library data gathered by CIPFA⁵ which gathered from local authorities' LMS data (i.e. based on entry-counter data). This shows Surrey towards the bottom of the range for total visits when compared nationally. Notably, while Active Lives showed Surrey above average for residents using a library in the past 12 months, CIPFA 2017/18 visit data shows Surrey some way below the national average for total annual visits (Surrey achieved 2,735 visits per 1,000 pop. compared to the national average of 3,750). One possible explanation for this is that CIPFA relies on entry-counter data. It is possible that even though a greater proportion of individuals have used a Surrey library than in other places, if each of those individuals has visited less often than in other places – there will be fewer visits in total.

⁵ The Chartered Institute of Public Finance and Accountancy (CIPFA) is a national organisation which gathers and publishes data about local government including library services. CIPFA library statistics are published annually and are the main source of comparative data about public libraries.



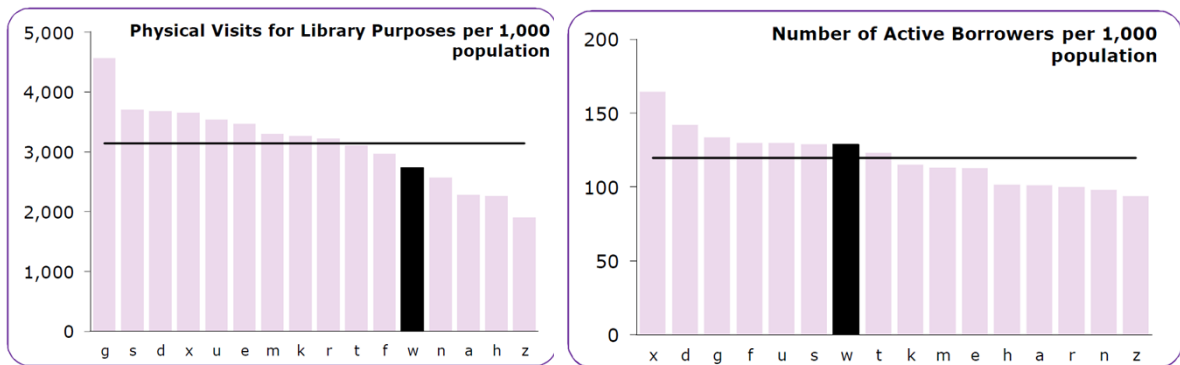
- 1.53 We can also use CIPFA data to look at the number of active borrowers per head of population. This shows Surrey in the upper half nationally (Surrey achieved 129 active borrowers per 1,000 pop. compared to the national average of 121). This is based on the number on individuals who have borrowed an item in the past 12 months. It does not account for those who have used a library in some other way (e.g., to take part in an activity, or use a computer).



- 1.54 CIPFA data also allows us to look at “statistical neighbours”⁶, in other words other library authorities with similar characteristics; in Surrey’s case these are counties with similar characteristics. When looking at visits and active borrowers only among statistical

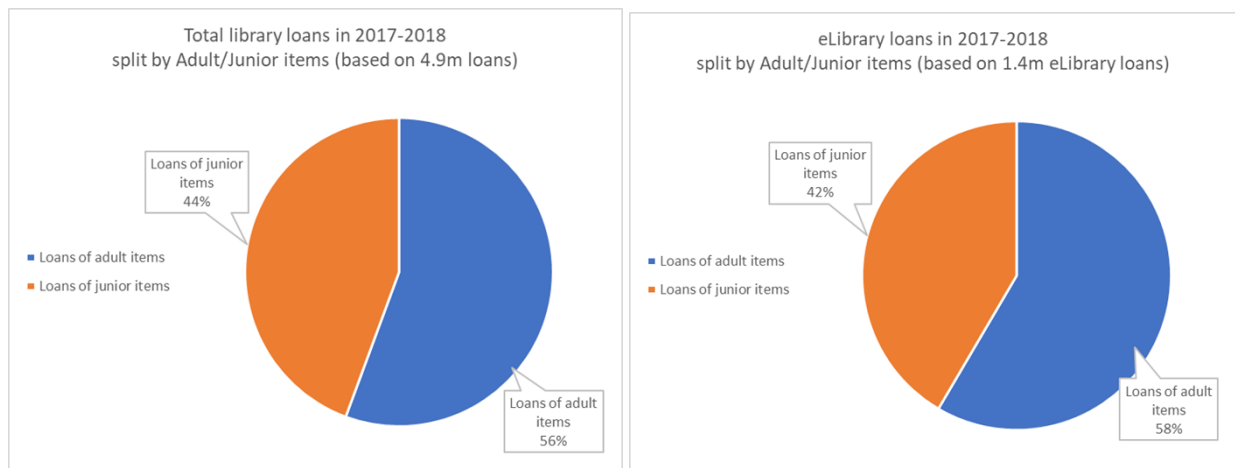
⁶ Surrey’s statistical neighbours are; Cambridgeshire, Oxfordshire, Hertfordshire, Hampshire, W Sussex, Buckinghamshire, Gloucestershire, Essex, Warwickshire, Kent, N Yorkshire, Leicestershire, Dorset, Worcestershire, E Sussex

neighbours for 2017/18, the pattern is similar to the full national comparison; Surrey (black bar) is below average on visits but above average on borrowers.

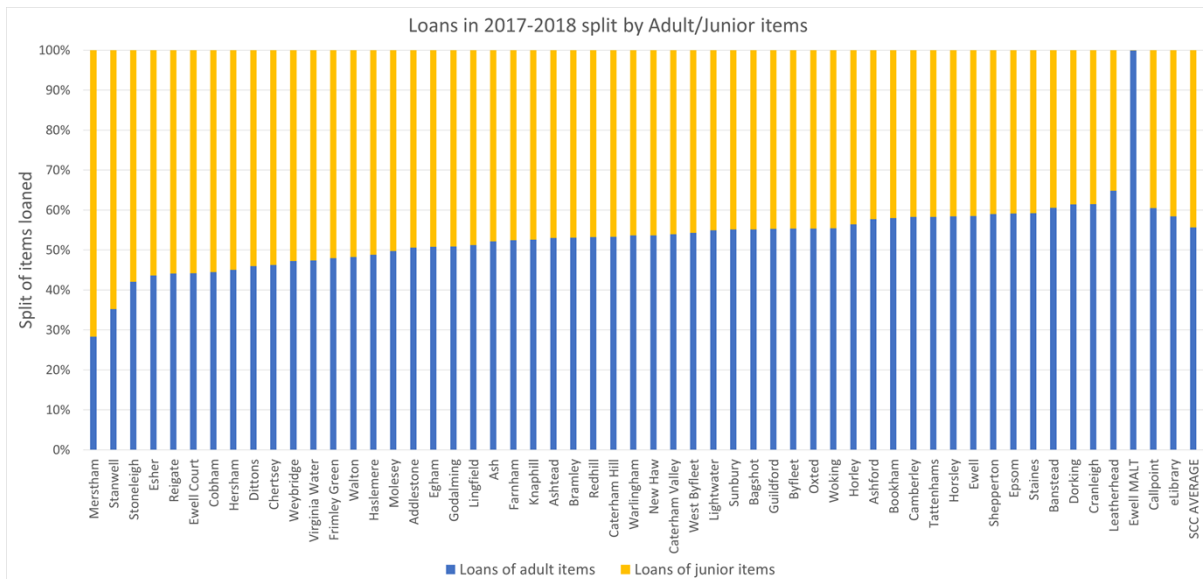


Junior versus adult lending

- 1.55 Nationally, libraries are used most by young adults (16-24), as well as by parents with young children especially pre-school age children.
- 1.56 In Surrey, although many older adults also use libraries, service reach among children and young people is disproportionately high compared to their share of the overall population. We can see this clearly in terms of the balance of lending of adult stock compared to junior stock (using data from Surrey’s own LMS). Under 18s in Surrey account for 25% of the population but library loans of junior stock (i.e. books kept in the junior sections, and which are predominantly borrowed for use by children) account for 44% of all physical loans and 42% of all eLibrary loans.



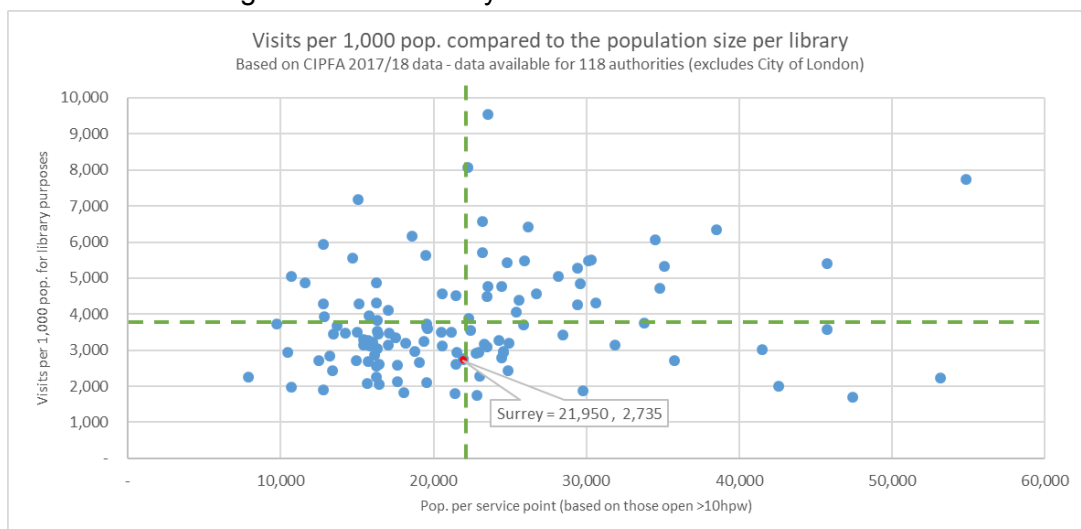
- 1.57 However, beneath the headline figures for the split between Junior and Adult lending lies significant variation by branch, as shown by the chart below.



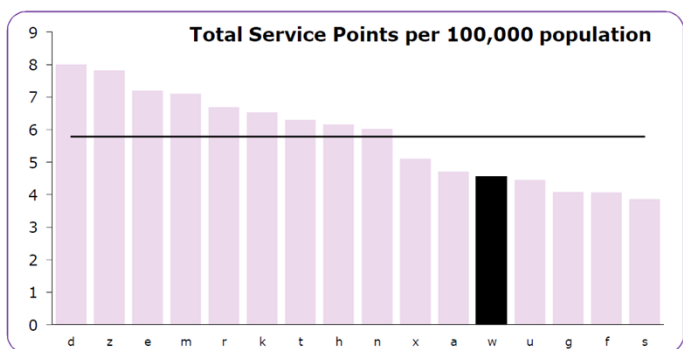
What is interesting is those libraries with the highest levels of junior lending (left side of the chart) tend to be smaller libraries. None of the main town libraries are among the 12 with the highest junior lending; three are “Community Partnership” libraries (Stoneleigh, Ewell Court, and Virginia Water), five are “C” libraries (Merstham, Stanwell, Cobham, Hersham and Chertsey), and four are “B” libraries (Esher, Reigate, Dittons and Weybridge). Conversely the 12 with the highest levels of adult lending (right side of the chart) include 4 of Surrey’s 10 main town libraries (Dorking, Staines, Epsom, and Camberley). One explanation for this may simply be that for a variety of reasons children tend to travel less far to visit a library, whereas adults are able to or choose to travel further e.g. to benefit from a greater range of services. (Nb. the branch labelled “Ewell MALT” which shows no junior loans is a collection of performing arts scripts and music scores).

Population per library branch

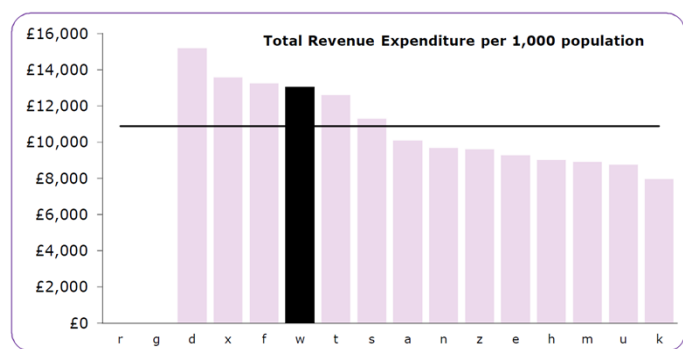
- 1.58 Looking at population per service point (i.e. total Surrey population divided by number of branches) Surrey has 21,950 residents per branch, which is fractionally below the national average of 22,164 (based on 2017/18 CIPFA data). When plotted against visits per capita in the scatter chart below we can also see that Surrey (at 2,735 visits per 1000 pop.) is below the national average as noted already.



- 1.59 In other words the number of libraries per Surrey resident is almost exactly equal to the national average, but Surrey residents are making fewer visits than in other places.
- 1.60 If we compare Surrey only to its statistical neighbours (again from CIPFA) this shows Surrey has slightly fewer branches per capita in 2017/18 than the average among similar counties (although it must be noted that several of those statistical neighbours are mid-way through reviewing their overall network and provision).

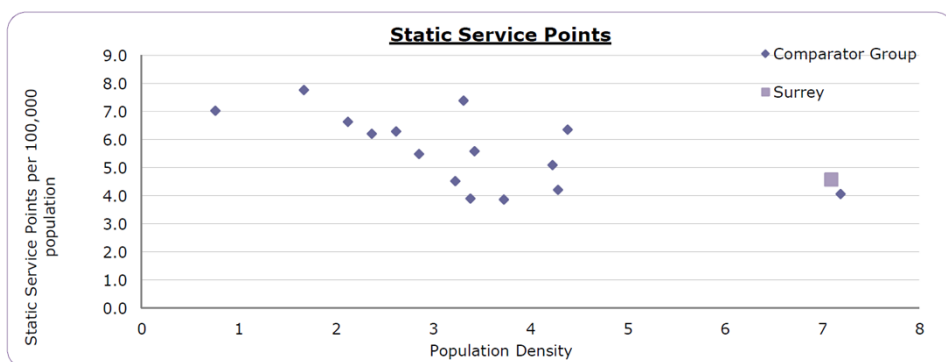


- 1.61 However, Surrey also spends slightly more per capita than its statistical neighbours.



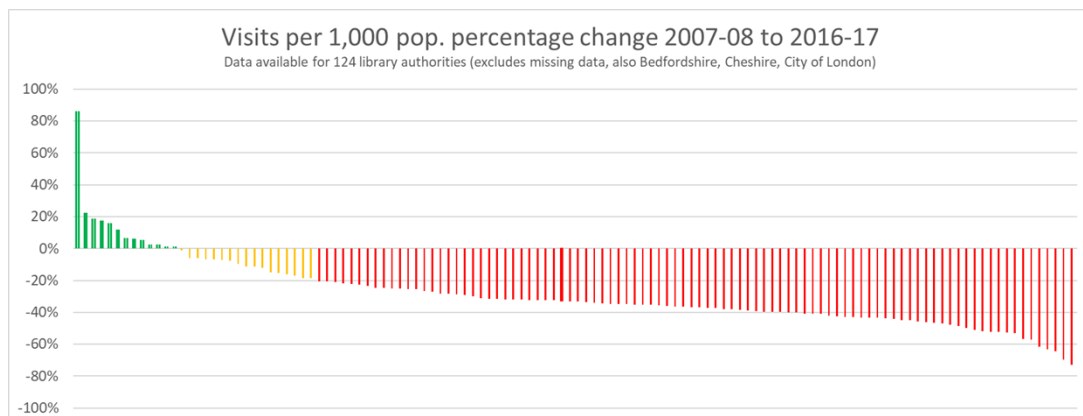
- 1.62 Finally, CIPFA provide comparisons of service points per capita against population density. This shows that Surrey has a much higher population density than all but one of its statistical neighbours, the majority of whom are more rural with more dispersed populations. However, Surrey has an almost identical number of branches per capita as its closest comparator authority.

Authority	Median
Population Density	7.1 3.3



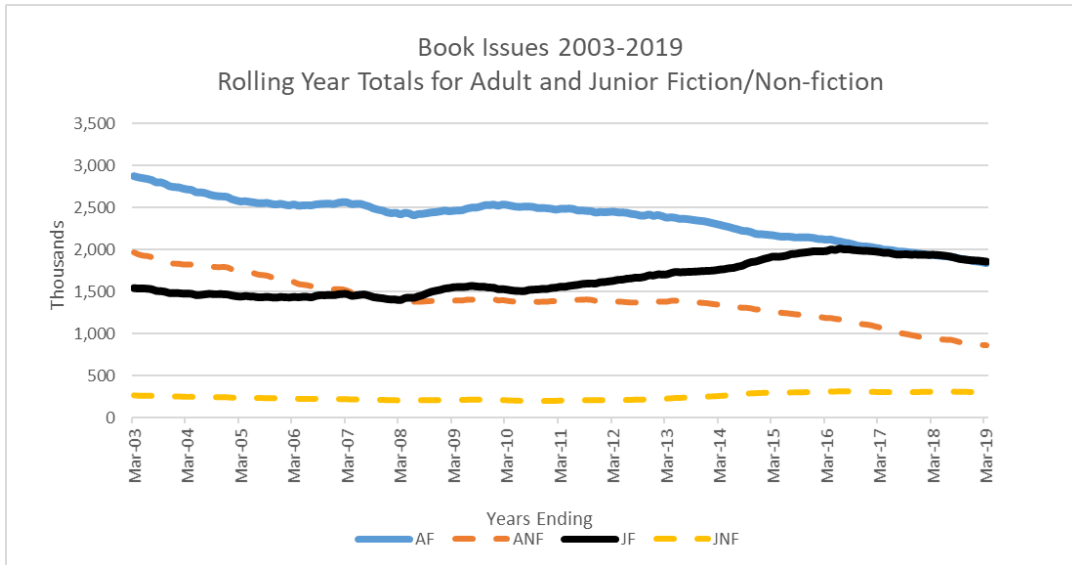
Long term trends in library use

- 1.63 There is much discussion nationally about changing patterns in library use and the overall fall in use. Surrey follows the national pattern with visits and borrowing having fallen over the past decade. Nationally the fall in visits is often attributed to wider societal and technological trends, coupled with spending reductions. However, the true picture is more complicated, and while many library services have indeed seen dramatic falls in use, some have increased visits. The chart below shows changes in visit numbers across 124 library services between 2008 and 2017. Most have seen falls of between 15 and 40%, but thirteen have achieved visit growth, while a few seem to have capitulated entirely. Coupled with recent research by DCMS into factors influencing library visits⁷, and examples of increases in library use in other developed nations, this points to a more complex picture. A more helpful analysis is that library use is growing in places where they are used to tackle major challenges such as skills, digital literacy, and loneliness, while in places which lack either leadership or sufficient focus on place-based priorities libraries are under-exploited and consequently under-utilised.



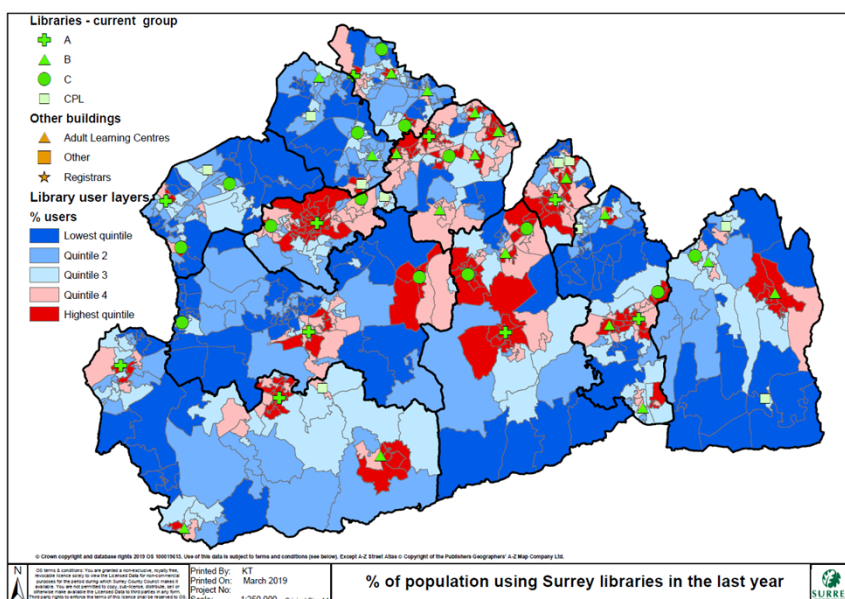
- 1.64 In Surrey, there is another important detail which risks being overlooked beneath the overall decline in use. That is the significant increase in issues of children's fiction over the past decade from around 1.5m in 2008 to around 2million in 2018, at the same time as adult fiction issues have fallen. This increase has come despite the stock of junior fiction remaining far smaller than adult fiction.

⁷ [Research by DCMS based on statistical correlations using CIPFA data](#) found the most likely drivers of changes in library use (both increases and decreases) were more likely to factors internal to individual services, such as leadership and strategy, than external factors such as technology or social change. Furthermore the research found that levels of funding had less influence than other factors.

