

Notice of Meeting

Children and Education Select Committee



SURREY

Date & time

Wednesday, 6
March 2019 at 10.00
am

Place

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

Contact

Ross Pike
Room 122, County Hall
Tel 020 8541 7368

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Chief Executive

Joanna Killian



We're on Twitter:
[@SCCdemocracy](https://twitter.com/SCCdemocracy)

If you would like a copy of this agenda or the attached papers in another format, eg large print or braille, or another language please either call 020 8541 9122, write to Democratic Services, Room 122, County Hall, Penrhyn Road, Kingston upon Thames, Surrey KT1 2DN, Minicom 020 8541 8914, fax 020 8541 9009, or email richard.plummer@surreycc.gov.uk.

This meeting will be held in public. If you would like to attend and you have any special requirements, please contact Ross Pike on 0208 541 7368.

Elected Members

Mr Chris Botten (Vice-Chairman), Mrs Liz Bowes, Mr Robert Evans, Mr Tim Evans, Mrs Kay Hammond (Chairman), Mrs Yvonna Lay, Mr Peter Martin, Mrs Lesley Steeds, Mr Chris Townsend and Mrs Victoria Young

Independent Representatives:

Mr Simon Parr (Diocesan Representative for the Catholic Church), Mrs Tanya Quddus (Parent Governor Representative), Mr Alex Tear (Diocesan Representative for the Anglican Church, Diocese of Guildford) and Mr Mike Wainhouse (Parent Governor's Association)

TERMS OF REFERENCE

The Committee is responsible for the following areas:

- Children's Services (including safeguarding)
- Early Help
- Corporate Parenting
- Education
- Special Educational Needs and/or Disabilities

AGENDA

1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

To report any apologies for absence and substitutions

2 MINUTES OF THE PREVIOUS MEETING: 16 NOVEMBER 2018

(Pages 5
- 14)

To agree the minutes of the previous meeting as a true and accurate record of proceedings.

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); and
- 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 QUESTIONS & PETITIONS

To receive any questions or petitions

Notes:

1. The deadline for Member's questions is 12.00pm four working days before the meeting (*28 February 2019*).
2. The deadline for public questions is seven days before the meeting (*27 February 2019*).
3. The deadline for petitions was 14 days before the meeting, and no

petitions have been received.

5 RESPONSE FROM THE CABINET TO ISSUES REFERRED BY THE SELECT COMMITTEE

No issues were referred.

6 CHILDREN, FAMILIES AND LEARNING CARE ASSESSMENTS INTERNAL AUDIT (Pages 15 - 36)

Purpose of the Report: Scrutiny of Services

To review the summary of audit findings produced as a result of an internal audit review of CFL Care Assessments.

7 SPECIAL EDUCATIONAL NEEDS AND DISABILITIES TRANSFORMATION (Pages 37 - 148)

Purpose of the Report: Scrutiny of Services and Budgets

The Committee will review the findings from the recent consultation on SEND Transformation and understand the Council's future strategy.

8 FAMILY RESILIENCE PHASE 1: CHILDREN'S CENTRES (Pages 149 - 160)

Purpose of the Report: Scrutiny of Services and Budgets

1. To review the transformation business case, consultation feedback and impact on service change.
2. Understanding of the case for change, the expected benefits and how the Council has responded to consultation feedback. To hold decision makers to account for expected financial and non-financial benefits via future scrutiny

9 RECOMMENDATIONS TRACKER AND FORWARD WORK PROGRAMME (Pages 161 - 170)

The Select Committee is asked to review and approve the Forward Work Programme and Recommendations Tracker and provide comment as required.

10 DATE OF THE NEXT MEETING: 26 JUNE 2019

The next meeting of the Select Committee will be held on 26 June 2019 in the Ashcombe Suite at County Hall.

Joanna Killian
Chief Executive

Published: Tuesday, 26 February 2019

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Thank you for your co-operation

MINUTES of the meeting of the **CHILDREN AND EDUCATION SELECT COMMITTEE** held at 10.00 am on 16 November 2018 at Ashcombe Suite, County Hall, Kingston upon Thames, Surrey KT1 2DN.

These minutes are subject to confirmation by the Committee at its meeting on Wednesday, 6 March 2019.

Elected Members:

- * Mr Chris Botten (Vice-Chairman)
- * Mrs Liz Bowes
- * Mr Robert Evans
- Mr Tim Evans
- * Mrs Kay Hammond (Chairman)
- * Mrs Julie Iles
- Mrs Yvonna Lay
- * Dr Andrew Povey
- * Mrs Lesley Steeds
- * Mr Chris Townsend
- Mrs Victoria Young

Ex officio Members:

Co-opted Members:

- * Mr Simon Parr, Diocesan Representative for the Catholic Church
- * Mrs Tanya Quddus, Parent Governor Representative
- * Mr Alex Tear, Diocesan Representative for the Anglican Church, Diocese of Guildford
- * Mr Mike Wainhouse, Parent Governor's Association

Substitute Members:

Mr Tim Evans
Mrs Yvonna Lay
Mrs Victoria Young

In attendance

11 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS [Item 1]

Apologies were received from Yvonna Lay, Time Evans and Victoria Young. Andrew Povey Substituted for Yvonna Lay.

12 MINUTES OF THE PREVIOUS MEETING: 7 SEPTEMBER 2018 [Item 2]

The minutes of the previous meeting were agreed as a true and accurate record of proceedings.

13 DECLARATIONS OF INTEREST [Item 3]

Chris Botten declared an interest as the Chairman of the Council of Governors of Hurst Green Infant and Nursery School

Kay Hammond declared an interest as Chair of the Interim Executive Board of Chart Wood School.

14 QUESTIONS & PETITIONS [Item 4]

There were no questions or petitions received.

15 RESPONSE FROM THE CABINET TO ISSUES REFERRED BY THE SELECT COMMITTEE [Item 5]

There were no responses from Cabinet.

16 CHILDREN'S IMPROVEMENT PLAN [Item 6]

Witnesses:

Mark Barratt, Director of Quality Assurance

Clare Curran, Cabinet Member for Children

Key points raised in the discussion:

1. Officers explained that the