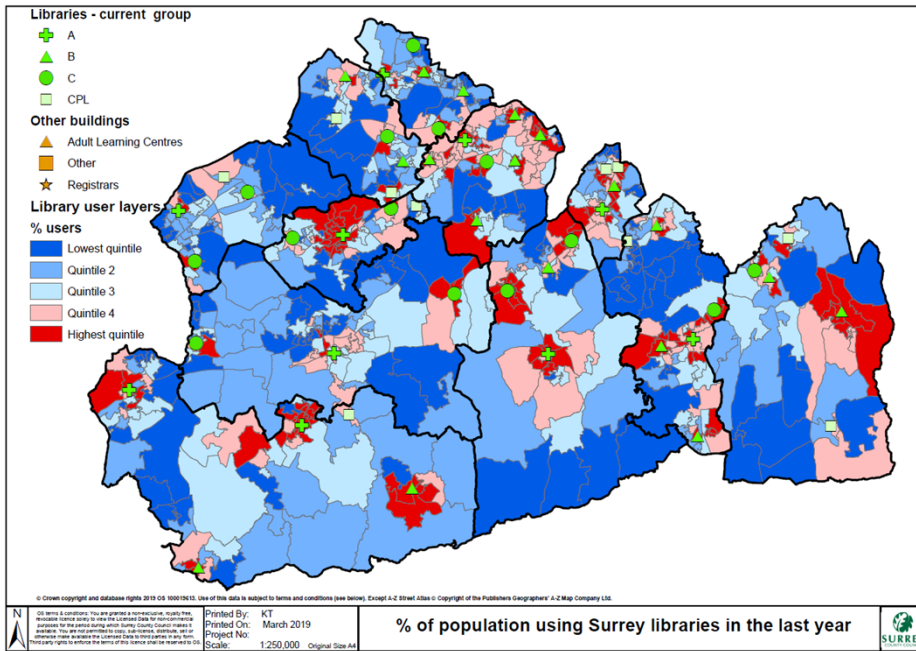


Geographic patterns of library use

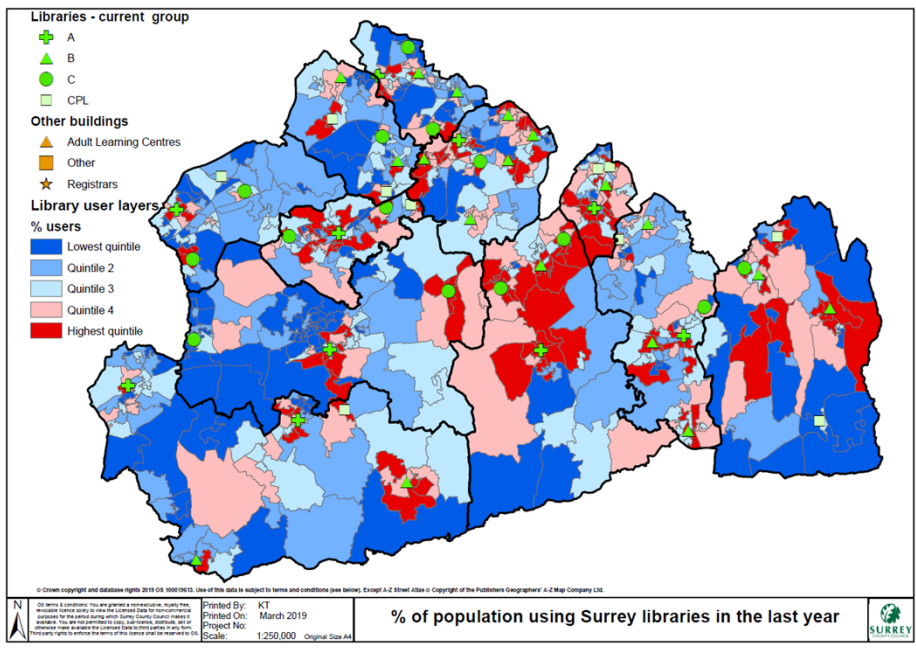
- 1.65 Library borrowing by all users (again “borrowing” does not account for those who visit but do not “blip” their library card) shows hotspots around libraries as you would expect, but also that there is significant variation across the county with some libraries generating more heat (i.e. higher percentages of borrowers per capita) than others. The heatmap for “all user” data shows cooler areas in the north and southeast of the county.
- 1.66 This map also highlights the contrast in population density across Surrey between the south which is generally rural and lower density, and the north which is generally built up and higher density. This means that while library branches in the south of the county serve similar-sized populations to the north, they are further apart and those populations must travel further to reach the nearest branch.



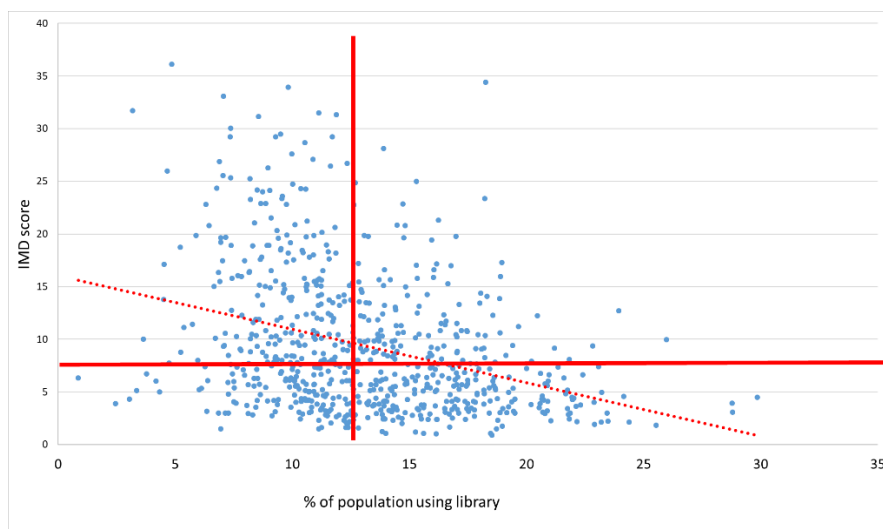
1.67 The picture for library borrowing by 0-18s is a similar overall but focused on different geographies (here the north, far southeast, and far southwest of the county look warmer than in the all-user map). This may reflect the different make-up of towns and communities, or stock selection, or the approach and skills of staff.



1.68 The pattern of over 75 borrowing is a similar patchwork, again with geographic differences.



- 1.69 We have also compared the IMD scores and library use for each individual geographic unit of the county, i.e. individual neighbourhoods and communities (these are known as LSOAs). This shows an inverse trend with weak correlation – in that better off areas (having lower IMD scores) tend to be those where a greater proportion use libraries. It is not clear-cut and there is a very wide field of scatter, but it is a trend nonetheless.



- 1.70 This also misses out those who visit a library but without blipping their card (e.g. to attend an activity or study) and it may be that those in less well-off areas use libraries more for other kinds of activities besides book-lending. Nevertheless, it illustrates a wide variation in levels of use from less than 10% of pop. to 20%+ and this cannot be explained solely by distance from a library – we have already seen there are both hot and cold spots right next to libraries.
- 1.71 Finally, it is interesting to note an outlier in the top right of the scatter (i.e. high level of need/IMD and high use) which turns out to be the area around Merstham library. There may be an interesting approach here which is important in terms of the future service model.

Conclusions

- 1.72 The overall picture of library use and library users in Surrey is mixed, and points to a service which is under-exploited in terms of overall scale and potential impact. It could even be said to be missing those individuals who stand to benefit most. The library service continues to have significant reach, 37% of the population (equivalent to 442,000 residents) say they have used a library in the past year. However, overall visits have fallen over the past decade and visits per capita are low when compared nationally.
- 1.73 Children account for 44% of all book lending despite making up only 25% of the population. Borrowing of children's books has also risen by a third over the past decade, bucking the trend of declining use, and an exact mirror image of adult lending.
- 1.74 While Surrey has slightly fewer branches per head than other similar authorities, per head spending on libraries is slightly higher. Although the number of book borrowers is higher than average, those who do borrow from libraries do not tend to live in areas of the highest

social need. In other words Surrey is not over-provided in terms of branches per capita, but it does spend more per resident, and the question we cannot fully answer is – does that higher per capita spend deliver a greater contribution to Surrey’s overall priorities compared with other authorities?

- 1.75 In terms of what this means for a new library strategy, this analysis highlights two linked challenges. The first is the need to fully exploit library use which remains significant in scale (440,000 residents) in order to reach more of those who stand to benefit most – i.e. those with the greatest social need. One measure of this would be to say that the areas with the highest levels of social need, should become the areas with the highest library use.

The second linked challenge is to learn from a) the trend-bucking growth in children’s borrowing and b) explore the Merstham example where high use and high social need appear to have been aligned. Understanding these examples will likely provide lessons about the service offer as a whole which if applied - at any given level of budget and irrespective of the level of spending reductions required - will mean the service is more fully exploited and a bigger contributor to Surrey’s strategic goals

EIA Title				
Did you use the EIA Screening Tool? (Please tick or specify)	Yes (Please attach upon submission)		No	

1. Explaining the matter being assessed

<p>What policy, function or service change are you assessing?</p>	<p>The council have developed a strategy for libraries and cultural services for 2020 – 2025 which sets out our commitment to deliver a broad range of modern affordable services providing opportunities to read for learning and enjoyment; access accurate and quality information; engage in creative and cultural activities and informal and formal learning.</p> <p>The services addressed in the strategy are:</p> <ul style="list-style-type: none"> • Surrey Arts • Surrey Heritage • Surrey Adult Learning • Surrey Registration Service • Surrey Libraries <p>The crux of our strategy is to reduce the net cost of these services whilst increasing impact. We will do this by working closer with communities in design and delivery and by exploiting digital technology to increase our reach and free up staff.</p> <p>The strategy details five strategic objectives to underpin the development of these services going forward and a set of actions that we will take, including a new model of library service delivery.</p> <p>Our approach to implementation of the strategy will be to engage, through a co-design process, widely with residents, staff and partners on how the future model for libraries is implemented and how the libraries and cultural services can increase the positive outcomes/impact against the Surrey 2030 Vision.</p> <p>In the event that the co design leads to proposals to change the way in which current library services are delivered formal consultation will take place. This will be undertaken with due regard to our duties under the Equality Act and the Public Libraries and Museums Act 1964 ‘to provide a comprehensive and efficient library service for all persons desirous to make use thereof’.</p>
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<p>Why does this EIA need to be completed?</p>	<p>Changes to the library service will impact on people from the protected groups identified in the Equality Act 2010.</p>			
<p>Who is affected by the proposals outlined above?</p>	<p>The library service has some 320,000 registered members, and although the service does not monitor protected status amongst its membership, it is clear that this includes people from these groups. Most protected groups will not be disproportionately negatively affected by the actions set out in the strategy but it can be argued that two may: age, and disability. Age, because the service has disproportionately high levels of membership for children and older people compared with Surrey’s demographics, and disability, because people with certain kinds of disability will find changes harder to accommodate than the average user.</p>			
<p>How does your service proposal support the outcomes in the Community Vision for Surrey 2030?</p>	<p>This work is linked to the five “people” ambitions:</p> <ul style="list-style-type: none"> • Children and young people are safe and feel safe and confident. • Everyone benefits from education, skills and employment opportunities that help them succeed in life. • Everyone lives healthy, active and fulfilling lives, and makes good choices about their wellbeing. • Everyone gets the health and social care support and information they need at the right time and place. • Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life. 			
<p>Are there any specific geographies in Surrey where this will make an impact? <small>(Please tick or specify)</small></p>	<p>County Wide</p>	<p>x</p>	<p>Runnymede</p>	
	<p>Elmbridge</p>		<p>Spelthorne</p>	
	<p>Epsom and Ewell</p>		<p>Surrey Heath</p>	
	<p>Guildford</p>		<p>Tandridge</p>	
	<p>Mole Valley</p>		<p>Waverley</p>	
	<p>Reigate and Banstead</p>		<p>Woking</p>	
	<p>Not Applicable</p>			
	<p>County Divisions (please specify if appropriate):</p>			
<p>Briefly list what evidence you have gathered on the impact of your proposals?</p>	<p>A public consultation exercise on five strategic principles for libraries and cultural services was completed on 4th January 2019. The outcome of this consultation, further engagement work, community profiling and service use analysis has been used to develop a strategy for libraries and cultural services. The strategy proposes a new model for library services which will be developed into specific proposals through a process of co-design over the next 12 to 18 months. The strategy does not set out detailed proposals, these will be achieved through the co-design process and will use a wide range of evidence to understand the impact of the proposals as they develop..</p>			

2. Service Users / Residents

There are 10 protected characteristics to consider in your proposal. These are:

1. Age including younger and older people
2. Disability
3. Gender reassignment
4. Pregnancy and maternity
5. Race including ethnic or national origins, colour or nationality
6. Religion or belief including lack of belief
7. Sex
8. Sexual orientation
9. Marriage/civil partnerships
10. Carers protected by association

Though not included in the Equality Act 2010, Surrey County Council recognises that socio-economic disadvantage is a significant contributor to inequality across the County and therefore regards this as an additional factor.

Therefore, if relevant, you will need to include information on this. Please refer to the EIA guidance if you are unclear as to what this is.

AGE

What information (data) do you have on affected service users/residents with this characteristic?

Although people of all ages use libraries, a higher proportion of Surrey library users are people aged 65 or over or younger children than is the case for the proportion of these groups in the population as a whole.

(Statistics of library use, compared with Surrey demographics).
Surrey Library Borrowers Compared to Surrey Population:
(March 2016)

Age Band	Current Borrowers	Surrey Population	Over /Under Representation
0-14	27%	18%	+9%
15-65	55%	63%	-9%
65	17%	19%	-2%

Impacts (Please tick or specify)	Positive		Negative		Both	√
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Impacts identified	Supporting evidence	How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner
As children and young people and older people use the library service more than other groups it will be necessary to ensure through the co-design that impacts on these groups are identified and mitigated where possible in delivering the new library service model.	Analysis of service use and community profile prepared to inform the strategy.	Focused and targeted co-design activity will be undertaken with children and young people and older people.	Between January 2020 and April 2021.	Assistant Director, Lifelong Learning and Culture

**What other changes is the council planning/already in place that may affect the same groups of residents?
Are there any dependencies decisions makers need to be aware of?**

The council's asset management/property strategy will impact on the buildings in which we deliver these services to residents. During the co-design process we will ensure that any implications as a result of the property strategy are identified and taken account of.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

None currently identified

DISABILITY

What information (data) do you have on affected service users/residents with this characteristic?

The community profile developed to underpin the strategy contains a quantity of data about people with disabilities in Surrey. It identifies that the libraries and cultural services can and must play a role in supporting people with long term health conditions, disabilities including sight impairments, and mental health problems.

Impacts (Please tick or specify)	Positive		Negative		Both	√
	Impacts identified	Supporting evidence	How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner	
None yet identified. This will be kept under review as the co design is developed	Analysis of service use and community profile prepared to inform the strategy.	Focused and targeted co-design activities will be undertaken with this group building on the relationship we established with the Surrey Coalition of Disabled People and their member organisations as part of the consultation on the strategic principles.	Between January 2020 and April 2021.	Assistant Director, Lifelong Learning and Culture		

**What other changes is the council planning/already in place that may affect the same groups of residents?
Are there any dependencies decisions makers need to be aware of?**

The council's asset management/property strategy will impact on the buildings in which we deliver these services to residents. During the co-design process we will ensure that any implications as a result of the property strategy are identified and taken account of.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

None currently identified

3. Staff

AGE

What information do you have on the affected staff with this characteristic?

Surrey Libraries Staff:

Age Range	% of Library Staff
15 to 19	9.6%
20 to 24	5.7%
25 to 29	5.9%
30 to 34	5.2%
35 to 39	6.1%
40 to 44	8.3%
45 to 49	7.9%
50 to 54	11.4%
55 to 59	16.6%
60 to 64	14.0%
65 to 69	6.8%

Equality Impact Assessment

	70+	2.6%				
(May 2017)						
Impacts	Positive		Negative		Both	√
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
There may be changes to structure and the way staff work but these will not become explicit until we have undertaken co-design on the implementation of the new strategy over the next 12 – 18 months.	Understanding of the impact of previous re-structures in these services.		Staff are a significant group of stakeholders. They will be involved in co-design activities with residents and partners and will have the opportunity to influence implementation of the strategy		Between January 2020 and April 2021.	Assistant Director, Lifelong Learning and Culture
What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of?						
The council's asset management/property strategy will impact on the buildings in which we deliver these services to residents.						
Any negative impacts that cannot be mitigated? Please identify impact and explain why						
None currently identified						

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DISABILITY

What information do you have on the affected staff with this characteristic?

Surrey County Council staff with a declared disability is as follows:

- Male: 3.10%
- Female: 3.14%

(Source: SCC Equalities and Diversity Profile 2016)

Impacts	Positive		Negative		Both	√
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
There may be changes to structure and the way staff work but these will not become explicit until we have undertaken co-design on the implementation of the new strategy over the next 12 – 18 months.	Understanding of the impact of previous re-structures in these services.		Staff are a significant group of stakeholders. They will be involved in co-design activities with residents and partners and will have the opportunity to influence implementation of the strategy		Between January 2020 and April 2021.	Assistant Director, Lifelong Learning and Culture

**What other changes is the council planning that may affect the same groups of staff?
Are there any dependencies decisions makers need to be aware of?**

The council's asset management/property strategy will impact on the buildings in which we deliver these services to residents.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

None currently identified

4. Amendments to the proposals

CHANGE	REASON FOR CHANGE
<i>What changes have you made as a result of this EIA?</i>	<i>Why have these changes been made?</i>
None	No specific changes to services are being proposed at this time. Following a process of co-design if there are specific changes to service delivery consultation on these will be undertaken.

5. Recommendation

Based on your assessment, please indicate which course of action you are recommending to decision makers. You should explain your recommendation in the in the blank box below.

Outcome Number	Description	Tick
Outcome One	No major change to the policy/service/function required. This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken	√
Outcome Two	Adjust the policy/service/function to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?	
Outcome Three	Continue the policy/service/function despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are: <ul style="list-style-type: none"> • Sufficient plans to stop or minimise the negative impact • Mitigating actions for any remaining negative impacts plans to monitor the actual impact. 	
Outcome Four	Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission's guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay, available here).	
<i>Please use the box on the right to explain the rationale for your recommendation</i>	No specific changes to services are being proposed at this time. Following a process of co-design if there are specific changes to service delivery consultation on these will be undertaken.	

6a. Version Control

Version Number	Purpose/Change	Author	Date
V3	N/A	Lesli Good	12/11/19

The above provides historical data about each update made to the Equality Impact Assessment. Please do include the name of the author, date and notes about changes made – so that you are able to refer back to what changes have been made throughout this iterative process. For further information, please see the EIA Guidance document on version control.

6b. Approval

	Name	Date approved
Approved by*	<i>Head of Service</i>	12/11/19
	<i>Executive Director</i>	12/11/19
	<i>Cabinet Member</i>	12/11/19
	<i>Directorate Equality Group</i>	N/A

EIA Author	Lesli Good
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**Secure approval from the appropriate level of management based on nature of issue and scale of change being assessed.*

6c. EIA Team

Name	Job Title	Organisation	Team Role
Lesli Good	Assistant Director, Lifelong Learning and Culture (Interim)	SCC	Assistant Director
Helen leech	Senior Manager Digital Services	SCC	Senior Libraries Manager

If you would like this information in large print, Braille, on CD or in another language please contact us on:

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SURREY COUNTY COUNCIL**CABINET****DATE: 26 NOVEMBER 2019****REPORT OF: MRS MARY LEWIS, CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE & FAMILIES****LEAD OFFICER: DAVID HILL. EXECUTIVE DIRECTOR CHILDREN, FAMILIES, LIFE-LONG LEARNING****SUBJECT: FAMILY RESILIENCE – UNIVERSAL YOUTH OFFER****SUMMARY OF ISSUE:**

Surrey County Council currently provides open access universal youth work that takes place in youth centres across the county. The youth centres are often underutilised and are not fulfilling their potential for the benefit of young people.

There is no statutory duty for Surrey County Council to provide open access universal youth work and the majority of universal youth work in Surrey is already delivered by the voluntary, community and faith sector.

Whilst there is no statutory duty, the youth centres themselves are a valued community asset and can play a larger role in achieving the Community Vision for 2030 that includes community participation as one of the priorities. Our aim is to increase the availability of the existing youth centres for the use of the voluntary, community and faith sector.

We therefore intend to consult on whether Surrey County Council delivers universal open access youth work and to enable the voluntary, community and faith sector to use the youth centres at little or no cost.

RECOMMENDATIONS:

1. Cabinet agrees to undertake public consultation on whether Surrey County Council enables the voluntary community and faith sector to use the youth centres for the benefit of young people at little or no cost.
2. Cabinet agrees to consult on whether Surrey County Council delivers universal open access youth work.
3. Cabinet agrees to delegate authority to the Executive Director Children, Lifelong Learning and Culture to work with Cabinet member for Children, Young People and Families to agree and implement the local solutions following the conclusion of the consultation.

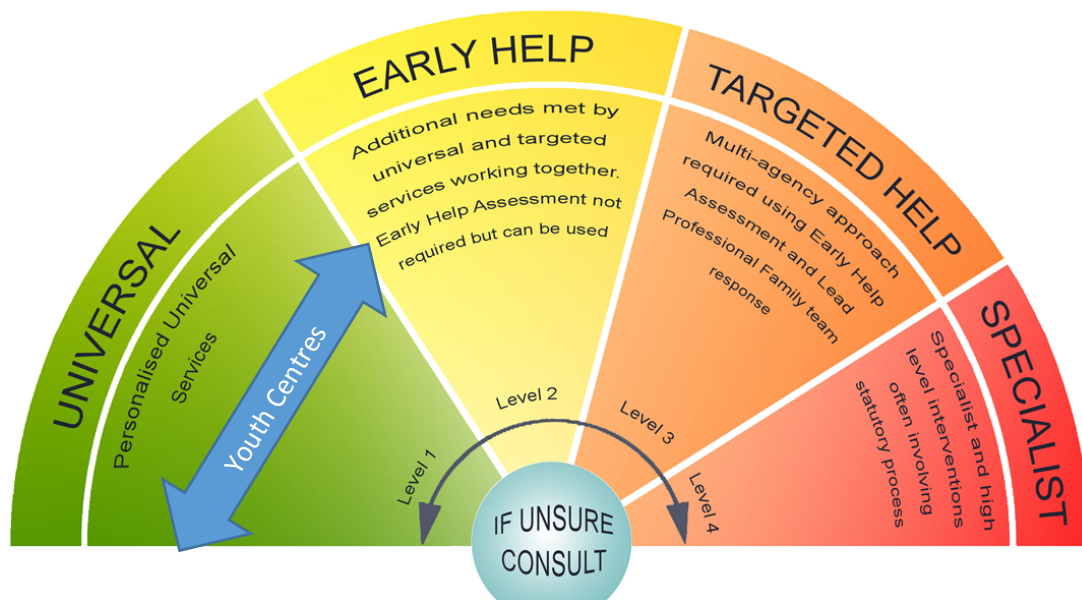
REASON FOR RECOMMENDATIONS:

Transforming the existing universal youth work model and improving the access to youth centres requires formal consultation. The options and solutions for each youth centre will

need to be considered at a local level as part of the local engagement during the consultation.

DETAILS:

1. The reduction in open access youth provision has been a national trend in the last decade with many local authorities significantly reducing or stopping completely the delivery of universal youth work. There is no statutory duty for Surrey County Council to deliver universal youth work.
2. The restructure of the Children and Family Service has strengthened the capacity and capability to respond to young people who need additional support with the creation of Targeted Youth Support and the Safeguarding Adolescence Teams. The new Children's Single Point Access has also improved the pathways to this support. A description of the full youth offer is set out in Appendix A.



3. The restructure of the Children and Family Service has not however remodelled the universal open access youth work that is currently delivered across the county.
4. This report refers to universal open access youth work as defined by the Safeguarding Partnership Levels of Need. Universal open access youth work takes place in youth centres, often using activities such as sport, music and art as a way to engage young people. The primary focus is the social and emotional development of young people and is open to all young people for little or no cost.
5. There are approximately 35 locations that are used or have been used to deliver open access youth work. Most of the buildings are owned by the county council with others leased from District and Borough Councils or private landlords. The annual running costs associated with the buildings is circa £975k. The majority of buildings are under-utilised.

6. The universal youth work staffing budget is £657k and is made of up of approximately 100 staff but only 19.6 full time equivalents as the majority of staff have contracts for only a few hours a week
7. We are proposing that Surrey County Council ceases the delivery of Universal Youth Work and to enable the voluntary, community and faith sector to use the existing youth centres to provide services for young people. The intention is to maximise the potential of the existing youth centres whilst recognising this needs to be achieved within the available existing resources.
8. The contribution of Surrey County Council needs to add value to the voluntary, community and faith sector, working alongside organisations such Surrey Youth Focus, YMCA Easy Surrey, Eikon and Surrey Clubs for Young People. These, and other organisations, already provide interventions and support to deliver a comprehensive universal youth offer across Surrey and they have significant experience, skills and resources to do so.
9. We know one of the main barriers for the voluntary, community and faith sector is access to buildings, running costs and short term funding/lease arrangements. Whilst bigger organisations are willing and able to take on the full running costs of buildings smaller, emerging community based groups may initially find this difficult.
10. The existing youth centres will be reviewed at a local level with key stakeholders with the intention of each centre being available for use by the voluntary, community and faith sector at little or no cost.
11. Only if there is no local demand for the centre and following the conclusion of the consultation would any further considerations for the buildings' future use be recommended. There may also be scope for relocating provision to more suitable locations which can also be considered at a local level. Where there are opportunities for colocation of other services this will also be considered.
12. There is no one single solution for each existing youth centre in Surrey and each centre will need to be looked individually at a local level with key stakeholders to agree future delivery options. These could include:
 - Supporting the creation of management committees and providing them with a lease for the building with an agreed set of outcomes.
 - Providing leases to already established organisations with an agreed set of outcomes.
 - Agreeing what type of use and lease arrangement could be for little or no cost to the provider.
 - Relocating provision to an alternative site if the building is not fit for purpose or in the wrong location.
 - Providing short term pump prime grant funding for organisations that need help to get established.
 - Enabling mixed use of the building with other SCC services and partners.
13. Our resources and expertise are best utilised by targeting services at young people most in need but we also have a key role to play to enable and support local delivery

of universal youth work. This can be achieved by retaining a small team to support sustainable provision. The role will liaise with all stakeholders to:

- Have oversight of delivery across the county, and to understand local needs
- Maximise the use of buildings, enabling multi-users
- Understanding & unblocking the barriers to delivery including cost
- Supporting quality delivery and working with local providers according to their needs

CONSULTATION:

14. The formal consultation will commence 16 December 2019 and will remain open until the end of April 2020, during which time we will undertake local engagement regarding each existing centre to identify how we can support the voluntary, community and faith sector to use the centre.
15. The local engagement will include seeking the views of young people, communities, district and borough councils, local and joint committees, voluntary, community faith organisations and other key stakeholders.
16. The consultation will include the opportunity for residents and voluntary, community and faith organisations to register their interest to use of the youth centres for the benefit of young people and the community.

RISK MANAGEMENT AND IMPLICATIONS:

17. The table below sets out the associated risks during the consultation period.

Risk Description	Mitigation Activity
Existing buildings remain underutilised during the consultation	Short term lease/rental/Service Level Agreements will be used to enable use by the voluntary, community and faith sector pending the consultation outcome.
Uncertainty for existing organisations using the youth centres	No changes will be made to existing arrangements during the consultation period. Existing users will be included as stakeholders in the local engagement

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

18. The building and workforce costs will be remodelled and contained within the existing budgets of £975k and £657k respectively

SECTION 151 OFFICER COMMENTARY

19. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium term financial outlook is uncertain as it is heavily dependent on decisions made by Central Government. With no clarity on these beyond 2020/21, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade.

This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term. As such, the Section 151 Officer supports the proposal to consult on the future delivery of universal youth services.

- 20. Whilst the initial proposals do not result in any reductions to the current level of expenditure, the outcome of the consultation will be factored into the Medium-Term Financial Strategy.

LEGAL IMPLICATIONS – MONITORING OFFICER

- 21. As set out in the body of the report, the County Council does not have a statutory duty to provide universal access to a youth service. The Council has a duty under the Education Acts which requires it to “secure, so far as reasonably practicable, provision of educational and recreational leisure time activities for young people”.
- 22. In carrying out this duty, the Council must ensure that young people are consulted and have a say in the local offer. This is often referred to as the “youth service duty” which will be met in the proposed consultation programme set out in the report.

EQUALITIES AND DIVERSITY

- 23. The Equalities and Impact Assessment will be undertaken as part of the consultation and engagement and used to inform any future recommendations and decisions.

WHAT HAPPENS NEXT:

- 24. The consultation will commence 16 December 2019.
- 25. Engagement events will take place in each district and borough during the consultation with dates published on the Surrey County Council Have Your Say website.
- 26. The engagement events will be scheduled to take place in each district and borough as set out below.

District and Borough	Local engagement
Mole Valley Reigate and Banstead Tandridge	January 2020
Spelthorne Epsom and Ewell Elmbridge	February 2020
Runnymede Surrey Heath Woking	March 2020
Waverley Guildford	April 2020

Contact Officer:

Nigel Denning, Early Help Transformation Lead

Annexes:

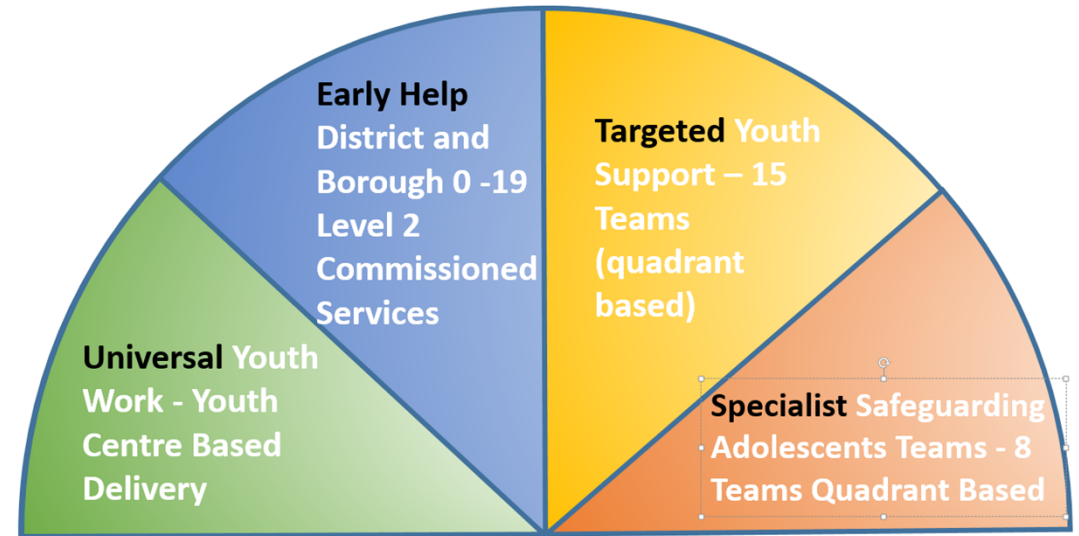
The Surrey County Council Youth Offer.

The Surrey County Council Youth Offer

The Surrey Safeguarding Partnership has established the 4 levels of Need for children, young people and families as **Universal (level 1)**, **Early Help (level 2)**, **Targeted Support (level 3)** and **Specialist (level 4)**

The term ‘**Youth Offer**’ is used to describe the range of services for young people that are provided by Surrey County Council for each level of need.

The transformation of Children and Family Services has created new teams to ensure Young People who need additional support get it at the right time and in the right way from either Targeted Youth Support Teams or the Safeguarding Adolescence Teams. The level 2 Early Help 0-19 offer is also being recommissioned to create a lead provider in each District and Borough for young people who need help early when issues occur. The Public Health approach to reducing serious youth violence and knife crime requires effective arrangements across all the levels of need and has informed the creation of the new model. These new services do not deliver universal, open access Youth Work such as Youth Centres. Open access universal youth work is provided in some areas by the existing Surrey County Council Youth Service but in many areas open access youth work is already delivered by the voluntary and community sector. The voluntary and community sector also supports Young People who need additional support with more details available on the Surrey County Council Family Information Website. The following diagram describes the Surrey County Council Youth Offer against each of the levels of need.



Universal Youth Work

Universal Youth Work is open to all young people and is provided by Youth Work practitioners in a number of Youth Centres across Surrey. Universal Youth Work often uses activities as a way to engage young people, young people do not need to be referred to the Youth Centre and can access the programme of activities for little or no cost. In Surrey, a number of centres are now run by the voluntary, community and faith sector and the buildings are also used for other non-youth work related activities.

There is no statutory duty for Surrey County Council to provide open access universal youth work. Whilst Universal Youth Work provides a range of activities such as sport and music to engage young people, its primary focus is social and emotional development.

Early Help

Some young people need to be helped early when issues occur to ensure they reach their potential. This can be as straightforward as a supportive conversation by a teacher, neighbour or police officer or perhaps help to access support on specific issues. A significant number of voluntary, community and faith sector organisations support young people that need help with their identity, emotional health, relationships and life as a young person in general. Surrey County Council commissions a range of these services across Surrey as part of a 0-19 Level 2 Early Help offer in each District and Borough. These services can be accessed direct without a need for referral to the Children's Single Point of Access.



Targeted Youth Support (TYS)

TYS is a new service that works with young people after a request for support has been made through the Children's Single Point of Access. Young People need to give their consent with the exception of young people involved with Criminal Justice. Young People will be allocated to a practitioner who will undertake an assessment and produce a plan with the young person. Targeted Youth Support engage young people who are at risk of exclusion from school, risk of homelessness and coming into care, difficult family relationships, risk of exploitation, substance misuse, offending behaviour, emotional and mental health support. YYS meet young people in the most appropriate settings to meet their needs, using community venues and some youth centres. The support can be 1:1 or in groups and can include working with the whole family where appropriate

Safeguarding Adolescents Teams (SATs)

The SATs provides the statutory Child Protection and Safeguarding support for adolescents in Surrey. The Service is accessed through the Children's Single Point of Access. Young People are likely to be experiencing exploitation, serious offending, homelessness, exclusion from school. The Social Work led teams work closely with other partner agencies to protect young people and support their recovery. SATs work very closely with YYS to provide a seamless response when risks increase and decrease. When young people do come in to the care of the local authority SATs will work with the young person and families to repair fractured relationships and their return home where appropriate.

SURREY COUNTY COUNCIL**CABINET****DATE: 26 NOVEMBER 2019****REPORT OF: MS DENISE TURNER-STEWART, CABINET MEMBER FOR COMMUNITY SAFETY, FIRE & RESILIENCE****LEAD OFFICER: GILLIAN STEWARD, EXECUTIVE DIRECTOR OF HIGHWAYS, TRANSPORT AND ENVIRONMENT****SUBJECT: REVIEW OF CHARGES FOR PARKING IN COUNTRYSIDE ESTATE CAR PARKS****SUMMARY OF ISSUE:**

A decision was made at Cabinet in January 2018 to introduce car park charging at the five busiest country sites, equating to 15 of the 30 car parks across the countryside estate to generate new investment in Surrey's countryside. In July of 2018, Cabinet agreed that a review of the impact of car park charging would be undertaken after 12 months of operation of the policy if it was considered that the policy of charging had not delivered a significant financial contribution to the countryside.

This review has now occurred and despite making a small surplus the first year of operations has not delivered the significant contribution as expected.

The Surrey countryside is valued highly by many of our residents, who visit it regularly and care passionately about it. However, many of Surrey's residents are not benefiting from exposure to the countryside and experiences with nature. Our ambition is for all of Surrey's residents to have access to the natural landscapes within the county and to benefit from the related health and wellbeing advantages, to enable them to lead healthier, longer lives.

It is considered that charging to park in the council's countryside estate no longer aligns with the council's overarching Community Vision 2030 and to our Health & Wellbeing Strategy and Greener Futures Programme.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Agree to the removal of all charges relating to parking at all Countryside Estate car parks currently managed under lease by Surrey Wildlife Trust, with effect from 1 April 2020.
2. Agree to delegate to the Executive Director of Highways, Transport and Environment, in consultation with the Cabinet Member for Community Safety, Fire and Resilience, the development and implementation of a plan to deliver recommendation 1.
3. Develop proposals for the introduction of a voluntary payment scheme.

REASON FOR RECOMMENDATIONS:

The Countryside Estate service operates 15 car parks across the county, where charges are made for parking to residents and visitors wishing to access the countryside.

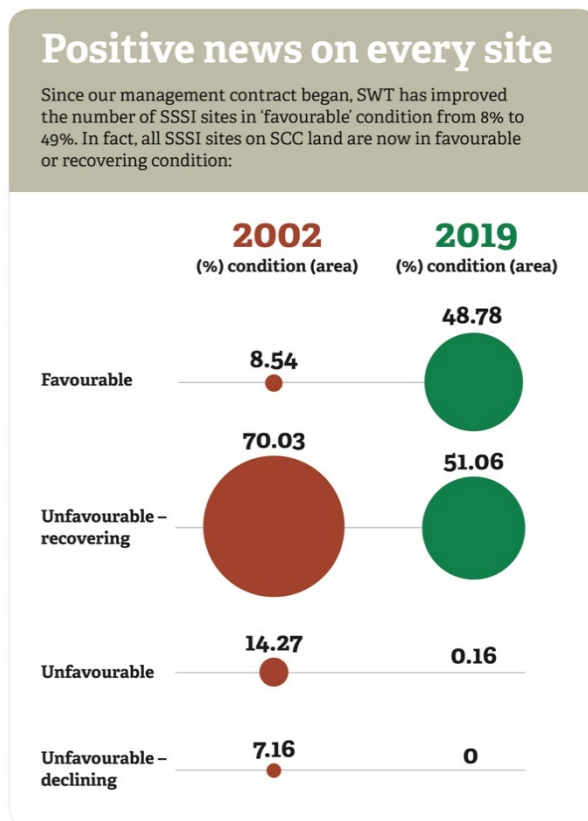
Following the implementation of the charges in July 2018 it was agreed that a review of the impact of car park charging would be undertaken after 12 months of operation.

This review has concluded that the original policy of charging visitors to park when visiting the countryside estate has not delivered the significant financial contribution and is no longer aligned with the council's overarching Vision 2030.

DETAILS:

Background

1. The Surrey countryside is beautiful and diverse. It is the most wooded county in England, with 23% coverage compared to a national average of 10%. In addition to woodland, Surrey also boasts rare and important areas of heathland and chalk downland, which are heavily designated for conservation purposes and which are home to rare species, such as the Dartford Warbler.
2. In the last 17 years, the Surrey Wildlife Trust have done an impressive job of improving nature conservation at the 10,000 acres owned and influenced by Surrey County Council (SCC), as demonstrated on the chart below. All sites are now in a favourable or recovering condition.



Source: Surrey Wildlife Trust 2019

3. Due to the improvements in the nature conservation of our sites, focus is beginning to shift to improving the visitor experience at these sites and to ensuring that residents who do not access the countryside are given the opportunities and means to do so.
4. The Council took a decision in January 2018 to introduce parking charges for all users of the following locations (Total: 15 car parks):
 - Newlands Corner
 - Chobham Common
 - Norbury Park
 - Ockham Common
 - Rodborough Common, and
 - Whitmoor Common (at the time of undertaking this review operational issues meant charging at this site has not gone live)
5. It was agreed that a review of the effectiveness and impact of charging would be conducted after the initial year of operation. As a result of the phasing-in of charges between July 2018 and August 2018 it was also agreed that the review should cover the period 1 September 2018 to 31st August 2019.

Role of the Countryside Estate in Delivering our Vision 2030

6. Since the implementation of car park charging the Council has adopted Vision 2030. This new strategy follows a very robust consultation period and sets out the ambition to deliver significant improvements to the quality of life of all of Surrey's residents. The Countryside Estate has a key role to play in delivering Vision 2030. In particular, ensuring that;
 - *Everyone lives healthy, active and fulfilling lives, and makes good choices about their wellbeing.*
 - *Residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities.*
7. The effects of the countryside and connection with nature in benefitting mental and physical health are well established. In practical terms, fresh air, headspace, contact with nature and community spirit present positive effects on our sense of belonging, reducing stress and anxiety and generally making us feel happier and healthier. The countryside also offers opportunities for free and inclusive forms exercise including walking, running and cycling, which have further health and wellbeing benefits.
8. The ambitions within the 2030 Vision aligns with the recent publication of the Landscapes Review: National Parks and AONBs by Julian Glover, an independent report commissioned by Defra. The Surrey Hills are one of the UK's 46 Areas of Outstanding Natural Beauty and so this report is of great relevance when considering decisions about Surrey's countryside.
9. The Landscapes Review states unequivocally that national landscapes should be a positive force for the nation's wellbeing and should be experienced and enjoyed by all.
10. The Landscapes Review identifies how access to the countryside is not equal. Glover states that landscapes are open and free to all but can seem exclusive. The statistics published in the report demonstrate that certain groups are especially disconnected. Most countryside visits are made by the same (better off, less diverse) people repeatedly, and those who miss out are the older, the young – especially adolescents –

and those from lower socio-economic groups and black, Asian and minority ethnic communities.

11. The findings from the Landscapes Review are reflected in the visitor statistics which we hold for the SCC countryside estate (from visitor surveys and car counters at car parks). These statistics reveal a stagnant pattern of use with a high percentage of dog walkers (87% across the estate) and an extremely low percentage of families and visitors with children (13%) compared with those visiting country parks (55%).

Health and Wellbeing

12. A new Health and Wellbeing Strategy (2019) has been developed for Surrey. It is the product of unprecedented collaboration between the NHS, Surrey County Council and wider partners, including the voluntary and community sector and the police.
13. The Strategy signals an important shift to a more preventative approach to health, addressing root causes of poor health and wellbeing – including issues such as environment – and not just treating the symptoms.
14. One of the key ambitions of the Strategy is to improve environmental factors that impact people's health and wellbeing. Access to the countryside for the purpose of exercise, spending time with family and friends, relaxation etc. are all key proponents of this ambition.

Greener Futures

15. In July 2019 Surrey County Council declared a Climate Change Emergency and set an ambitious target to be a zero carbon county by 2050. SCC is now working with residents, communities and partners, including the boroughs and districts, to develop a Greener Futures climate change strategy which will launch in April 2020.
16. The Greener Futures Scrutiny Task Group are currently gathering information and evidence from expert witness sessions to start developing recommendations for the strategy. Land-use, food and countryside is one of the six key themes which is being explored and part of this research is looking at the ways residents can interact with the countryside in order to mitigate against, and adapt to, a changing climate.
17. Working alongside the Greener Futures Programme, more work will be required to support and encourage residents to access areas of countryside within their localities, without making use of their cars.
18. The Health and Wellbeing Strategy and the Greener Futures Programme both play a crucial role in delivering the Community Vision for Surrey in 2030. Surrey's countryside estate will play a key role in delivering these future priorities. The introduction of car parking charges - and therefore a charge to access the countryside – is therefore seen as a potential barrier.

Views of Countryside users and potential users

19. Between October and November 2018 SCC carried out the Caring for the Countryside Survey to understand the views of our countryside estate visitors. During this time 1367 visitors were asked to complete a questionnaire. The following responses were obtained:

- 40% of respondees wanted to see free car parking in their vision for the countryside in 25 years (465/1147 responses)
- 33% of respondees stated that the parking charges were a barrier to access (9/27 responses)

20. The background interviews carried out with strategic partners such as the NHS Commissioning teams, Schools, Surrey Outdoor Learning Centres, Local Access Forums, and market research users groups showed all partners were keen to use the sites in their day to day activities, thus opening up the sites to those with access, health, mental health issues and facilitating the potential educational benefits of the sites. However, the spirit of joint partnership working is diminished when the delivery bodies would be charged for using the services. Removing the charges for car parking will open up the possibilities of working with these bodies to achieve SCC's Vision for 2030.

Financial Summary

21. The council is committed to reviewing the introduction of car parking charges after the first 12 months of operation against the original business case. For the initial 12 month review period the net revenue position is set out below. The council has also incurred capital set up costs of c.£0.3m to date for equipment etc.

	Newlands Corner £000	Wider Countryside Estate £000
Ticket Income	(93)	(108)
Annual Pass Income	(9)	(36)
Total Income	(102)	(144)
Operating Costs	60	83
Net Income	(42)	(61)

22. It is important to consider balancing the financial returns from car park charging against the impact retaining car park charges may have on the council's ability to develop and implement a range of policy outcomes related to health, well-being and climate change.

Implementing a Change in Policy

23. Following a decision by Cabinet, car park charges will be removed, and the council will need to undertake a programme of work to put this change into effect. Cabinet are asked to delegate the decisions relating to this to the Executive Director in consultation with the Cabinet Member.
24. We will consider enabling voluntary payments for parking in the Countryside Estate based on retaining the infrastructure in place. This is a model which has been used by the National Trust at many sites. This will allow residents and visitors to make an individual decision about whether to voluntarily pay for parking and therefore, contribute to the costs of managing, maintaining and improving the countryside estate. A campaign to promote how the voluntary contributions are directly benefitting the countryside will be developed and rolled out at each car park location.

25. Newlands Corner Car Park falls within the scope of a local access agreement in respect of land currently owned by the Albury Estate. In the event of the council deciding to remove car park charges discussions with representatives of the Albury Estate will be required to agree how to support the cost of managing and maintaining land covered by the terms of the current access agreement. As landlord the Albury Estate will retain the right to continue to charge for visitors to Newlands Corner should it wish.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

26. Income received by SWT from parking charges has been retained and used by them to support the management of the countryside estate. The recommended removal of car parking charges would lead to a loss of income, which was £0.1m during the first year of operation. This, and any other associated financial implications such as decommissioning existing parking infrastructure and the impact of withdrawing parking charges on land owned by the Albury Estate, will be taken into account as part of the 2020/21 budget setting process.

SECTION 151 OFFICER COMMENTARY

27. Although significant progress has been made over the last twelve months to improve the Council's financial position, the medium term financial outlook is uncertain as it is heavily dependent on decisions made by Central Government. With no clarity on these beyond 2020/21, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term. The removal of parking charges on the countryside estate will lead to a financial pressure as set out above. The loss of income will either result in reduced resources for managing the countryside estate, or will need to be offset by an increased subsidy from local tax payers. The full impacts will be factored into the Medium-Term Financial Strategy

LEGAL IMPLICATIONS – MONITORING OFFICER

28. The Council has a variety of powers to provide and charge for parking. For the Countryside Estate car parks, the Council utilised the power to make or authorise charges in Section 43 of the Countryside Act 1968. That power authorises, but does not require, the Council to make reasonable charges for the provision of facilities or services under the Act. It is therefore at the Council's discretion whether to levy parking or other charges on the Countryside Estate.
29. The public sector equality duty applies to this decision. Cabinet Members must have due regard to the need to advance equality of opportunity to people with protected characteristics, foster good relationships between such groups and eliminate any unlawful discrimination, which includes considering any disproportionate impact on any particular protected group. An Equalities Impact Assessment has been completed for the project and is annexed to this report, which members should take into account in making their decision.
30. Cabinet will need to be cognisant of its fiduciary duties to Surrey residents to ensure the Council maintains a balanced budget in the delivery of its functions.

EQUALITIES AND DIVERSITY

31. Car park charges are payable at all relevant locations for all vehicle users. Whilst the level of charges payable has been set at a level designed to recover costs and to provide a reasonable level of investment in new countryside services and facilities, charges are likely to discourage a range of potential users including low-income families who otherwise may benefit from being able to access the countryside for free.
32. The Equalities Impact Assessment is included at annex A.

ENVIRONMENTAL IMPLICATIONS:

The removal of charges for parking at Countryside Estate car parks is likely to encourage new and additional visitors to the countryside. We are encouraging residents to use sustainable means of transport to access the countryside.

PUBLIC HEALTH IMPLICATIONS

33. Over 400,000 visitors access Surrey's countryside estate each year, participating in a range of physical and well-being activities. Any measure that retains and promotes access to the countryside is likely to generate positive public health outcomes.

WHAT HAPPENS NEXT:

Following a decision by Cabinet, car park charges will be removed, and the council will start to undertake a programme of work to put this change into effect.

Contact Officer:

Alan Bowley, Interim Head of Environment, 075 9502 4720

Consulted:

Councillor Denise Turner Stewart, Cabinet Member for Community Safety, Fire and Resilience

Annexes:

A. Equalities Impact Assessment

Sources/background papers:

None

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EIA Title	Review of Charges for Parking In Countryside Estate Car Parks			
Did you use the EIA Screening Tool? (Please tick or specify)	Yes (Please attach upon submission)		No	X

1. Explaining the matter being assessed

What policy, function or service change are you assessing?	<i>The Council is considering removing charges for parking at 15 countryside car parks because the charging regime no longer aligns with the council's health & well-being strategy, its Greener Futures programme or the findings of the national review of national parks and AONBs (The Glover Review)</i>			
Why does this EIA need to be completed?	<i>The current policy of charging visitors to park at 15 Countryside Estate car parks has been identified as a potential reason for key groups e.g. families with children and low-income households from visiting the countryside</i>			
Who is affected by the proposals outlined above?	<i>All visitors to Surrey Countryside Estate land (residents and non-residents).</i>			
How does your service proposal support the outcomes in the Community Vision for Surrey 2030?	<i>Everyone lives healthy, active and fulfilling lives, and makes good choices about their well-being</i> <i>Residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities.</i>			
Are there any specific geographies in Surrey where this will make an impact? (Please tick or specify)	County Wide	X	Runnymede	
	Elmbridge		Spelthorne	
	Epsom and Ewell		Surrey Heath	
	Guildford		Tandridge	
	Mole Valley		Waverley	
	Reigate and Banstead		Woking	
	Not Applicable			
Briefly list what evidence you have gathered on the impact of your proposals?	County Divisions (please specify if appropriate):			
	<i>The Caring for the Countryside Survey (October – November 2018) identified the following:</i> <i>40% of respondees wanted to see free car parking</i> <i>33% of respondees stated that parking charges were a barrier to access to the countryside</i>			

2. Service Users / Residents

There are 10 protected characteristics to consider in your proposal. These are:

1. Age including younger and older people
2. Disability
3. Gender reassignment
4. Pregnancy and maternity
5. Race including ethnic or national origins, colour or nationality
6. Religion or belief including lack of belief
7. Sex
8. Sexual orientation
9. Marriage/civil partnerships
10. Carers protected by association

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Though not included in the Equality Act 2010, Surrey County Council recognises that socio-economic disadvantage is a significant contributor to inequality across the County and therefore regards this as an additional factor.

Therefore, if relevant, you will need to include information on this. Please refer to the EIA guidance if you are unclear as to what this is.

AGE

What information (data) do you have on affected service users/residents with this characteristic?

Age
Low income households
Families with children

Impacts
(Please tick or specify)

Positive

X

Negative

Both

Impacts identified

Supporting evidence

How will you maximise positive/minimise negative impacts?

When will this be implemented by?

Owner

A policy of car parking charge has applied to 15 countryside car parks since July 2018. Visitors to the Surrey countryside did reduce significantly in the initial post-implementation period. Visitor numbers have improved but are not now expected to achieve the levels predicted at the time the policy was implemented

Consultation surveys have identified the cost of parking as a barrier to accessing the countryside

*Removing all charges for parking in countryside car parks will remove a barrier to access.
Free parking is likely to encourage more visitors to the countryside which promotes healthier lifestyles.*

1 April 2020

Surrey CC in partnership with Surrey Wildlife Trust

**What other changes is the council planning/already in place that may affect the same groups of residents?
Are there any dependencies decisions makers need to be aware of**

If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

You will need to repeat the box below (copy and paste) for each of the protected characteristics likely to be impacted.

3. Staff

AGE

What information do you have on the affected staff with this characteristic?

Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.

Impacts	Positive		Negative		Both	
Impacts identified		Supporting evidence	How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
<i>What impacts have you identified? Add more rows if you need to</i>		<i>What are you basing this on?</i>	<i>Actions to mitigate or enhance impacts</i>		<i>Due date</i>	<i>Who is responsible for this?</i>

**What other changes is the council planning that may affect the same groups of staff?
Are there any dependencies decisions makers need to be aware of**

If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

You will need to repeat the box below (copy and paste) for each of the protected characteristics likely to be impacted

4. Amendments to the proposals

CHANGE	REASON FOR CHANGE
<i>What changes have you made as a result of this EIA?</i>	<i>Why have these changes been made?</i>

5. Recommendation

Based your assessment, please indicate which course of action you are recommending to decision makers. You should explain your recommendation in the in the blank box below.

Outcome Number	Description	Tick
Outcome One	No major change to the policy/service/function required. This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken	X
Outcome Two	Adjust the policy/service/function to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?	
Outcome Three	Continue the policy/service/function despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are: <ul style="list-style-type: none"> • Sufficient plans to stop or minimise the negative impact • Mitigating actions for any remaining negative impacts plans to monitor the actual impact. 	
Outcome Four	Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission’s guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay, available here).	
<i>Please use the box on the right to explain the rationale for your recommendation</i>		

6a. Version Control

Version Number	Purpose/Change	Author	Date
V1	Final Draft	Alan Bowley	12/11/19

The above provides historical data about each update made to the Equality Impact Assessment. Please do include the name of the author, date and notes about changes made – so that you are able to refer back to what changes have been made throughout this iterative process. For further information, please see the EIA Guidance document on version control.

6b. Approval

	Name	Date approved
Approved by*	<i>Gillian Steward, Executive Director of Highways, Transport and Environment</i>	

EIA Author	Alan Bowley
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*Secure approval from the appropriate level of management based on nature of issue and scale of change being assessed.

6c. EIA Team

Name	Job Title	Organisation	Team Role

If you would like this information in large print, Braille, on CD or in another language please contact us on:

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 Textphone (via Text Relay): 18001 03456 009 009
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SURREY COUNTY COUNCIL**CABINET****DATE: 26 NOVEMBER 2019****REPORT OF: MR TIM OLIVER, LEADER OF THE COUNCIL****LEAD OFFICER: MICHAEL COUGHLIN, EXECUTIVE DIRECTOR OF TRANSFORMATION, PARTNERSHIPS AND PROSPERITY****SUBJECT: MOVING CLOSER TO RESIDENTS: DELIVERING OUR AMBITION****SUMMARY OF ISSUE:**

The Moving Closer to Residents programme, enabling our staff to work in more agile ways and seeing the Council locate its 'Civic Heart' in Surrey, is a fundamental part of the Council's overall transformation and modernisation plans. Along with improving services to residents and securing efficiencies, these will ensure we are an employer of choice, attracting the best talent in an increasingly competitive labour market. (The Council is also the only County Council whose headquarters are not actually in the County the Council serves).

In April, Cabinet endorsed the principles for moving closer to the residents of Surrey, with a primary focus on agile working for staff and Members, meaning that work can be done anywhere, at any time and with anyone. As working practices change across all sectors it is increasingly important that we keep pace and match others in the public and private sectors who offer this way of working in order to support effective recruitment of talented staff.

Based on an assessment of various locations, Cabinet agreed that a new 'Civic Heart' should be established in either Woking or Guildford in premises that would support modern, agile working practices to enable greater and more effective and efficient services, innovation and collaboration.

The Moving Closer to Residents Programme Board have progressed key work-streams (see Annex A) related to the above. A key enabler of the future progress of the agile programme is the securing of a premises for the Civic Heart, which this report confirms as Midas House, Woking.

RECOMMENDATIONS:

Cabinet is asked to:

1. Note the importance of this programme to our successful transformation plans and delivery of the Community Vision 2030 and Organisation Strategy.
2. Approve, subject to Council approval, the acquisition of Midas House, Woking on the terms set out in this report as the County Council's new Civic Heart.
3. Subject to full Council approval of the acquisition of Midas House, Woking on the terms set out in this report, delegate authority for the completion of the requisite legal

processes and documentation relating to the acquisition of Midas House, in accordance with the Heads of terms set out to the Executive Director for Transformation, Partnerships and Prosperity, in consultation with the Leader of the Council.

4. Approve the establishment of a Member Task Group to support the planning and design of Civic spaces and functions, including for full Council meetings and associated Member facilities
5. Grant approval to procure a design and build contractor for fitting out the new Civic Heart in order to facilitate modern, agile working practices
6. Acknowledge the importance of supporting staff through the implementation of more agile working practices and move from County Hall, Kingston to a Civic Heart in Woking and the need for a change management programme to ensure a positive outcome for them, with a similar programme tailored to Members' needs
7. Endorse the investment in the information and digital technology required to effectively support agile working, as contained in the capital programme, with a roadmap for implementation presented to Cabinet in February 2019.

REASON FOR RECOMMENDATIONS:

The council has a commitment to being closer to residents in all that it does and to enable new, modern ways of working for the council. The Moving Closer to Residents (MCTR) programme of rolling out agile working across the council is underpinned and advanced by confirmation of a new Civic Heart premises at Midas House, Woking.

The MCTR work is not simply about acquiring a building and making a value for money judgement on the associated costs, alone. The programme will deliver on a range of other benefits – including demonstrable productivity improvements from better use of technology, reduced travel costs, new talent pools and attracting new staff, contributing to our carbon neutral ambitions; plus a number of important non-quantifiable benefits, including advancing the shift in organisational culture.

DETAILS:

Background

1. The council is committed to creating the conditions for improving the lives and outcomes for the people that live, work and study within Surrey. The Community Vision for Surrey 2030 and the council's Organisation Strategy envisage a different and much improved relationship and connectivity between residents and the council.
2. Changing and improving our relationship with and 'getting closer' to residents, partners, service users and customers is an underlying principle of the improvements being made at the council. The council and its workforce are being enabled and encouraged to work in more agile, flexible ways that will result in staff being less dependent on fixed desks and therefore able to physically spend more time with those stakeholders wherever they are e.g. their homes and communities, and/or working out of local, agile offices.

3. Significant work has been undertaken in recent months to enable more staff to work in more agile ways, including defining different workstyles, specifying different device needs and communicating and engaging with staff on what agile means in practice and its implications.
4. The Agile Workforce programme addresses the key factors (technology, collaboration platforms, devices and behaviours) related to achieving this aim. Agile working supports culture change across the council to make use of new working practices for service delivery. The core IT enablers for this will be the extension of mobile equipment across council services for all staff, not just those based from the Civic Heart. This will require enhancements to the IT infrastructure such as network capacity, increased use of WiFi, implementation of Gov WiFi and the ability for more councillors and officers to securely connect to IT services (extended VPN). Modern software tools will support greater collaboration and connectivity between individuals, services, partner organisations and residents. Staff working in the community are being provided with enhanced tablet IT equipment and mobile apps relevant to their role. An adoption and training programme is supporting the transition to new ways of working making best use of the IT tools available.
5. Some teams may require specific solutions to support service delivery in a mobile environment. We will be working with those teams to understand their requirements and developing cases for individual technology where appropriate.
6. A significant investment in the above is allowed for in the capital programme, which will fund infrastructure, devices, support and additional resources to ensure that programme roll-out timescales are met.
7. A key consequence of the work enables the council to vacate County Hall, Kingston and to establish a smaller 'headquarters' in Surrey from which Members and staff can work in a more flexible way, as fewer staff require fixed-desk accommodation for all their working hours.
8. County Hall is not fit-for-purpose for modern, agile ways of working. It is inefficient, as occupation has dropped to, on average, 43% of capacity over the last 10 years. It costs in the order of £1.9m each year to run and maintain, due to its age, condition and energy inefficiency. Furthermore, it is not in Surrey. In light of our modern, agile working ambitions, it is unsustainable as the headquarters of the council. As a consequence an extensive and thorough search for suitable premises to accommodate a 'Civic Heart', comprising the political and democratic functions of the council, key central support services and senior leadership, was initiated. The non-financial key criteria for assessing potential Civic Heart premises, include:
 - a. **Setting and arrival** – the building's setting, location and how welcome staff, visitors and residents feel when arriving at the building,
 - b. **Accessible and enabling collaboration** – a building that is easy to move around inside, enabling people to connect more and collaborate better with a wider range of colleagues
 - c. **Enabling Agile** - a workspace that lend itself to modern, agile design, reflecting new ways of working and supporting people working effectively and efficiently – in a range of tasks and activities, including a modern flexible-use space for meetings of full council

- d. **Sustainable** – contributing to the council’s reduced carbon footprint objectives and sustainable travel objectives
 - e. **Healthy, inclusive and safe** - focused on staff and residents’ **well-being** and recognising diversity of needs, approach and expectations
 - f. **Ambitious and Innovative** – that exceeds expectations, supports innovation, creativity and commitment to deliver excellence
9. The council appointed a panel of specialist property agents who conducted a comprehensive search of suitable buildings in Surrey, drawing upon the assessment criteria outlined above.
10. Some 18 buildings were reviewed in the agreed target locations of Guildford and Woking, with 10 being considered more fully. The market for buildings that met or were close to meeting the above criteria is limited and an opportunistic approach was necessary, with buildings coming on to the market being reviewed and considered for further exploration at different times.

Midas House, Woking

11. Following the assessment of various opportunities in Guildford and Woking, it has been concluded that Midas House is the preferred option. It is ideally positioned with excellent road and rail links, making this an attractive place to work, both within the county and those who will commute from London.
12. As the Civic Heart for the council, Midas House will provide modern spaces, facilities and support for elected Members. Dedicated areas of the building will be ear-marked for Members’ use, private rooms will be available for political group and other Member meetings and booths and private work stations will provide privacy for Members’ more sensitive work. There will also be an adaptable, flexible, accessible and modern space for use as a council chamber, emphasising its importance in the life of the Council and local democracy when being so used, while also being available at other times, subject to availability, for partners, private sector and other meetings.
13. The importance and seriousness of creating a new Civic Heart and democratic centre for the County Council and those Members serving on it is fully recognised. It is acknowledged that doing so is likely to raise some issues, concerns and potentially challenges for elected Members. Support through the Democratic Services team, IT&D team, Member development programme and sessions and the key role of the Member Development Working Group, will be supplemented by a proposed Member MCTR Woking Group to contribute to the planning and design of the Civic spaces in Midas House to ensure they are fit for purpose for a modern, agile, accessible County Council.
14. Midas House offers us the opportunity to create a truly agile working space, realising the ambitions of our agile transformation programme and promoting new ways of working for the benefit of both staff and residents. Initial office space planning and design work has confirmed that it can accommodate 820 staff at any one time, thereby allowing up to 1640 staff to be based there on a 1:2 work setting ratio. This will enable all County Hall staff to be based from Midas House (with Fairmount House providing additional capacity for a further 300 if location preference is an issue).

15. As a purpose-built modern facility, Midas House will help us reduce our carbon footprint (in comparison to County Hall) and its proximity to excellent public transport links is aligned to our green travel agenda. It has provision for cycle parking, showers and changing facilities, encouraging more staff to cycle to work, enabling a healthier, fitter and active workforce. Its location in Woking is within easy reach of the amenities and attractions of the town centre, as well as being close to local parkland and green spaces.
16. Midas House is served by 150 on-site parking spaces. Through an arrangement with Woking Borough Council, we will secure annual parking rights to supplement these spaces in town centre car parks, sufficient to meet the periodic Member and regular parking needs of key staff using the Civic Heart as a base.
17. Midas House is owned freehold by Woking Borough Council (WBC) and currently has three office tenants in occupation, along with two commercial tenants based on the ground floor with frontages at street level. WBC are negotiating with the office tenants to secure vacant possession for Surrey County Council by May 2020. Heads of Terms for its acquisition have been agreed, such that subject to full Council approval, negotiations, further due diligence and legal agreements can be undertaken and entered into to finalising the council's acquisition. A summary of the Heads of Terms is at Annex B.
18. Subject to Council approval to progress, Midas House will be acquired in January 2020 with occupation by an initial phase of staff commencing from summer 2020.
19. In order to meet the council's aspirations to begin to base staff at Midas House from summer 2020, the council will continue with the appointment of the current external specialist professional team to prepare the design packages for the building works. This includes fitting out and refurbishing the new Civic Heart to develop an optimum agile working environment. The lead consultant will engage directly with the wider specialist consultants for and on behalf of the council. The continuation of this appointment will maintain consistency and will continue to advance the work programme. Additionally, the selection of a specialist building contractor who has demonstrable evidence of similar work may take some time. Therefore, Cabinet are asked to grant approval to procure a design and build contractor to ascertain their capacity to deliver within the timescales.

Staffing implications

20. The move from County Hall inevitably raises some staffing issues and brings some related challenges, with attrition being a key risk. Clarity over future work base locations for teams and individuals has enabled us to undertake detailed workforce analysis, e.g. the number of staff currently located at County Hall assessed against future work base and home location/travel to work method, split by pay grade and agile workstyle. This is enabling us to more accurately predict the cost of transitional work base relocation as well as to more accurately assess attrition rates.
21. There are several changes to employment terms & conditions attached to the shift to agile working and the move from County Hall, namely:
 - Proposed changes to the council's contractual Work base Relocation Grant to align with the principles of agile working; these have been endorsed by People, Performance & Development Committee and are now within the package of proposals forming SCC 2020/21 pay negotiations with the Trades Unions.

- The current mobility clause within employment contracts is being revised to reflect the council's agile working philosophy, resulting in a need for the majority of staff to travel to and work from different locations other than their designated workbase.*
- A new Agile Working Policy. This will take into account the learning from other organisations who have already made the shift to agile working and will incorporate a range of policy and guidance, providing a holistic approach to supporting managers and staff in adopting agile ways of working. The Framework will feature elements such as agile working principles, agile workstyles, benefits to agile working and links to relevant Health & Safety information, as well as support and tools to help managers and staff to develop the skills and confidence required to make the new ways of working a reality.

(The ability for an employer to move an employee's workbase is subject to the test of "reasonableness", e.g. staff with caring responsibilities may claim that a longer commute deems a new location unreasonable and that they are therefore effectively redundant. Although the actions summarised above, alongside extensive staff engagement activity, should help to mitigate this, it remains a risk).

22. Agile working is a central to our culture change. The office space planning and design described is a key feature of the culture change we are striving for and of the retention of existing and attracting new talent, in the context of competing with London for the best people. To achieve the cultural change necessary to make Surrey County Council the leading county council, we need to inspire people and compete with the best by providing a working environment that is in keeping with the expectations of today's workforce. Midas House provides the opportunity to do this.
23. In addition, improving the diversity of our workforce is a key objective. According to census results, Woking has the most diverse population in Surrey, with 16.4% Black and Minority Ethnic compared to 9.6% in Surrey overall. This presents a positive opportunity to accelerate our efforts to have a workforce truly representative of our communities.

CONSULTATION AND ENGAGEMENT:

24. Communications and early engagement opportunities for staff, partners, trade unions and media took place earlier this year in the shape of Jive blogs, trade union meetings, staff listening and engagement events and a travel survey. All-staff communications confirming the location has been followed up with a series of staff roadshows, and a new schedule of staff engagement events is planned to start from mid-November.
25. Additionally, broader communications will be supported by formal consultation with staff and the trade unions in respect of proposed changes to employment related terms and conditions.
26. We will engage Business Change resources to work with individuals and teams early in the New Year on their specific transition arrangements, as a phased programme is rolled out, aligned with the fitting out of Midas House.
27. As part of our agile working programme and the need to keep Members and staff properly informed throughout the various phases of the work, the opportunity will be taken to bring forward plans to improve our intranet offer.

RISK MANAGEMENT AND IMPLICATIONS:

28. The major risks to the programme and some high-level mitigations, are summarised below (for financial risk see the financial implications section):

- Higher than anticipated staff attrition, impacting service delivery and quality and cost implications. *Mitigation; Engaging with staff, explaining benefits. Revised WBRG. Strategic workforce planning, targeted recruiting local to Woking. Time activity to minimise capacity/capability gaps. Potential additional interims for transition period. Alternative base location for key services.*
- IT delays and/or issues (e.g. unified comms and roll out of devices) impacting staff experience of new ways of working, affecting culture change, staff morale and service delivery. *Mitigation: IT infrastructure review commissioned, forward plan, third-party resources brought in to add capacity.*
- Staff have insufficient adoption, understanding and comfort with agile working, affecting culture change, staff morale and service delivery. *Mitigation: Staff engagement and listening events, training and support initiatives, peer group support networks. AGILE champions. Clarity on programme of work that services need to make the changes happen.*
- Collective impact of change initiatives - location move, agile ways of working, new equipment, culture, etc. affecting operational effectiveness, delivery of benefits, ability to embed ways of working. *Mitigation: Phased introduction of agile and new equipment/tools/software prior to location move. Focus on priority staff (determined by impact & move timing). Portfolio Management to actively and independently access multiple work streams and key dependencies.*
- Insufficient understanding amongst managers of agile and transition arrangements *Mitigation: Specific engagement, awareness, support and development activities for managers*
- SCC reputation damaged, e.g. by non-delivery of programme, services affected unduly, or challenge to decisions. *Mitigation: Clarity and transparency on business case, value for money, benefits for residents, Members and staff re and risks. Strong communications plan and robust change control management.*

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

Capital

29. Midas House has been offered to the County Council at a cost of £25.3m. (This is comprised of Woking Borough Council's acquisition cost of £23.9m plus the reimbursement of like-for-like associated fees, duties and costs of £1.4m).

30. Additional investment is required to fit out the building to meet our agile office space design specification, including IT, Audio Visual, furniture, signage, etc.

31. There will be some minimal spend on Fairmount House in Leatherhead so that it can accommodate some staff from County Hall.

Revenue

32. The move to Midas House will generate revenue savings and incur some costs, with the net position being, by 2022/23, an annual recurring cost reduction of £600,000. Savings will be secured primarily through reduced energy and maintenance costs. Additional costs will primarily relate to work-based relocation grant payments to staff.

Key financial risks

33. There are a number of financial risks associated with the acquisition of Midas House:
- Some costs are unpredictable, e.g. fit-out, IT, work base relocation payments, etc. Figures are being refined and firmed up as further details become known, and substantial contingencies have been allowed for in the programme budget
 - Notwithstanding Woking Borough Council's clear commitment to ensuring vacant possession, if this is compromised, it may generate additional costs (or a cause delay to the programme)
 - This project relies upon the wider capital programme achieving receipts from asset disposals that are not part of this business case.

SECTION 151 OFFICER COMMENTARY

34. The Council's financial outlook has improved materially over the past twelve months. Reserves are higher than was anticipated by the previous Medium-Term Financial Plan, the track record of delivery is stronger, and for 2020/21 at least, the funding outlook is more positive than has been typical in recent years. Beyond that is more uncertain as it is heavily dependent on decisions made by Central Government. With no clarity on these beyond 2020/21, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority in order to ensure stable provision of services in the medium term.

35. The Section 151 Officer supports the analysis, conclusions and funding proposals set out in the Financial and Value for Money Implications section of this report.

36. In addition to supporting work towards delivering our Organisational Strategy and the Community Vision, the recommended course of action will result in ongoing annual revenue savings and address a previously unquantified future financial liability relating to the Council's corporate office estate. The outcome will be factored into the Medium-Term Financial Strategy, and if a different course of action is pursued instead then the costs now quantified will need to be reflected instead.

LEGAL IMPLICATIONS – MONITORING OFFICER

37. The Council is under a general duty in Section 3 of the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness. The business case set out in this report is intended to satisfy this requirement.

38. The Council is empowered by Section 120 of the Local Government Act 1972 to acquire land for the purposes of any of its functions. Acquisition of the freehold interest in Midas House is deemed, after an internal evaluation of the Council's estate and a search of the market through external agents, to be the optimum property for the delivery of the Council's new Civic Heart, including its democratic and associated back-office functions.
39. In appointing a contractor to undertake the fit-out works of the building, the Council must comply with its own Procurement and Contracts Standing Orders and the Public Contracts Regulations 2015. Cabinet is therefore asked to grant Approval to Procure for these fit out works with the award decision being taken by the Executive Director in due course, subject to the final cost being within a 5% margin of the estimated budget.
40. The public sector equality duty contained in Section 149 of the Equality Act 2010 applies to the decision to be made by Cabinet in this report. This duty requires the Cabinet 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 were reviewed as part of an equality impact assessment (EIA) and the outcomes are summarised in the Equalities and Diversity section below. Cabinet's attention is specifically drawn to the EIA, including both the positive and negative impacts identified.
41. Cabinet is under a fiduciary duty to local residents in utilising public monies and in considering this business case Cabinet Members will want to satisfy themselves that it represents an appropriate use of the Council's limited resources.

EQUALITIES AND DIVERSITY

42. Moving closer to residents will have positive impacts for the residents and partners that the council serves and works with. The introduction of Agile working across the council and the county will impact on all council staff.
43. The council have undertaken a thorough Equality Impact Assessment that comprises of a comprehensive analysis of implications for both staff and residents (see Annex C).

WHAT HAPPENS NEXT:

44. Subject to Cabinet and full Council approval, the MCTR Programme Board will progress and accelerate the agile working programme, including the detailed migration arrangements for staff who will have the new Civil Heart as their base. This work will complement the upcoming Workforce Strategy which will be implemented by February 2020. The migration process will include:
- Detailed plans per each staff team, setting out the agile working practices and offices bases to which they will be assigned,
 - Continuing to work up a more detailed workspace and office layout designs, including setting up a cross-party Member Working Group
 - Fitting out the new building.
45. The Programme Board anticipate the occupation of Midas House to begin from August 2020.

Contact Officer:

Michael Coughlin, Executive Director for Transformation, Partnerships and Prosperity.

Annexes:

A: MCTR Programme Board – Workstreams

B: Summary Heads of Terms

C: Equality Impact Assessment

Sources/background papers:

- Report to Cabinet, Tuesday 30 April 2019, Moving Closer to Residents
 - Report to Cabinet, Tuesday 24 September 2019, Moving Closer to Residents: A Workforce For The Future
 - Organisation Strategy 2020 – 2025, Surrey County Council
 - Our People Strategy 2019 – 2023, Surrey County Council
-

MCTR Programme Board: Workstreams

The Programme Board identified and initiated preliminary work against each of the following work-streams that were agreed by Cabinet in April:

- a. Collaborating with the Agile Workforce Programme Team to develop the Agile working principles for all elected members and staff, bringing them closer to residents for more of the time
 - b. Determining and implementing the workforce policies and practices required to be in place and issues to be addressed to effectively support staff through the introduction of more agile working and the move of office base from Kingston to Working
 - c. Determining the form and location of the new Civic Heart and the principles for re-purposing the County Hall complex, including options for disposal.
 - d. Professional and expert financial, legal and property advice and support required for the successful delivery of the programme.
 - e. Ensuring that the council's IT infrastructure has the capability and capacity to support increased Agile working within a revised property portfolio.
 - f. Office space planning, based on the view of requiring fewer desks as a result of Agile working, and supporting the relocation of elected members and staff to new locations.
 - g. Office accommodation options and solutions, based on the above, at the existing council hubs (Quadrant Court, Consort House and Fairmount House) and district and borough council offices (already shared with some Surrey County Council staff).
 - h. Elected member, staff, district and borough and partner communications and engagement.
-

SUMMARY HEADS OF TERMS

Property: Midas House, 62 Goldsworth Road, Woking, Surrey. GU21 6LQ

Tenure: Freehold with vacant possession of offices, retail units at ground floor subject to existing tenancies

Vendor: Woking Borough Council

Vacant possession of offices: Timescales for delivering vacant possession to be agreed between the parties, either to coincide with completion or on a pre-agreed timescale. SCC may take early occupation of vacant parts of the building for nil rent. This will be documented by tenancy at will. Any outgoings will be met by SCC.

Price: £25,299,868.22

Tenant relocation costs: SCC to meet the reasonable costs incurred by WBC in relocating existing office tenants. Costs are to cover physical relocation and related costs, which are subject to SCC approval by SCC acting reasonably

Legal costs: SCC to pay WBC's reasonable legal costs

EIA Title	Moving Closer to Residents Programme			
Did you use the EIA Screening Tool? (Please tick or specify)	Yes		No	

1. Explaining the matter being assessed

What policy, function or service change are you assessing?	<p>Moving closer to residents (MCTR): - Moving the council into the county and closer to the residents of Surrey, and leaving the County Hall complex (in Kingston), including the selection of a new Civic Heart. Reviewing council staff work bases, and relocating our people to other premises within the council's estate, in order to better meet service needs / provide more accessible services, have greater awareness of local issues and work closer with our partners.</p> <p>This will entail relocation of the c.1, 500 people who currently work in County Hall. Where possible the staff will be relocated to either the new Civic Heart, now named as Midas House, Woking, or existing hub/satellite locations. In conjunction with the move, work is being undertaken to better equip staff to work in a more agile way and to introduce new ways of working across multiple work locations. This will require a shift in thinking and clear understanding of how to set programmes of work and measure outputs. There is an Agile Workforce EIA that details the key working principles for agile and underpins the work being done in this area.</p>
Why does this EIA need to be completed?	<p>To ensure that we have considered the impact the MCTR Programme will have on our communities and staff. It will help ensure that any negative consequences for people protected under the Equality Act 2010, caused by changes to services, policies and functions, are minimised and opportunities for promoting fairness and respect are maximised.</p> <p>In addition to this it will provide a record of how we applied 'due regard' when considering changes to services, functions or policies.</p>
Who is affected by the proposals outlined above?	<p>Staff and Organisation: New contractual base, new ways of working, outcomes focus, change to organisational culture and leadership/management approach to support new ways of working.</p> <p>Mobile solutions, move towards more flexible and agile working, change in Council property use, increased digital procedures, increased online collaboration, greater amounts of information being available electronically.</p>

<p>How does your service proposal support the outcomes in the Community Vision for Surrey 2030?</p>	<p>By relocating into Surrey we will be amongst our residents and will experience first-hand what is really needed to support each of the outcomes of the Community Vision 2030. By adopting more agile ways of working we will be able to increase our efficiency, effectiveness and responsiveness to change.</p>		
<p>Are there any specific geographies in Surrey where this will make an impact? (Please tick or specify)</p>	County Wide	*	Runnymede
	Elmbridge		Spelthorne
	Epsom and Ewell		Surrey Heath
	Guildford		Tandridge
	Mole Valley		Waverley
	Reigate and Banstead		Woking
	Not Applicable		
	<p>County Divisions (please specify if appropriate):</p>		
<p>Briefly list what evidence you have gathered on the impact of your proposals?</p>	<p>Engagement: The project has commenced engagement with:</p> <ul style="list-style-type: none"> • SCC Staff • SCC Leadership Teams • SCC Members • District & Boroughs <p><u>Specific events include:</u></p> <ul style="list-style-type: none"> • The Council’s Equality Inclusion & Wellbeing team • Michael Coughlin’ Blog informing staff of the programme and at list of FAQs • Staff listening sessions – Executive Directors over June, July and September 2019 • Future Service needs workshop (lead by Executive Directors and Property Leads). <p>The project will take an iterative approach and engage with all staff as plans progress and when the new equipment and technologies are deployed.</p> <p>Corporate Strategy & Performance</p> <ul style="list-style-type: none"> • To measure benefits realisation against Agile Workforce target savings and benefits, for example reduction in travel costs, property overheads, improved productivity and effectiveness. <p>Staff culture and skills</p> <ul style="list-style-type: none"> • Staff surveying: To understand how Surrey County Council staff are using agile working resources, how capable and confident they feel in using digital technology. 		

2. Service Users / Residents

There are 10 protected characteristics to consider in your proposal. These are:

1. Age including younger and older people
2. Disability
3. Gender reassignment
4. Pregnancy and maternity
5. Race including ethnic or national origins, colour or nationality
6. Religion or belief including lack of belief
7. Sex
8. Sexual orientation
9. Marriage/civil partnerships
10. Carers protected by association

Though not included in the Equality Act 2010, Surrey County Council recognises that socio-economic disadvantage is a significant contributor to inequality across the County and therefore regards this as an additional factor.

Therefore, if relevant, you will need to include information on this. Please refer to the EIA guidance if you are unclear as to what this is.

AGE & DISABILITY						
What information (data) do you have on affected service users/residents with this characteristic?						
<i>Details on the service users/residents that could be affected. Try and be as specific as possible.</i>						
Impacts (Please tick or specify)	Positive		Negative		Both	
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner	
The opportunities to improve access to information, resource allocation and improved staff productivity as part of an enhanced agile working capability is intended to improve the service that the Council staff provides to service users in their home or in the community.	No concrete evidence to date. Evidence will be built up by monitoring proof of concept implementations with front line staff / teams and monitoring community work wait time statistics.		Encourage communities of practice/ super users / staff peer groups to provide support staff development and maintain momentum	Ongoing as changes are implemented	Agile Lead	
What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decisions makers need to be aware of						
<i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i>						

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

RACE

What information (data) do you have on affected service users/residents with this characteristic?

Details on the service users/residents that could be affected. Try and be as specific as possible.

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Impacts (Please tick or specify)	Positive		Negative		Both	
	Impacts identified	Supporting evidence	How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner	
Risk of losing diversity in our workforce as drawing from a less diverse pool	Postcode analysis to identify London postcodes	Ensure recruitment campaigns appeal to a diverse pool of candidates	Link with Recruitment Team	Tom Holmwood (Head of Recruitment)		
The new Civic Heart will be moving to the most diverse borough in the county, presenting an opportunity to accelerate our efforts to have a workforce representative of our communities.	Census data finds Woking is comprised of 16.4% BAME compared to 9.6% in Surrey overall.	Ensure recruitment campaigns appeal to a diverse pool of candidates	Link with Recruitment Team	Tom Holmwood (Head of Recruitment)		

**What other changes is the council planning/already in place that may affect the same groups of residents?
Are there any dependencies decisions makers need to be aware of**

If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

You will need to repeat the box below (copy and paste) for each of the protected characteristics likely to be impacted.

CARERS (protected by association)

What information (data) do you have on affected service users/residents with this characteristic?

Details on the service users/residents that could be affected. Try and be as specific as possible.

Impacts (Please tick or specify)	Positive		Negative		Both	
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?	When will this be implemented by?		Owner
The opportunities to improve access to information, resource allocation and improved staff productivity as part of an	No concrete evidence to date. Evidence will be built up by monitoring proof of concept implementations		Encourage communities of practice/ super users / staff peer groups to provide support staff	Ongoing as changes are implemented		Agile Lead

Equality Impact Assessment

enhanced agile working capability is intended to improve the service that the Council staff provides to service users and their carers in their home or in the community.	with front line staff / teams and monitoring community work wait time statistics	development and maintain momentum		
<p>What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decisions makers need to be aware of</p> <p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p>				
<p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p> <p><i>Identifies negative impacts that can't be mitigated, together with evidence.</i></p>				

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3. Staff

AGE		
<p>What information do you have on the affected staff with this characteristic?</p> <p><i>Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible</i></p> <p>County Hall staff profile:.</p>		
Age	County Hall staff profile	Overall SCC profile
13 - 19	0.91%	0.74%

20 - 24	6.66%	3.98%
25 - 29	9.76%	7.50%
30 - 34	10.74%	9.93%
35 - 39	13.62%	11.07%
40 - 44	10.67%	12.25%
45 - 49	11.72%	12.87%
50 - 54	14.07%	14.74%
55 - 59	11.80%	13.69%
60 - 64	7.94%	8.47%
65 - 69	1.82%	3.15%
70 - 74	0.23%	1.04%
75 +	0.08%	0.56%

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Impacts	Positive		Negative		Both	
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner	
<p>There could be a negative impact for some older members of staff who may struggle with adapting to new ways of working.</p> <p>With the average age of the workforce being 48yrs, there may be multiple caring responsibilities, including for children and ageing parents. This may make the ability to be more flexible and mobile difficult.</p>	<p>Potential negative impact is based on anecdotal feedback. There is no concrete evidence of this to date, but the project will build up an evidence base during the implementation through staff engagement</p>		<p>With an aging workforce we need to ensure all buildings are equipped with adjustable chairs etc to suit all needs.</p> <p>To avoid increase in muscular skeletal issues prevention work is needed – home DSE self-assessments to be promoted</p> <p>Negative impacts maybe offset by the project’s drive to</p>	<p>Link with Health & Safety Team</p> <p>Ongoing as changes are implemented</p>	<p>Paul Booker Head of Health and Safety)</p> <p>Agile Lead</p>	

		<p>provide an improved IT user experience for software</p> <p>Encourage communities of practice / super users / staff peer groups to provide informal support where required</p>		
<p>The workforce located in County Hall is proportionally younger than the overall workforce. It is suspected that younger employees are lower earners and may experience a disproportional impact due travel and relocation costs.</p> <p>Moving to a more modern building may be more attractive for young people. This may improve recruitment prospects.</p>	<p>Workforce age profile</p> <p>Further work is required to assess the cost implications on employees</p>	<p>Increasing the number of young people working for the council is a recognised priority and actions are in place to address this</p> <p>Encouraging agile ways working among all staff to reduce the need to travel</p>	Ongoing	<p>Tom Holmwood (Head of Recruitment)</p> <p>Agile Lead</p>
<p>What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of</p>				
<p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p>				
<p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p>				
<p><i>Identifies negative impacts that can't be mitigated, together with evidence.</i></p>				

DISABILITY

What information do you have on the affected staff with this characteristic?

Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.

County Hall staff profile:.

Disability Analysis

Disabled 3.48%

Disability / Role Analysis

Disabled Front Line Staff 4.05%
 Disabled Team Leaders 3.80%
 Disabled Middle Mgr 2.99%
 Disabled Senior Mgr 3.13%
 Disabled Leadership 0.00%

Impacts	Positive		Negative		Both	
Impacts identified		Supporting evidence	How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
This proposal will provide more flexibility for staff with disabilities. For example, the ability to work from any location, including		Flexible working is already a recognised contributor to provision of reasonable adjustments.	Explore accessibility technologies as part of the implementation.		Ongoing as changes are implemented	Agile Lead

<p>home, may contribute to a reasonable adjustment where a staff member with a disability has difficulty working at a particular location or carrying out certain duties because of his/her disability. This is dependent upon the circumstance of each case and operational / business needs.</p> <p>An increase in the adoption of IT collaboration tools across the organisation may increase choice, flexibility and accessibility for staff with disabilities.</p> <p>There may be opportunities to take advantage of additional accessibility technologies.</p>	<p>Some employees of the council already make use of accessibility tools when interacting with the organisation's IT systems.</p> <p>The project will build up the evidence base during the implementation through staff engagement.</p>	<p>During the rollout of new equipment and technology and disability specific software. Ask staff to identify where they have a disability, ensure requirements are understood, that devices need their needs and seek to make reasonable adjustments</p> <p>Accessibility of new devices will be tested during proof of concept and findings included in any tender documentation. Assess new equipment and technology for accessibility and test with a variety of staff</p> <p>As part of office space co-design, work with Property to take in consideration those staff who will require reasonable adjustments in their physical workplaces</p>		
<p>This proposal may not meet the needs of certain staff members with disabilities or reasonable adjustments in physical workplaces.</p> <p>A greater reliance on technology for interaction may require additional personal accessibility software to enable effective use</p>	<p>It will be difficult for managers to be aware of changing behaviour patterns (in relation to mental health issues)</p>			

<p>by staff with a physical or sensory impairment.</p> <p>Due to reduced access in some locations specific equipment will need to be issued to disabled staff. In some cases this may not be portable so fixed desks will need to be established.</p> <p>A variety of kit needs to be available and there be the facility to order specialist equipment e.g. larger lap tops with bigger screens.</p> <p>Likelihood of increased social isolation, which is a factor for negatively impacting mental health issues.</p> <p>Increased muscular skeletal issues from home working (not having an adequate workstation set up). There will be a need to ensure DSE self-assessments are undertaken</p>		<p>Ensure HR Wellbeing Team provide pro-active interventions including EAP support</p>	<p>By April 2020</p>	<p>Catherine Edwards</p>
<p>Disabled Parking and blue badge</p>				
<p>PEEPs Personal Emergency Evacuation Plan), these are made for disabled people in fire and other emergency situations</p>			<p>Facilities management</p>	

**What other changes is the council planning that may affect the same groups of staff?
Are there any dependencies decisions makers need to be aware of**

If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

PREGNANCY & MATERNITY

What information do you have on the affected staff with this characteristic?

*Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic.
Try and be as specific as possible.*

Impacts	Positive		Negative		Both	
Impacts identified		Supporting evidence	How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
The proposal will enable staff to work more in a more agile way during pregnancy.		Flexible working is already a recognised contributor to supporting pregnancy and maternity needs.	The project will build up the evidence base during the implementation through staff engagement.		Ongoing as changes are implemented	MCTR Working Group
It may difficult to maintain the high levels of mobility needed with have an increase in sites and the need to work more flexibly.						

<p>What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of</p>				
<p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p>				
<p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p>				
<p><i>Identifies negative impacts that can't be mitigated, together with evidence.</i></p>				

<p>RACE</p>				
<p>What information do you have on the affected staff with this characteristic?</p>				
<p><i>Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.</i></p>				

County Hall Staff - Ethnicity Breakdown	
Ethnicity Analysis	Count of Staff
BME	12.99%
London	8.91%
Non-London	4.08%
Non-Bme	74.47%
London	31.04%
Non-London	43.43%
Not Known	12.54%
London	6.80%
Non-London	5.74%
Grand Total	100.00%

Region	BAME %
Surrey	9.6
Elmbridge	9.7
Epsom and Ewell	14.1
Guildford	9.1
Mole Valley	4.9
Reigate and Banstead	9.4
Runnymede	11.0
Spelthorne	12.7
Surrey Heath	9.8
Tandridge	6.2
Waverley	4.0
Woking	16.4

Impacts	Positive	Negative	Both	
Impacts identified	Supporting evidence	How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner
<p>The majority of our BME staff are London based and may not be willing to increase their travel time as a result of the move into Surrey.</p> <p>Risk of losing diversity in our workforce as drawing from a less diverse pool.</p>		<p>Ensure recruitment campaigns appeal to a diverse pool of candidates</p> <p>Make working in Surrey a more attractive proposition – impact on talent pipeline and increase in attrition rates</p>	<p>Link with Recruitment Team</p>	<p>Tom Holmwood (Head of Recruitment)</p>

<p>The new Civic Heart will be moving to the most diverse borough in the county, presenting an opportunity to accelerate our efforts to have a workforce representative of our communities.</p>		<p>Ensure recruitment campaigns appeal to a diverse pool of candidates</p>	<p>Link with Recruitment Team</p>	<p>Tom Holmwood (Head of Recruitment)</p>
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**What other changes is the council planning that may affect the same groups of staff?
Are there any dependencies decisions makers need to be aware of**

If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.

Any negative impacts that cannot be mitigated? Please identify impact and explain why

Identifies negative impacts that can't be mitigated, together with evidence.

RELIGION & BELIEF

What information do you have on the affected staff with this characteristic?

Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.

Impacts	Positive		Negative		Both	
Impacts identified	Supporting evidence	How will you maximise positive/minimise negative impacts?	When will this be implemented by?	Owner		

Equality Impact Assessment

<p>The ability to work from any location and at any time has the potential to allow staff to work during a religious festival that they do not observe and where their office is closed. This is dependent upon, national bank-holidays, local policy and the circumstance of each case and operational / business needs.</p>	<p>The project will build up the evidence base during the implementation through staff engagement.</p>	<p>Engage with staff as we advance the programme and capture and concerns</p>	<p>Ongoing as changes are implemented</p>	<p>MCTR Working Group</p>
<p>Concern that not all sites will have pray facilities available. Also the catering available may not suit all needs.</p>	<p>As above</p>			
<p>What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of</p>				
<p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p>				
<p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p>				
<p><i>Identifies negative impacts that can't be mitigated, together with evidence.</i></p>				

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<p>GENDER</p>
<p>What information do you have on the affected staff with this characteristic?</p>

Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.

Impacts	Positive		Negative		Both	
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
45% of staff are women that work part time. They are often primary carers and as the average age of staff is 48yrs their caring responsibilities may be intergenerational. Therefore there may be difficulties in managing the competing demands of working more flexibility/with greater mobility. Also depending upon how access to desk space is administered this group may miss out on hot desks due to a later start time.	Hotdesk system that does not allow block booking		Formal relaxation of start and finish times core hours 10-12 and 2-4 pm. Managers guidance on supporting staff with caring needs , Flexible working, Agile Working		Link with HR Policy Team By April 2020	Julie Smyth
<p>What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of</p> <p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p> <p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p>						

Identifies negative impacts that can't be mitigated, together with evidence.

CARERS (protected by association)

What information do you have on the affected staff with this characteristic?

Please include data or evidence to detail how a policy/service/function change could impact on staff with this characteristic. Try and be as specific as possible.

Impacts	Positive		Negative		Both	
Impacts identified	Supporting evidence		How will you maximise positive/minimise negative impacts?		When will this be implemented by?	Owner
The proposal will enable members of staff who have caring responsibilities to work flexibly and to better balance their job with their carer responsibilities. For example a carer will be able to work more flexibly (i.e. avoid travel or work from home).	The project will build up the evidence base during the implementation through staff engagement.		Engage with staff as we advance the programme and capture any concerns		ongoing	MCTR Working Group
Therefore there may be difficulties for staff who are carers in managing the competing demands of working more flexibility/with greater	Hotdesk system that does not allow block booking		Formal relaxation of start and finish times core hours 10-12 and 2-4 pm. Managers guidance on supporting staff with caring needs ,		Link with HR Policy Team By April 2020	Julie Smyth

<p>mobility. Also depending upon how access to desk space is administered this group may miss out on hot desks due to a later start time.</p>		<p>Flexible working, Agile Working</p>		
<p>There could be a negative impact for staff who would prefer not to work from home due to their caring circumstances.</p> <p>Due to a variation in commuting times to reach different sites, time management may become an issue and conflict with caring requirements.</p> <p>The potential for an “always available” culture that could arise from an increase in agile working could negatively impact staff with caring responsibilities.</p> <p>There could be a negative impact for some staff in terms of training and familiarisation with new equipment and technology.</p>	<p>The project will build up the evidence base during the implementation through staff engagement and individual consultation.</p>	<p>Formal relaxation of start and finish times, core hours 10 – 12 and 2 – 4pm. Link to Agile Framework and supporting policies.</p> <p>Agree working patterns with managers</p>	<p>Link with HR Policy Team By April 2020</p>	<p>Julie Smyth</p>
<p>What other changes is the council planning that may affect the same groups of staff? Are there any dependencies decisions makers need to be aware of</p>				
<p><i>If so, please detail your awareness of whether this will exacerbate impacts for those with protected characteristics and the mitigating actions that will be taken to limit the cumulative impacts of these changes.</i></p>				
<p>Any negative impacts that cannot be mitigated? Please identify impact and explain why</p>				

Identifies negative impacts that can't be mitigated, together with evidence.

You will need to repeat the box below (copy and paste) for each of the protected characteristics likely to be impacted

4. Amendments to the proposals

CHANGE	REASON FOR CHANGE
None at present, will be assessed through future engagement	

5. Recommendation

Based your assessment, please indicate which course of action you are recommending to decision makers. You should explain your recommendation in the in the blank box below.

Outcome Number	Description	Tick
Outcome One	No major change to the policy/service/function required. This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken	
Outcome Two	Adjust the policy/service/function to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?	
Outcome Three	Continue the policy/service/function despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are: <ul style="list-style-type: none"> • Sufficient plans to stop or minimise the negative impact • Mitigating actions for any remaining negative impacts plans to monitor the actual impact. 	*
Outcome Four	Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission’s guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay, available here).	
<i>Please use the box on the right to explain the rationale for your recommendation</i>	<p>The move into Surrey is intended to secure a number of benefits, with a significant driver being changing the culture of the Council, in part through facilitating new ways of working.</p> <p>The MCTR & Agile Workforce projects will also identify savings and benefits outside of the Service Transformation projects, for example:</p> <ul style="list-style-type: none"> • Reduction in travel costs • Reduction in property overheads • Reduction in paper and postal costs • Reduction in time spent on administrative tasks and travel • Increase in staff productivity and effectiveness • Improved morale, inclusion and wellbeing 	

Appendix 1

Data Operations Management Information & Business Analytics	
Equalities & Diversity Monitoring - Green Sheet	
May 2018	
Surrey County Council	County Hall, Kingston Staff
Workforce	
Employees	1322
Employments	1322
FTE	1245.95
Salary Analysis	
Lower Quartile	11.80%
Median (IQR)	62.93%
Upper Quartile	25.26%
Role Analysis	
Front Line Staff (PS1-7)	27.99%
Team Leaders (PS8-9)	25.87%
Middle Mgr (PS10-12)	32.90%
Senior Mgr (PS13-15)	12.10%
Leadership (PS16+)	1.13%
Contracts	
Permanent	91.07%
Temporary	7.34%
Bank	0.08%
Apprentices	1.36%
Full Time / Part Time	
FT Female	42.21%
PT Female	16.94%
FT Male	38.35%
PT Male	2.50%
Gender	
Female	59.15%
Male	40.85%
Gender / Role Analysis	
Female Front Line Staff	68.11%
Female Team Leaders	62.87%
Female Middle Mgr	52.87%
Female Senior Mgr	46.88%
Female Leadership	66.67%
Age	

13 - 19	0.91%
20 - 24	6.66%
25 - 29	9.76%
30 - 34	10.74%
35 - 39	13.62%
40 - 44	10.67%
45 - 49	11.72%
50 - 54	14.07%
55 - 59	11.80%
60 - 64	7.94%
65 - 69	1.82%
70 - 74	0.23%
75 +	0.08%

Disability Analysis

Disabled	3.48%
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Disability / Role Analysis

Disabled Front Line Staff	4.05%
Disabled Team Leaders	3.80%
Disabled Middle Mgr	2.99%
Disabled Senior Mgr	3.13%
Disabled Leadership	0.00%

Ethnicity

Black and Minority Ethnic	12.93%
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Ethnicity / Role Analysis

BME Front Line Staff	15.14%
BME Team Leaders	13.74%
BME Middle Mgr	13.79%
BME Senior Mgr	5.00%
BME Leadership	0.00%

Religion

Buddhist	0.23%
Christian - all faiths	32.45%
Hindu	2.65%
Jewish	0.00%
Muslim	2.87%
Sikh	0.83%
Any other Faith/Religion	0.61%
No Faith / Religion	33.66%
Prefer Not to Say	4.39%
Not Stated	22.31%

Sexual Orientation

Bisexual	0.83%
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Gay Man	0.68%
Heterosexual	65.43%
Lesbian	0.83%
Prefer Not to Say	22.77%
Not Stated	9.46%

6a. Version Control

Version Number	Purpose/Change	Author	Date

The above provides historical data about each update made to the Equality Impact Assessment. Please do include the name of the author, date and notes about changes made – so that you are able to refer back to what changes have been made throughout this iterative process. For further information, please see the EIA Guidance document on version control.

6b. Approval

	Name	Date approved
Approved by*	<i>Head of Service</i>	08.11.19
	<i>Executive Director</i>	
	<i>Cabinet Member</i>	
	<i>Directorate Equality Group</i>	

EIA Author	Joanna Morris
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*Secure approval from the appropriate level of management based on nature of issue and scale of change being assessed.

6c. EIA Team

Name	Job Title	Organisation	Team Role

If you would like this information in large print, Braille, on CD or in another language please contact us on:

Tel: 03456 009 009

Textphone (via Text Relay): 18001 03456 009 009

SMS: 07860 053 465

Email: contactcentre@surreycc.gov.uk

SURREY COUNTY COUNCIL

CABINET

DATE: 26 NOVEMBER 2019



**REPORT OF: MR MEL FEW, CABINET MEMBER FOR FINANCE AND
LEIGH WHITEHOUSE, EXECUTIVE DIRECTOR OF RESOURCES**

LEAD OFFICER: EXECUTIVE DIRECTOR RESOURCES (S151 OFFICER)

SUBJECT: 2019/20 MONTH 6 (SEPTEMBER) FINANCIAL REPORT

SUMMARY OF ISSUE:

This report provides the details of the County Council's 2019/20 financial position as at 30 September 2019 (M6) for revenue and capital budgets, the expected outlook for the remainder of the financial year and also as a quarter-end report. It includes Treasury Management and Debt. Further details on Service budgets are to be found in **Annex 1**.

Key Messages - Revenue

- To achieve a balanced budget for the year a programme of savings totalling £82m was established. The Council is now half way through the financial year with savings against the £82m target of £54.4m (66%) been achieved or on track.
- The latest forecast for the year-end is for a Revenue deficit of £1.9m. This is broadly due to planned savings not being achieved and new pressures emerging.
- The Council continues working to identify alternative projects, which will reduce this shortfall further. At present the contingency of £10m included within the base budget has not been applied and remains held to offset the emergence of further risks to the position.
- The underlying variance of c£13m is mainly due to:
 - £7.7m of unachieved/"Black" rated savings of the total £82m savings programme;
 - £3.5m in SEN and mainstream schools transport, from a growth in pupil numbers and increased costs;
 - £1.4m on the Social Care element of school placements.

Which has been offset by:

- £5.3m highway repairs reclassified as capital expenditure and not revenue therefore funded from borrowing or capital receipts;
- £2m additional government grants - Section 31 Business Rates grants and New Homes Bonus;
- £1.5m reduced forecast for the Corporate Redundancy budget;

- £1m reduced contribution to the Self-Insurance Fund following the triannual actuarial review showing there was sufficient funding and so the contribution could be reduced; and
 - £0.9m underspend on capital financing costs due to slippage in the 2018/19 capital programme.
- Although actual year to date spend at M6 is nearly £22m below the year to date budget, the year-end forecast reflects timing differences in the spending profiles of Special Educational Needs within the Education, Lifelong Learning & Culture service and the Waste service.

Key Messages - Capital

- The Council set a capital budget for 2019/20 of £129.2m in February 2019. Following the approval of additional schemes in-year and the re-profiling of some capital projects to reflect current expectations of programme delivery, the Capital Budget for 2019/20 has been revised to £128m. Details are set out in **Table 3**.

RECOMMENDATIONS:

The Cabinet is asked to:

1. Approve the highway repairs expenditure funded from capital (para 9);
2. Approve the School funding increase (c£7.3m) due to Teacher Pension contribution grant and Teachers Pay grants from the Department for Education (para 10);
3. Authorise that procurement of new fire appliances can proceed (para 15); and
4. Note the Council's forecast revenue and capital budget positions for the year.

REASON FOR RECOMMENDATIONS

To note this report is to comply with the agreed policy of providing a monthly budget monitoring report to Cabinet for approval of any necessary actions.

Revenue Budget

1. **Table 1** below shows the forecast revenue budget outturn for the year by Service. **Annex 1** (attached) provides more detail of Service forecast outturn.

Table 1 Summary revenue budget forecast variances as at 30 September 2019

Directorate	Cabinet member(s)	Full year budget £m	Full year forecast £m	Current year forecast variance at Month 6 £m	Change in forecast since last month £m
Children, Families, Learning & Culture (CFLC)	M Lewis / J Iles	242.6	250.8	8.2	0.1
Public Health	S Mooney	0.0	0.0	0.0	0.0
Health, Wellbeing & Adult Social Care (HWA)	S Mooney	364.0	364.0	0.0	0.0
Environment, Transportation & Infrastructure (ETI)	D Turner-Stewart/ M Furniss/ M Goodman	128.5	124.1	(4.4)	(4.6)
Community Protection	D Turner-Stewart	34.3	34.3	0.0	(0.1)
Resources (Res)	M Few/ Z Grant-Duff	71.3	72.3	1.0	0.0
Transformation, Partnership & Prosperity (TPP)	T Oliver/ Z Grant-Duff/ C Kemp	14.6	15.9	1.3	0.1
Central Income & Expenditure (CIE)	M Few	(855.4)	(859.5)	(4.1)	(1.3)
Deficit/ (Surplus)		0.0	1.9	1.9	(5.9)

Note: All numbers have been rounded - which might cause a casting difference

Children, Families, Learning & Culture (CFLC) Directorate

2. In the CFLC Directorate, the number of pupils requiring SEN transport is expected to rise in a similar way to previous years leading to an underlying overspend of £4m. The Transport Review has identified mitigations to reduce some of these costs reducing the forecast overspend to £2.4m. However, there is also an increase in the cost of mainstream and alternative provision transport leading to an overall budget pressure on transport for this year of £3.5m.
3. There have been reductions in the volume of both external residential placements and external fostering, despite this the activity levels are above budget. It is expected that there will be further placement moves from September.
4. A key area of risk for the Council is in Special Educational Needs and Disabilities (SEND). The current budget position shown in **Table 1** above assumes an overspend on SEND of £29m. The number of Non-Maintained Independent (NMI) placements (a significant factor in the cost of SEND) could rise to 1,300 by the end of the financial year based on the current trajectory. This is higher than forecast in the SEND reset business case.

5. The SEND reset programme is focusing on reducing costs to grant levels over 3 years. A series of workshops have been held to develop management action plans to deliver savings, which will be monitored and tracked. Key Performance Indicators are being developed which will give an early indication that action is working. However, there remains substantial risk around the forecast and the impact that this could have on 2020/21.

Health, Wellbeing & Adult Social Care (HWA) Directorate

6. In HWA, a balanced outturn is forecast but there are significant risks relating to expenditure on care packages which could impact on the current year. Spend on care packages to directly meet people's individual assessed eligible needs accounts for over 80% of the service's gross expenditure and is the key area of the budget where savings need to be delivered to reduce spending. Following the introduction of a new model of care, spend on care packages fell considerably between August 2018 and March 2019. This trend has not continued during the first six months of the financial year 2019/20. Currently, care package net expenditure commitments in Adult Social Care (ASC) are £8.7m above the 2019/20 budget.
7. Despite this, ASC is forecasting to deliver within their 2019/20 budget envelope due to a range of alternative savings available to balance slippage against care package savings targets. These include staffing underspends, additional income and management of inflationary pressures. Some of these measures are potentially one-off. The risk ratings of 2019/20 savings reflect the challenges predicted in delivering savings on an ongoing basis – therefore £6.3m of savings forecast in the remainder of 2019/20 are currently rated as red risk.
8. To achieve a balanced budget on an ongoing basis, ASC is reliant on continuing to reduce care package spend. If spend on care packages does not fall in the remainder of the year, then even though there are opportunities to balance the 2019/20 budget, delivery of the 2020/21 budget will become much more challenging.

Highways, Environment, Transportation & Infrastructure (HETI) Directorate

9. A change in accounting practice whereby Highways repairs totalling £5.3m are now capitalised is the main driver in the change in the outlook for this service.

Revenue funding increases from Department for Education

10. Over the past six months there have been some changes to the non-Dedicated School Grants to delegated and special schools, Pupil Referral Units (PRUs) and maintained nursery schools. As the announcement is for new funding over £0.5m, Cabinet is required to approve the funding changes. These are listed below:
 - Teachers' pensions employer contribution grant which covers the cost of the increase in employer contribution rates from Sept 2019 (in total £6.5m); and
 - Teachers' pay grant has now been increased to provide a contribution towards the cost of the Sept 2019 teacher pay increase (in total £0.9m).

- The existing non-Dedicated School Grants (including Pupil Premium and Free School meals) have decreased by £0.1m (from £22.5m) reflecting updates on pupil numbers and academy conversions.

2019/20 Savings Programme

11. The Council included £82m of savings in the annual budget approved by Council in February 2019. At this point in the year c£54m of the plan has been achieved or expected to be achievable. The Council considers the remaining c£8m to be unachievable (black savings), which includes off-setting alternative savings. There continue to be risks of achieving the remaining savings.
12. Directorate savings are shown in **Table 2** below.

Table 2 – Savings Progress as at 30 September 2019

Directorate	Full Year Target	Full Year Forecast	Forecast variance	Blue Achieved	Green	Amber	Red	Black Unidentified Gap	Last Month
	£m	£m	£m	£m	£m	£m	£m	£m	£m
Children, Families, Learning & Culture	21.7	17.9	3.8	5.7	7.7	3.1	1.4	3.8	3.6
Health, Wellbeing & Adult Social Care	20.0	20.0	0.0	12.6	0.0	1.2	6.3	0.0	0.0
Public Health	1.0	1.0	0.0	0.1	0.9	0.0	0.0	0.0	0.0
Environment, Transportation & Infrastructure	11.9	10.6	1.3	5.3	1.9	3.1	0.3	1.3	0.5
Community Protection group	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Transformation, Partnership & Prosperity	3.4	2.4	1.0	1.0	0.7	0.5	0.1	1.0	0.6
Resources	11.0	9.4	1.6	5.6	1.0	2.4	0.4	1.6	2.1
Central Income & Expenditure	12.6	12.6	0.0	6.7	5.3	0.7	0.0	0.0	0.0
Total	81.6	74.0	7.7	36.9	17.5	11.0	8.5	7.7	6.8

Capital Budget

13. Services have reviewed their capital budgets in detail for the 2019/20 financial year and provided updates of when the expenditure is likely to be incurred, especially for those projects that have completion dates that may straddle the end of the financial year.
14. At M6 the Capital Budget for 2019/20 is £128m, an increase of £6.3m from M5. This reflects the recommendation to approve the Highways repairs funding through capital (£5.3m) and additional schools' projects funded from third parties (including parent teacher associations).
15. On 24 September 2019, Cabinet approved Fire and Rescue's integrated risk management plan "MAKING SURREY SAFER - OUR PLAN 2020 – 2023". The service wants to proceed with placing orders for future required appliances within this financial year in order to secure manufacturing slots. This is reflected within the forecast position.

16. **Table 3** below provides a summary of the forecast outturn for the 2019/20 Capital budget, including the re-profile requests.

Table 3 Summary capital programme budget forecast as at 30 September 2019

		Year to date Full year budget £m	actual month 6 £m	Full year forecast outturn at month 6 £m	Full year forecast variance at month 6 £m	Change in forecast since last month £m	Future years' budget £m
Adult Social care	S Mooney	1.9	0.4	1.9	0.0	0.0	7.6
Children Services	M Lewis / J Iles	8.4	3.3	8.4	0.0	0.0	6.9
Environment	M Goodman	1.5	0.5	1.4	(0.1)	(0.1)	3.7
Highways & Transport	M Furniss	59.4	24.5	57.1	(2.3)	(0.5)	121.1
Information Technology & Digital	Z Grant-Duff	6.6	0.7	8.0	1.4	1.4	27.4
Property Services	M Few	24.4	12.7	24.0	(0.4)	(0.4)	98.9
Schools Basic Need	J Iles	22.9	12.6	20.4	(2.5)	(2.5)	61.1
Fire & rescue	D Turner- Stewart	2.9	0.3	2.3	(0.6)	0.4	6.7
Total Capital		128.0	55.1	123.5	(4.5)	(1.7)	333.4

Note: All numbers have been rounded - which might cause a casting difference

17. For M6, the forecast variance is £4.5m. This is due to slippage of £8.3m, as detailed below:

- £2.6m for remaining school increased pupil capacity projects (School Basic Need);
- £1.4m on IT equipment and software (ITD - Agile workforce);
- £1.4m for the street-lighting LED conversion (Highways & Transport);
- £0.9m at Wray Park Training facility (Property);
- £0.9m LEP Schemes (grant funded) are expected to underspend (Highways & Transport);
- £0.6m in replacing vehicles and equipment (Fire & Rescue);

Offset by:

- £2.8m brought forward from 2020/21 on IT equipment (IT&D Device); and
- £1m overspend on the Linden Farm scheme due to unforeseen ground conditions and planning delays (Property).

Debt

18. During the three months to 30 September 2019, the Council raised invoices totalling £100m (Q1: £94m).
19. The total gross debt outstanding for the Council at 30 September is £48.9m, with £28.9m being overdue. Overall, the overdue debt position over the last quarter has remained largely unchanged (Q1: £28.7m). Similarly, overdue unsecured debt (Q1: £13.1m)
20. **Table 4** below shows the age profile of the debts. The overdue debt is the gross debt less those balances not immediately due (i.e. less than 30 days old).

21. Work continues across Adult Social Care, Corporate Finance and Legal Services to develop an action plan to identify and address issues relating to social care debt, recognising that this is a very complex area. A further update on this will be provided in the P9 financial report. Ahead of that it is important to note that secured social care debt set out in the table below is not “overdue”, as it does not become payable until the relevant properties have been sold.

Table 4: Age profile of the Council’s debt as at 30 September 2019

Account group	<1 month £m	1-12 months £m	1 to 2 years £m	over 2 years £m	Gross debt £m	Overdue debt £m
Care debt – unsecured	6.0	5.6	3.4	4.4	19.5	13.5
Care debt – secured	0.8	3.0	2.0	3.7	9.5	8.7
Total care debt	6.8	8.6	5.4	8.1	28.9	22.1
Schools, colleges and nurseries	4.3	0.2	0.0	0.0	4.5	0.3
Clinical commissioning groups	4.7	1.5	0.2	0.2	6.6	1.9
Other local authorities	1.2	0.6	0.0	0.0	1.9	0.6
General debt	3.0	3.5	0.3	0.2	7.0	4.0
Total non-care debt	13.2	5.8	0.6	0.4	20.0	6.8
Total debt	20.0	14.4	6.0	8.6	48.9	28.9
Q1 2019/20	17.2	13.6	5.8	9.2	45.8	28.7
Change	2.8	0.8	0.2	-0.6	3.1	0.2

Note: All numbers have been rounded - which might cause a casting difference

Treasury Management

22. The Council borrows to finance its capital spending that exceeds receipts from grants, third party contributions, capital receipts and reserves. The Council’s long-term debt stands at £428m, an increase of £30m since the start of the year reflecting the decision to take advantage of low interest rates.
23. As at 30 September 2019, the weighted average interest rate of the Council’s long-term debt portfolio is 4.0%, a reduction of 0.1%. The Treasury Strategy, approved by County Council in February 2019, continued the policy of internal borrowing and where necessary, to borrow short-term to meet cash flow liquidity requirements. **Table 5** shows a net £52m decrease in the Council’s short-term borrowing activity since 1 April 2019.

Table 5: Short term borrowing as at 30 September 2019

	£m
Borrowing outstanding as at 31 March 2019	255
Net movement since start of year	-52
Current balance as at 30 September 2019	203

Figures are for Surrey County Council only and do not include Surrey Police

24. The weighted average interest rate of the Council’s short-term external debt is 0.8% at 30 September 2019.

Investments

25. The Council's average daily level of investments is £42m so far during 2019/20, compared to an average of £41m during 2018/19. The Council invests temporary cash surplus exclusively through the use of money market funds (MMF). Other investment facilities are available, including brokers, direct dealing with counterparties through the use of call accounts or direct deal facilities, or with the government's Debt Management Office (DMO). No new fixed-term deposits have been agreed during 2019/20 due to the low cash balances held and the need to maintain high liquidity.
26. **Table 6** shows the weighted average return on all investments the Council received in the quarter to 30 September 2019 is 0.71%. This compares to the 0.57% average 7-day London Interbank Bid Rate (LIBID) for the same period.

Table 6: Weighted average return on investments compared to 7-day LIBID

	Average 7-day LIBID	Weighted return on investments
2019/20 quarter 2	0.57%	0.71%
2019/20 quarter 1	0.57%	0.75%
2018/19 quarter 4	0.57%	0.76%
2018/19 quarter 3	0.49%	0.70%
2018/19 quarter 2	0.51%	0.58%
2018/19 quarter 1	0.36%	0.21%

Note: All numbers in all tables have been rounded - which may cause a casting difference

CONSULTATION:

27. Executive Directors and Cabinet members have confirmed the forecast outturns for their revenue and capital budgets.

RISK MANAGEMENT AND IMPLICATIONS:

28. Risk implications are stated throughout the report and each relevant director or head of service 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 and the sustainability of the MTFP. In the light of the increased and significant financial risks faced by the Council, the Leadership Risk Register will be reviewed to increase confidence in Directorate plans to mitigate the risks and issues.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS

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

SECTION 151 OFFICER COMMENTARY

30. The Section 151 Officer confirms 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.

31. The Council has a duty to ensure its expenditure does not exceed resources available. It is drawn to Members' attention that the Council continues to face ongoing uncertainty about future funding, demand pressures and savings. Within this context the Council is required to develop and implement plans to ensure that the forecast overspend of £1.9m is contained within resources.

LEGAL IMPLICATIONS – MONITORING OFFICER

32. The Council is under a duty to set a balanced and sustainable budget. The Local Government Finance Act requires the Council to take steps to ensure that the Council's expenditure (that is expenditure incurred already in year and anticipated to be incurred) does not exceed the resources available whilst continuing to meet its statutory duties.
33. Cabinet should be aware that if the Section 151 Officer, at any time, is not satisfied that appropriate strategies and controls are in place to manage expenditure within the in-year budget they must formally draw this to the attention of the Cabinet and Council and they must take immediate steps to ensure a balanced in-year budget, whilst complying with its statutory and common law duties.

EQUALITIES AND DIVERSITY

34. Any impacts of the budget monitoring actions will be evaluated by the individual services as they implement the management actions necessary. In implementing individual management actions, the Council must comply with the Public Sector Equality Duty in section 149 of the Equality Act 2010 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 protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
35. Services will continue to monitor the impact of these actions and will take appropriate action to mitigate additional negative impacts that may emerge as part of this ongoing analysis.

WHAT HAPPENS NEXT:

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

Contact Officer:

Leigh Whitehouse, Executive Director of Resources
020 8541 7246

Consulted:

Cabinet, Executive Directors, Heads of Service

Annexes:

Annex 1 – Detailed Revenue Budget at 30 September 201

Revenue Budget by Service – 30 September 2019

Service	Cabinet Member	Prior year to date actual £m	Year to date Budget £m	Year to date Actual £m	Year to date variance £m	Full Year Gross budget £m	Full year net budget £m	Full Year net forecast £m	Full year net forecast variance £m
Delegated Schools	J Iles	(0.0)	5.5	5.5	0.0	310.8	0.0	0.0	0.0
Education, Lifelong Learning & Culture	J Iles	37.8	49.4	37.0	(12.4)	282.0	96.6	99.9	3.3
Corporate Parenting	M Lewis	48.3	48.5	48.5	0.0	110.3	98.6	98.7	0.1
Commissioning	M Lewis / J Iles	2.8	3.0	2.9	(0.0)	65.4	5.9	6.0	0.1
Family Resilience	M Lewis	23.7	19.1	18.7	(0.5)	40.6	35.8	37.6	1.8
Quality Assurance	M Lewis / J Iles	2.4	4.3	3.9	(0.4)	10.4	8.2	8.0	(0.2)
Directorate wide savings		0.0	(1.3)	0.2	1.5	(2.5)	(2.5)	0.6	3.1
Children, Families, Life long Learning, and Culture		114.9	128.5	116.8	(11.8)	816.8	242.6	250.8	8.2
Public Health	S Mooney	0.0	0.0	0.0	(0.0)	35.7	0.0	0.0	0.0
Adult Social Care	S Mooney	176.7	182.8	182.0	(0.8)	488.4	364.0	364.0	0.0
Health, Wellbeing & Adult Social Care		176.7	182.8	182.0	(0.8)	488.4	364.0	364.0	0.0
Highways & Transport	M Furniss	28.7	27.9	28.3	0.4	73.6	59.0	53.5	(5.5)
Environment	M Goodman	28.5	34.4	27.4	(7.1)	73.4	68.9	69.3	0.4
Communities Support Function	D Turner-Stewart	0.2	0.2	0.1	(0.1)	0.4	0.4	0.4	0.0
Leadership Team (ETI)	M Goodman	0.5	0.1	0.4	0.3	0.5	0.3	0.9	0.6
Environment, Transportation & Infrastructure		57.9	62.7	56.2	(6.4)	147.9	128.5	124.1	(4.4)
Fire & Rescue	D Turner-Stewart	14.3	16.1	15.9	(0.2)	36.2	32.1	32.1	(0.0)
Trading Standards	D Turner-Stewart	0.9	0.9	0.9	(0.0)	3.9	1.7	1.8	0.1
Emergency Management		0.2	0.2	0.2	(0.0)	0.0	0.5	0.4	(0.1)
Community Protection		15.4	17.2	17.0	(0.2)	40.1	34.3	34.3	(0.0)
Human Resources & Organisational Development	Z Grant-Duff	1.2	1.9	1.4	(0.4)	3.7	3.7	3.6	(0.1)
Insight, Analytics & Intelligence	Z Grant-Duff	1.7	1.9	1.7	(0.2)	3.8	3.1	2.9	(0.2)
Customer Services	Z Grant-Duff	1.5	1.6	1.4	(0.1)	3.3	2.6	3.0	0.3
Coroner	D Turner-Stewart	1.1	0.9	1.1	0.2	2.3	1.8	2.2	0.4
Strategic Leadership	T Oliver	0.4	0.5	0.5	0.0	0.7	0.9	1.1	0.2
Communications	Z Grant-Duff	0.8	0.7	0.6	(0.1)	1.4	1.4	1.4	(0.0)
Economic Growth	C Kemp	0.3	0.6	0.3	(0.3)	1.2	0.9	0.9	(0.0)
Transformation programme		1.2	0.4	0.4	(0.1)	1.1	0.8	0.8	(0.0)
Cross County		0.0	(1.0)	0.0	1.0	(1.5)	(0.7)	0.0	0.7
Transformation, Partnership & Prosperity		8.2	7.4	7.3	(0.1)	16.1	14.6	15.9	1.3
Joint Operating Budget ORBIS	Z Grant-Duff	0.3	16.0	15.9	(0.0)	31.9	31.9	33.9	2.0
Property	M Few	8.0	8.3	8.5	0.2	28.1	19.0	19.2	0.2
Information Technology & Digital	Z Grant-Duff	5.1	5.4	4.4	(1.1)	11.5	10.9	10.6	(0.3)
Finance	M Few	1.3	1.3	0.7	(0.6)	4.1	2.7	1.5	(1.2)
Legal Services	Z Grant-Duff	2.1	1.8	2.1	0.3	4.0	3.6	3.9	0.3
Democratic Services	Z Grant-Duff	1.7	1.7	1.6	(0.1)	3.6	3.4	3.2	(0.2)
Business Operations	Z Grant-Duff	(0.1)	(0.0)	(0.1)	(0.0)	(0.1)	(0.1)	(0.1)	(0.0)
Savings to find		0.0	0.0	0.0	0.0	(0.5)	0.0	0.0	0.0
Resources		18.5	34.5	33.2	(1.4)	82.7	71.3	72.3	1.0
Corporate Expenditure	M Few	53.7	28.1	25.7	(2.3)	47.8	37.7	35.7	(2.0)
Total services' revenue expenditure		445.3	461.1	438.3	(22.9)	1,675.4	893.0	897.1	4.1
Corporate funding		(533.4)	(440.4)	(439.0)	1.4	0.0	(893.0)	(895.2)	(2.2)
Total Net revenue expenditure		(88.1)	20.7	(0.7)	(21.5)	1,675.4	0.0	1.9	1.9

SURREY COUNTY COUNCIL**CABINET****DATE: 26 NOVEMBER 2019****REPORT OF: MRS DENISE TURNER-STEWART, CABINET MEMBER FOR COMMUNITIES****LEAD OFFICER: STEVE OWEN-HUGHES, DIRECTOR OF COMMUNITY PROTECTION AND EMERGENCIES****SUBJECT: REGULATION OF INVESTIGATORY POWERS ACT 2000 – UPDATED CORPORATE POLICY AND PROTOCOL****SUMMARY OF ISSUE:**

The Cabinet is asked to agree an updated Policy and Protocol on the use of the Regulation of Investigatory Powers Act 2000 (RIPA) by Surrey County Council services.

The updates include changes on how services access communications data, because this has been changed under a new law (The Investigatory Powers Act 2016) which came into force in June 2019.

The updates include changes recommended during an inspection of Surrey County Council's use of RIPA earlier this year.

The update also includes a section (at paragraph 14.5) which allows for future changes to the policy to be made by the relevant Cabinet member using delegated powers.

RECOMMENDATIONS:

It is recommended that the Cabinet:

1. Endorse the proposed new Corporate Policy and Protocol on the application of the Regulation of Investigatory Powers Act 2000 to include:
 - a. the updated section at paragraph 10 on the acquisition of Communications Data;
 - b. the points at paragraph 6.3 updating the Office of Surveillance Commissioners to the Investigatory Powers Commissioner's Office, at paragraph 7.1 regarding the Directed Surveillance authorisation period, at paragraph 8.1 regarding cancellations and at paragraph 11.5 highlighting Covert Human Intelligent Source time limits, which encompass the recommendations made following the most recent RIPA Inspection; and
2. delegate authority to the Cabinet Member for Community Safety Fire and Resilience in consultation with the relevant Director to approve the Corporate Policy and Protocol on the use of the Regulation of Investigatory

Powers Act 2000 and any subsequent changes to this and that the Director of Law and Governance be authorised to make the necessary changes to the Council's Scheme of Delegation and the Constitution be updated accordingly.

REASON FOR RECOMMENDATIONS:

The inclusion of the above updates within the Corporate Policy and Protocol will provide an updated framework to ensure that the authority continues to comply fully with the requirements of RIPA. The updates ensure that Surrey County Council is operating in accordance with the latest legislation.

Following the RIPA Inspection carried out in February 2019, recommendations and observations were made to the Corporate Policy and Protocol on the use of RIPA which has led to the requirement to make some minor amendments to the Policy.

Allowing future changes to the policy to be authorised by the relevant Cabinet member using delegated powers will prevent this policy repeatedly being placed before full Cabinet for consideration.

DETAILS:

Background:

1. Local Authority Trading Standards Services conduct criminal investigations into a wide range of activities, bringing criminals to justice whilst protecting local communities and legitimate businesses.
2. During criminal investigations it is sometimes necessary to interfere with an individual's right to privacy, for example, by carrying out surveillance activity covertly or by tracing the subscriber of a telephone number used in connection with a crime. The Regulation of Investigatory Powers Act 2000 (RIPA) and the Investigatory Powers Act 2016 (IPA) allow such activities to continue and properly regulates such investigative activity.
3. The use of RIPA is included within existing Corporate Governance Policies and the Policy Custodian on behalf of SCC is Head of Trading Standards, Steve Ruddy. The Senior Responsible Officer (SRO) is Steve Owen-Hughes, Director of Community Protection and Emergencies.

What types of activities can be authorised?

4. Three different types of activity can be authorised known as:
 - **Communication Data Checks** – used to obtain entity data (such as subscriber and billing details) and some events data (such as where and when and how communications occurred. This **does not** include the ability to “bug” or otherwise monitor calls and their content or open emails.
 - **Directed Surveillance** - covert targeted monitoring of an individual. Used in situations such as age restricted test purchase exercises. This **does not**

include 'intrusive surveillance' i.e. an individual's private residence or vehicle.

- **Covert Human Intelligence Sources (CHIS)**, using or tasking individuals who establish or maintain a relationship with another person for a covert purpose e.g. using a profile on social media for the purpose of posing as a potential customer to investigate the sale of illicit goods over the internet.
5. In all cases, after less intrusive approaches have been considered, the activity authorised must be necessary and proportionate to the nature of the criminal offence under investigation. The offences under investigation must also either;
 - meet the 'serious crime threshold' being offences that attract a maximum custodial sentence of six months (or more) or,
 - be those that relate to underage sales of alcohol or tobacco for directed surveillance only.
 6. All applications for Directed Surveillance and CHIS authorisations are initially scrutinised by the accredited RIPA Single Point of Contact (SPoC) or in-house Senior Legal Officers, before being passed to the Assistant Head or Head of Trading Standards to authorise. The authorised application is then presented in private to a Justice of the Peace by a Senior Legal Officer.
 7. The Protection of Freedoms Act 2012 came into force on 31 October 2013. This requires RIPA authorisations to undergo judicial review with a magistrate approving a RIPA application only if satisfied that it:
 - Is necessary for the prevention and detection of crime or prevention of disorder.
 - Is proportionate in human rights terms to what it seeks to achieve.
 - Has been authorised by a person in the authority at the level designated in RIPA.
 - Meets any other restriction imposed by order (e.g. serious crime threshold).
 - In the case of a CHIS, sets out that the relevant procedures and supporting officers are in place to protect the welfare and safety of the CHIS.
 8. In the case of applications for communications data, the Investigatory Powers Act 2016 has removed the previous requirement for judicial approval. Trading Standards applications for communications data must be submitted through a service provided by the National Anti-Fraud Network (NAFN) to the new Office for Communications Data Authorisations (OCDA). Trading Standards will not acquire communications data until a senior officer has confirmed they are aware of the application and the application is approved by the OCDA. NAFN act as a Single Point of Contact (SPoC) between Trading Standards and both OCDA and the Communication Service Providers.
 9. All authorisations must be fully recorded and are subject to regular external oversight. In relation to Directed Surveillance and CHIS, they are recorded by

the Trading Standards Service, and in relation to Communications Data they are recorded by NAFN. There is an external inspecting body who reports to Parliament and also conducts audit visits and requires annual returns of use.

- **Investigatory Powers Commissioner's Office** – looks at how public authorities make use of authorisations in relation to Directed Surveillance, Covert Human Intelligence Sources and Communications Data

What are we trying to achieve:

10. The proposed policy and protocol (Annex 1) provides information on RIPA and how it must be applied across all relevant services. Adoption of the policy and protocol will:
 - Help ensure that all services are aware of and fully comply with RIPA and IPA requirements.
 - Comply with the requirements of the Protection of Freedoms Act 2012.
 - Ensure transparency through the reporting and scrutiny mechanisms, and help to keep public confidence in the use of RIPA and IPA by the local authority.
 - Ensure that everyone involved in making RIPA and IPA applications, and all those authorising or being made aware of applications, are appropriately trained and fully competent to do so.
 - Clearly specify those persons / posts that can authorise activity.
11. The amendments ensure that the policy is brought up to date with requirements in the Investigatory Powers Act in acquiring communications data.
12. The amendments ensure that the policy reflects the recommendations made by the Inspector following the RIPA inspection in February 2019.
13. Any Directed Surveillance and CHIS applications made through this policy will still need to be placed before the court and a Justice of the Peace will only grant the applications if they are satisfied that individual applications are legal, necessary and proportionate. Applications for communications data will be approved by the Office of Communications Data Authorisations.

External Oversight and Record Keeping

14. RIPA requires the local authority to keep a central record of all Directed Surveillance and CHIS authorisations. As the primary user of the legislation the central record is maintained and retained by the Trading Standards service. All authorisations are also subject to regular external inspection to ensure compliance with requirements of RIPA.
15. During 2018/19, three RIPA authorisations were granted for Communications Data (prior to IPA coming into force). For comparison purposes the figures for previous years are also given. As you can see, the usage of RIPA has been relatively low reflecting the Service's adherence to the requirements of RIPA and only using it where all other avenues for investigation had been exhausted.

16. It should be noted that IPA makes clear that the requirement for obtaining communications to be necessary does not mean that it should only be used as a last resort. We therefore anticipate that there will be an increased number of applications to access communications data, and to the end of September 5 applications had been made for communications data under the IPA.

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Communications Data Authorisations	0	1	3	1	3	5 to end of Sept ¹
Directed Surveillance Authorisations	3	5	0	0	0	0
CHIS Authorisations	0	0	0	0	0	0

Are there choices?

17. There is no statutory requirement to maintain a corporate policy but feedback from previous inspections strongly recommends that a corporate policy is in place. However the authority should comply with the requirements of the Protection of Freedoms Act 2012.

What are the implications of not adopting a corporate policy and protocol?

18. The implications would be:

- Greater possibility of some services failing to be fully aware of their responsibilities under RIPA or IPA and consequently an increased risk of legal challenge.
- Increased likelihood that future external inspections would be very critical of the authority for failing to make improvements identified in earlier inspections, which could lead to an increased reputational risk.
- The benefits of the reporting and scrutiny activities in the policy and protocol would not be realised.

What has changed?

19. Within the existing corporate RIPA policy at paragraph 10, the section has been updated to reflect the current process for the acquisition of Communications Data under the Investigatory Powers Act 2016.

20. Within the existing corporate RIPA policy, several paragraphs have been amended slightly to reflect the recommendations made following the recent RIPA Inspection. This includes the points at paragraph 6.3 updating the Office of Surveillance Commissioners to the Investigatory Powers Commissioner's Office, at paragraph 7.1 regarding Directed Surveillance authorisation period,

¹ Under the Investigatory Powers Act 2016, applications for communications data no longer require judicial approval and there is no longer a requirement to report this figure.

at paragraph 8.1 regarding cancellations and at paragraph 11.5 highlighting Covert Human Intelligent Source time limits.

21. Within the existing corporate RIPA policy a paragraph has been inserted at paragraph 14.5 to allow the relevant Cabinet member to use delegated powers to authorise future changes and amendments.

CONSULTATION:

22. The RIPA Corporate Policy and Protocol last received approval from Cabinet on 25 September 2018. There has been no further consultation since then.

RISK MANAGEMENT AND IMPLICATIONS:

23. The adoption and application of this policy and protocol will help ensure that the local authority continues to act correctly when carrying out criminal investigations and reduce the risk of any actions in relation to allegations of breaches of the Human Rights Act. It will also minimise the potential reputational risk from any claims of misuse of investigatory powers.

Financial and Value for Money Implications

24. Application of this policy and protocol will minimise any risk of claims being made against the local authority alleging Human Rights breaches.
25. The revised policy will be administered by Trading Standards within existing resources and budgets. The presentation of each Directed Surveillance authorisation to the Justice of the Peace will be carried out by existing Trading Standards staff and no fee is payable.

Section 151 Officer Commentary

26. This is an update of an existing policy which clarifies the use of RIPA. The S151 Officer (Chief Finance Officer) confirms that all material, financial and business issues and risks have been considered / addressed.

Legal Implications – Monitoring Officer

27. The legal implications are as set out in the body of the report. The adoption of a RIPA policy by the Council is discretionary; albeit strongly recommended that the Council does so in order to aid its compliance with the statutory protections individuals are afforded against intrusive investigation. Cabinet will note that the final decision on the Council's ability to utilise Directed Surveillance and CHIS's under RIPA rests with a justice of the peace (magistrate) or, for Communications Data under IPA, the Office of Communications Data Authorisations.

Equalities and Diversity

28. Many rogue traders deliberately target elderly and vulnerable people. The investigative techniques covered by RIPA are often used in these crimes to help identify and locate such criminals. Therefore the Trading Standards

Service can continue to effectively protect the most vulnerable people in Surrey's communities.

29. Any decision to use techniques covered by RIPA/IPA are made against standard criteria and are not influenced by ethnicity, race or other factors. The process also requires that consideration be given to any local community influences or sensitivities.

WHAT HAPPENS NEXT:

The new policy and protocol will be introduced and all services made aware of the requirements.

Contact Officer:

Steve Ruddy – Trading Standards Head of Service

Contact details:

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Consulted:

There has been no consultation on this paper.

The RIPA Corporate Policy and Protocol last received approval from Cabinet on 25 September 2018.

Annexes:

Annex 1 Corporate Policy and Protocol on the use of the Regulation of Investigatory Powers Act 2000 (RIPA)

Sources/background papers:

- The Protection of Freedoms Act 2012
- Regulation of Investigatory Powers Act 2000
- Investigatory Powers Act 2016

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SURREY COUNTY COUNCIL

POLICY & PROTOCOL

**ON THE REGULATION OF
INVESTIGATORY POWERS ACT
2000**

&

**THE PROTECTION OF FREEDOMS
ACT 2012**

&

**THE INVESTIGATORY POWERS
ACT 2016**

**Including Directed Surveillance, use
of Covert Human Intelligence
sources and the Acquisition of
Communications Data**

Scope

This Protocol applies to Directed Surveillance, Covert Human Intelligence Sources and the Acquisition of Communications Data undertaken by officers of Surrey County Council.

Human Right Act principles and the Regulation of Investigatory Powers Act 2000

The Human Rights Act 1998 (HRA) came into force in October 2000. One of the principles enshrined in the Act is that everyone has the right to respect for their privacy and family life, home and correspondence and that there should be no interference by a public authority except in accordance with the law. The HRA recognises however that there are circumstances in a democratic society where it may be necessary for the State (which includes a range of public authorities of which Surrey County Council is one) to interfere with these rights. The Regulation of Investigatory Powers Act 2000 (RIPA) make provision for public authorities to carry out certain forms of surveillance and use covert human intelligence sources in the course of investigations but this can only be done in accordance with certain principles and for local authorities for the **prevention of disorder or the prevention/detection of crime**.

There is a duty on the Council to act in a way that is compatible with the individual's rights and failure to do so may enable a person to seek damages against the Council or to use our failure as a defence in any proceedings that we may bring against them.

To be able to justify any interference with the right to respect for an individual's privacy under the HRA, the Council needs to demonstrate that any interference is not only for one the prevention or detection of crime, but is also:

- **lawful**
- **necessary** for the purposes of the investigation and
- **proportionate** to what we want to achieve

The Protection of Freedoms Act 2012 has introduced two significant changes to the use of RIPA

1) All local authority authorisations to use RIPA can only be given effect once an order approving the authorisation is given by a Justice of the Peace.

2) Applications for directed surveillance by local authorities must first meet the 'directed surveillance crime threshold'. Directed surveillance may only be authorised to prevent or detect criminal offences that;

- Are punishable by a maximum term of at least 6 months imprisonment, or,
- Are related to the sale of alcohol or tobacco to underage persons.

In cases of conflict between the Policy or Reference Guide and relevant statutes or the statutory Code of Practice, the statute or statutory Code shall prevail.

Directed Surveillance

Directed surveillance is sometimes needed in an investigation, but is likely to be regarded as an intrusion into an individual's privacy and a possible breach of his/her human rights. RIPA has been enacted to protect public authorities from challenge on the basis of a breach of human rights. For this reason, the terms on which directed surveillance may lawfully be undertaken, and the Council protected, have been explicitly set out in the RIPA and a statutory

Code of Practice. Consideration must also be given to the requirements of the Data Protection Act and Criminal Procedure and Investigations Act 1996 in respect of the subsequent retention, use and storage of data or information obtained.

Where directed surveillance is considered appropriate, it is necessary for it to be **formally authorised**. This applies whether the surveillance is to be undertaken by Council Officers or by an outside agency acting on the Council's behalf. Authorising officers will need to satisfy themselves that a defensible case can be made for the directed surveillance activity.

RIPA applies controls on "directed surveillance" and "intrusive surveillance". The Council can only authorise directed surveillance (as defined later in this document) and **cannot** "bug" properties or individuals.

Covert Human Intelligence Source (CHIS)

In a few investigations it is necessary and appropriate to use a human source that provides information in confidence and may also involve seeking information from a party who does not know that the information will be given to the investigator. The procedures set out in this document are intended to maintain safety, integrity and compliance with legislation by strictly controlling and regulating the relationship between the Council and a human intelligence source.

A Council officer who:

- establishes a relationship with another person to obtain information (without disclosing that purpose), or
- encourages a third party to establish or use a relationship with someone to obtain information, and to pass it on without that person's knowledge

is acting as (or directing) a "covert human intelligence source" often referred to as undercover officers or the use of informants. Such activity may also breach an individual's human rights and is therefore controlled by RIPA. The use of an "informant" that has been tasked to obtain information can be particularly involved and should only be used in special circumstances. The use of any human intelligence source must always be **formally authorised**.

Acquisition of Communications Data

The Council **cannot** obtain the content of phone calls, e-mails or postal communication. They can obtain 'Entity data' such as the subscriber and billing details and some 'Events data' such as where and when communications occurred. Such activity would also breach an individual's human rights and is therefore strictly controlled and is required to be **formally authorised**. Consideration must also be given to the requirements of the Data Protection Act in respect of the subsequent retention, use and storage of data or information obtained.

Surrey County Council Policy on the use of Surveillance and the Acquisition of Communication Data

In carrying out investigations into the alleged illegal activities of individuals and organisations, the Council will seek to ensure that any interference with the rights of any person is lawful, necessary and proportionate to the objectives of the investigation. In particular, the Council recognises that any use of covert surveillance by its staff (and others acting on its behalf) should be in accordance with the requirements of the Regulation of Investigatory Powers Act 2000 (as amended) and any statutory Code of Practice. Also, that the acquisition of communications data will be in accordance with the requirements of that Act and the Investigatory Powers Act 2016 and any statutory Codes of Practice.

To ensure compliance with the above, the Council has formally adopted and published this policy and guidance for officers.

Service Managers are required to ensure that officers and services act in compliance with this policy and guidance.

1 Reference Guide to procedures

- 1.1 This Reference Guide sets out the Council's procedures for the authorisation and conduct of covert surveillance operations, covert human intelligence sources and the obtaining of communications data. It provides a brief summary of the main requirements of relevant law and the Statutory Code of Practice.
- 1.2 The Guide is an aide for clarification and is not a substitute for the legislation or the Code itself, which must be regarded as the definitive reference material.
- 1.3 The Trading Standards service takes the lead for the County Council in relation to RIPA and the central file of authorisations is retained by the Head of Trading Standards who has the role of corporate RIPA Monitoring Officer.
- 1.4 All authorisations, reviews, renewals and cancellations, in their original form, must be submitted to the RIPA Monitoring Officer as soon as possible after they are granted, and a copy retained by the submitting service. The RIPA Monitoring Officer will retain all such documentation in a RIPA file. The RIPA Monitoring Officer is responsible for central quality control of all RIPA authorisations and documentation and should review each on receipt. He/she should ensure that all reviews and cancellations are carried out within any time limits set. The RIPA Monitoring Officer is responsible for ensuring that all authorising officers are adequately trained and that there is an effective policy for the heightening of RIPA awareness throughout the Council.
- 1.5 Where services other than Trading Standards wish to seek authorisation for activities covered by RIPA they must seek guidance from Legal Services or from the Trading Standards Service.

- 1.6 The Council scheme of delegation identifies those posts which are able to authorise Directed Surveillance and the use of Covert Human Intelligence Sources (CHIS) and to be made aware of applications for Communications Data. Those posts are highlighted in paragraph 4.2. No other officers may authorise these activities.

2 What is “surveillance”?

- 2.1 Surveillance includes monitoring, observing or listening to persons, their movements, their conversations or their other activities.
(NB surveillance does not necessarily involve the use of devices like binoculars, tape recorders or cameras.)
- 2.2 RIPA applies controls on “**directed surveillance**” and “**intrusive surveillance**”. **The Council can only authorise directed surveillance.**

3. What is “Directed Surveillance”?

- 3.1 Surveillance will be “directed surveillance” if it is:
- covert (i.e. intended to be carried out without the person knowing); and
 - undertaken for a specific operation (as opposed to, for example, routine CCTV surveillance of an area); and
 - carried out in such a way as to make it likely that private information will be obtained about any person (NB: not necessarily the person ‘targeted’).
 - Targeted use of electronic surveillance. Such as;
 - ANPR (Automatic Number Plate Recognition), which can be used in conjunction with CCTV systems to track the movements of a vehicle by reference to the number plate.
 - Social Media, which can be used to interact with, record or monitor information about a person.
- 3.2 “Private information” includes any information relating to a person’s private or family life. This phrase should be interpreted widely, and considered to include all manner of personal information including personal telephone calls made from work and business matters which are not intended to be public.
- 3.3 Secretly recording anything overtly observed or heard will be considered covert surveillance, e.g. secretly recording a phone call you made or receive.
- 3.4 Surveillance will not be covert (and will therefore be outside the definition of “directed surveillance” and not require RIPA authorisation) if the subject has been warned of it. Surveillance by CCTV (fixed or mobile) will not be covert if there is adequate signage and it is not used to target an individual.
- 3.5 Surveillance carried out in or into residential premises or any private vehicle, is called “**intrusive surveillance**” and **local authorities cannot authorise such surveillance.**

- 3.6 Special rules apply to the interception of communications. The Council is not permitted to intercept private mail or communications. Nor are they allowed to covertly monitor phone calls, emails, etc during the course of transmission (or to covertly record them during transmission for possible subsequent monitoring). Unless it is doing so under the separate provisions of the Telecommunications (Lawful Business Practice) (Interception of Communications) Regulations 2000.
- 3.7 All applications, authorisations, reviews and renewals require a consideration of proportionality and necessity. In considering these concepts regard should be made to each of the following:

Necessity: Whether the proposed covert surveillance is necessary for the purposes of preventing or detecting crime or preventing disorder and why it is necessary to use covert surveillance in the operation under consideration.

Proportionality:

- A. Is the proposed covert surveillance proportional to the mischief being investigated.
- B. Is the proposed covert surveillance proportional to the anticipated intrusion on the target and others.
- C. Have other overt means of acquiring the evidence been considered and discounted.

4 The authorisation process for Directed Surveillance under RIPA

- 4.1 Directed surveillance may only be undertaken with proper authorisation, which will ensure that the principles of **legality, necessity and proportionality** are properly considered.

Applications for directed surveillance only must first meet the 'directed surveillance crime threshold'. Directed surveillance may only be authorised to prevent or detect criminal offences that;

- Are punishable by a maximum term of at least 6 months imprisonment, or,
- Are related to the sale of alcohol or tobacco to underage persons.

Before surveillance may be carried out, the Investigating Officer must:

- complete an application form seeking authorisation
- obtain signed authorisation on that form from a designated authorising officer.

Once this is complete the application and accompanying paperwork must be prepared and presented for **judicial approval** by a **Justice of the Peace (JP)**. The JP **must be satisfied** that on the papers submitted that the **application is legal, necessary and proportionate**. This presentation will be made in private by one of the Senior Legal Officers within the Trading Standards service, or a similarly experienced officer.

- 4.2 The County Council authorises the following designated senior officers to authorise surveillance. These Officers hold a role or rank as specified in the Regulation of Investigatory Powers (Directed Surveillance and Covert Human Intelligence Sources) Order 2003.

Head of Trading Standards
Assistant Head of Trading Standards

Where an authorisation may involve a “vulnerable” or juvenile source, RIPA requires that the authorisation must come from the Chief Executive or in his / her absence a Strategic Director. The local authority has not in the past made any such authorisation and it is extremely unlikely to need to do so in the future. In any such event legal advice must be obtained with reference to the legislation and Codes of Practice.

- 4.3 In all cases, authorising officers must be suitably trained and competent and where appropriate operations must be risk assessed.

5 Surveillance that might involve collateral intrusion

- 5.1 Collateral intrusion is where a third party’s privacy is infringed (e.g. where in monitoring the target individual an officer also observes, records or photographs one or more innocent third parties, this could be considered “collateral intrusion”).
- 5.2 Where authorisation for surveillance is requested, the authorising officer will, amongst other things, have to be satisfied that the risks of collateral intrusion have been considered and minimised and that any intrusion into privacy that may still occur is proportionate to what is sought to be achieved by the surveillance.
- 5.3 Accordingly, investigating officers will need to consider the potential for collateral intrusion in identifying possible locations for surveillance.
- 5.4 If directed surveillance unexpectedly gives rise to intrusion into a third party's privacy, the investigating officer should bring this to the attention of the Authorising Officer, so that the continuation of the authority can be reviewed and the decision recorded. If the collateral intrusion renders the surveillance disproportionate, then the authority should be cancelled and a new application made, if appropriate.
- 5.5 In the unlikely event of collateral intrusion, it will be dealt with in accordance with statutory and internal policies and procedures.

6 Surveillance where it is likely that ‘confidential material’ will be obtained

- 6.1 Confidential information consists of matters subject to legal privilege, confidential personal information or confidential journalistic material as defined within sections 98 to 100 of the Police Act 1997.

- 6.2 Confidential information includes people's communications with their solicitor or minister of religion, journalistic material, medical records, communications between a Member of Parliament and another on constituency matters, and other matters which have particular sensitivity or where one would expect a particularly high level of privacy.
- 6.3 If, exceptionally, an investigating officer thinks that confidential information as detailed within paragraph 6.1 and 6.2 may be obtained in the course of conducting surveillance, then authorisation must be obtained from the most senior officers, namely Chief Executive or (in his/her absence) Executive Director.
- 6.4 In all cases, authorising officers must be suitably trained and competent.

7 Authorisations for Surveillance Time Limits

- 7.1 The authorisation period begins when the Justice of the Peace approves the activity. Written authorisation for directed surveillance is valid for three months from the date of approval, but must be reviewed by the authorising officer at least every month. The authorising officer should complete the review form after carrying out the review.
- 7.2 If it is necessary to continue the surveillance for longer than three months, an application for the renewal of authorisation for surveillance must be made on a renewal form before the authorisation ceases to have effect. A renewal will have effect for three months immediately following the expiry of the previous authorisation. The process for renewing an authorisation is identical in all respects to that of an initial application.

8 Cancellation of Authorisation of Surveillance

- 8.1 At the end of any surveillance that has been carried out, the authorising officer must complete cancellation form to cancel the authorisation for surveillance and in any event do so before the expiry of any authorisation or subsequent renewal. Cancellations should record how the surveillance product should be managed.

9 Officers Keeping and Destroying Records of Surveillance

- 9.1 All investigating officers have a legal obligation under the Criminal Procedure and Investigations Act 1996 to keep full and accurate records of criminal investigations. This would include all RIPA documentation and the results of the surveillance undertaken. In many circumstances there are legal obligations to disclose anything relevant to an affected party, and we may also have to demonstrate fairness and propriety to a court or tribunal reviewing what we have done.
- 9.2 Copies of authorisations, renewals and cancellations given should be retained on the investigation file and investigating officers must record:

- an account of events observed and/or conversations overheard (preferably in an official notebook)
 - a full account of any surveillance which has taken place in or on a private place (permitted only in order to maintain contact with a moving target or to assess whether the target has been lost)
 - reasons for, and the nature of, any inadvertent intrusion in or into a private place, and the results
 - reasons for selecting a specific target if authorised only for general observations
 - all records shall be kept in a safe and secure manner
- 9.3 A record of authorisations granted (copies of all the forms involved) must be kept in a safe and secure manner. The Trading Standards Service retains the central file of all authorisations and a copy of every authorisation granted needs to be forwarded to Trading Standards together with copies of any associated, reviews, renewals and cancellations.
- 9.4 Ultimately, all material gathered by surveillance must be destroyed in accordance with best practice and data retention policy (treat as confidential waste). Where a case goes to court, the material should be retained until there is no longer any prospect of any appeal against the court's decision (or, if a sentence of imprisonment is ordered in a criminal case, until the defendant has served the sentence). Should no action ultimately be taken in any case, surveillance material should be destroyed forthwith. Data Protection Act requires that data is not kept longer than necessary.

10 Acquisition of Communications Data under IPA

- 10.1 There are circumstances when “Communications Data” (CD) is permitted to be obtained from Communications Service Providers (CSPs). Part 3 of the Investigatory Powers Act 2016 (IPA) contains provisions relating to authorisations for obtaining communications data. This part of the Act came into force on 11 June 2019 and replaced many of the provisions in RIPA.
- 10.2 IPA governs how Local Authorities use the investigatory powers available to them. These powers provide for the lawful acquisition of Communications Data. Communications Data includes the ‘who’, ‘when’, ‘where’, and ‘how’ of a communication, but not the content i.e. what was said or written. Local Authorities may only acquire less intrusive types of Communications Data; “Entity data” (e.g. the identity of the person to whom services are provided) or “Events Data” (e.g. the date and time sent, duration, frequency of communications). Local Authorities are prohibited from obtaining the content of any communication.
- 10.3 The acquisition of Communications Data by a local authority is no longer subject to judicial approval by a magistrate. Applications for Communications Data are subject to independent examination, scrutiny and approval by the Office of Communications Data Authorisations (OCDA).
- 10.4 Local Authority Service (e.g. Trading Standards) applications for Communications Data are submitted to the OCDA through a service provided by the National Anti-Fraud Network (NAFN). The Trading Standards Service collaborates with NAFN to maintain compliance with IPA

and to ensure any application follows best practice. The Trading Standards Service consults and works with NAFN throughout the application process to ensure the legal basis for all applications are met. NAFN will act as a Single Point of Contact between both the CSPs and the Trading Standards Service concerning the request and provision of Communications Data. More practical guidance on the process and procedure for making Communications Data checks is available directly from Trading Standards.

- 10.5 Trading Standards will not acquire Communications Data unless an application for authorisation is approved by the Office for Communications Data Authorisations (OCDA).
- 10.6 In respect of applications for Communications Data made under the IPA, the “applicable crime purpose” must be met concerning all applications for both Entity Data and Events Data. The applicable crime purpose is defined differently in relation to each of these data types. Where the Communications Data sought is Entity Data, the applicable crime purpose is the prevention or detection of crime or the prevention of disorder. Where the Communications Data is wholly or partly Events Data, the applicable crime purpose is defined as preventing or detecting serious crime (the serious crime threshold).
- 10.7 The OCDA will only retain the Communications Data applications and decisions for a limited period of time, therefore the Trading Standards Service keep records of both the applications and the decisions received from the OCDA, as required. The principles of record keeping and destruction of other documents should, where applicable, be applied as shown above (section 9).

11 Covert Human Intelligence Sources (CHIS)

- 11.1 The most common use of this technique will be the use of an officer who is required to develop a relationship with an individual without disclosing that they are doing so on behalf of the Council, for the purposes of an investigation, for example when attempting to carry out certain types of test purchase. Particular care must be taken to consider the safety and welfare of the officer.
- 11.2 The other less frequent use would be of an “informant” or similar party who obtains information from another party, without disclosing the intention and the information obtained is then relayed to and used by the Council for the purposes of an investigation. Of particular concern in these types of events must be the safety and welfare of the people involved (officer and “informant”) and risk assessments must be carried out and recorded. Also there must be strict control about information regarding the identities of those involved. As this type of investigatory technique requires particular care and control it should only be considered for use in investigation in exceptional circumstances. Legal advice should be sought prior to any such operation in conjunction with advice from specialist officers in Surrey Police.

In such exceptional circumstances a CHIS will require management by a handler and controller. Records must be kept by a record maker in

accordance with the Code of Practice for CHIS and the RIPA (Source Records) Regulations SI 2000/2725.

- 11.3 The authorisation process must comply with the approved Code of Practice and includes completion of all the necessary Forms. The principles outlined in Sections 4, 5, & 6, all apply. The County Council has designated specific officers/postholders under the corporate Scheme of Delegation to authorise the use of Covert Human Intelligence Sources. Those posts are highlighted in paragraph 4.2. No other officers may authorise these activities.
- 11.4 Once this is complete the application and accompanying paperwork must be prepared and presented for **judicial approval** by a **Justice of the Peace (JP)**. The JP **must be satisfied** that on the papers submitted that the **application is legal, necessary and proportionate**. This presentation will be made in private by one of the Senior Legal Officers within the Trading Standards service, or a similarly experienced officer.
- 11.5 **The Time Limits for the authorisation of Covert Human Intelligence Source shall be no more than 12 months**. Reviews should take place as appropriate and as frequently as considered necessary and practical by the authorising officer.
- 11.6 The principles outlined in Section 8 apply but in addition where necessary, the safety and welfare of the source should continue to be taken into account.
- 11.7 The principles of Section 9 apply however particular care must be exercised for the safe and secure storage and eventual destruction of any record.

12 Surveillance of Social Media/Online Selling Platforms

- 12.1 Over the last decade the way the world communicates has changed and continues to do so as new technology and applications are developed .As such, public authorities should be able to use the internet in a safe and responsible way to protect the people it serves.
- 12.2 When considering surveillance of social media or online selling platforms there is an expectation of privacy. The RIPA codes of practice are clear in the definition of private and family life as prescribed in ARTICLE 8 Human Rights Act. These should be considered broadly.
- 12.3 *Right to respect for private and family life*

Everyone has the right to respect for his private and family life, his home and his correspondence.

There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.

Any such interference would need RIPA consideration

- 12.5 Authorising Officers should not assume that one service provider is the same as another or that services provided by a single provider are the same. Whilst it is an individual's responsibility to set privacy settings to protect private information, and even though data may be deemed to be published and no longer under the control of the author, it is unwise to regard it as 'open source' or publicly available. The author will have a reasonable expectation of privacy if access controls are applied.
- 12.6 Where privacy settings are available but not applied the data may be considered open source and an authorisation is not usually required. **However, repeat viewings of 'open source' sites may constitute directed surveillance on a case by case basis and this should be borne in mind.**
- 12.7 If it is necessary and proportionate for a public authority to covertly breach access controls, the minimum requirement will be an authorisation for directed surveillance. An authorisation for the use and conduct of a CHIS is necessary if a relationship is established or maintained by a member of a public authority or by a person acting on its behalf (i.e. the activity is more than merely reading the site's content.)
- 12.8 It is not unlawful for a member of a public authority to set up a false identity but it is inadvisable for a member of a public authority to do so for a covert purpose without authorisation. Using photographs of other persons without their permission to support the false identity infringes other laws.
- 12.9 For officers where RIPA authorisation has been deemed not required, there needs to be clear direction around what can and cannot be done:
1. No setting up of false profiles
 2. No bypassing security settings
 3. No gathering of private information
 4. No repeated viewing of individuals accounts even when public and unprotected
- 12.10 Any research should be recorded containing the date and sites visited and the reason. Records should be made available for inspection by the Investigatory Powers Commissioner's Office.
- 12.11 These control measures should eliminate the risk of basic online research becoming online surveillance.
- 12.12 If research identifies a need to capture online evidence of an offence by means of a screen shot then this should be recorded and stored in-line with local policy.

13 Training

- 13.1 Any Unit/Service that proposes to undertake directed surveillance, covert human intelligence sources, or obtaining permitted communications data, must first ensure that all relevant staff have received sufficient instruction to enable them to comply with RIPA and the various Codes of Practice. They will then need to be added to the Authorised Officer List, and in the case of

obtaining communications data have undergone Home Office recognised and accredited training.

14 Management Monitoring and Annual Report

- 14.1 Any service that undertakes directed surveillance, the use of covert human intelligence sources and acquisition of communications data should have in place a system of auditing to ensure that staff involved have had the necessary instruction to comply with RIPA and the Codes of Practice and that all the requisite procedures are consistently followed.
- 14.2 The procedures and records referred to in this protocol are subject to inspection by the Investigatory Powers Commissioner's Office.
- 14.3 The RIPA Monitoring Officer for the County Council is the Head of Trading Standards who maintains the central record of RIPA authorisations.
- 14.4 The Head of Trading Standards will produce an annual review of all corporate RIPA activity each year, which will summarise the range of issues for which RIPA authorisation was granted. The report will be submitted to the Head of Legal Services. The review will include a summary of the results of any external inspection by the Investigatory Powers Commissioner's Office. The annual report will then be published, with a view to ensuring openness, transparency and enhancing public confidence in the application of RIPA by the local authority.
- 14.5 Occasionally this RIPA policy may be subject to review, due to, for example, changes in legislation. When this need arises the Head of Trading Standards will submit this policy to the relevant Cabinet Member who may use their delegated powers to authorise such changes if they so approve.

15 Forms

- 15.1 Copies of all current RIPA forms for Directed Surveillance and Covert Human Intelligence Sources are retained by, and are available from, the Trading Standards Service. Applications for Communications Data are held on the NAFN system.

13 Compliance with the General Data Protection Regulation 2018 and the Data Protection Act 2018

- 16.1 Surrey County Council are the Data Controller under these legal requirements and will determine the purpose and means of processing the personal data they hold. Trading Standards fulfils the role of the Data Processor as they bear responsibility for the processing of personal data. To comply with the General Data Protection Regulation there must be a lawful basis identified before the personal data can be processed. Further details can be found via the following link <https://www.surreycc.gov.uk/your-council/your-privacy>

17 Contact Officers

17.1 Various officers can be contacted for further information and advice on the application of RIPA.

Steve Owen-Hughes Director of Community Protection and Emergencies
(Senior Responsible Officer)

Steve Ruddy Head of Trading Standards
(Monitoring Officer)

Amanda Poole Assistant Head of Trading Standards

17.2 Designated Senior officers who may authorise Directed Surveillance and CHIS applications are:

Steve Ruddy Head of Trading Standards

Amanda Poole Assistant Head of Trading Standards

17.3 Designated officers who may confirm that they are aware of applications for Communications Data are:

Steve Ruddy Head of Trading Standards

Amanda Poole Assistant Head of Trading Standards

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of the Local Government Act 1972.

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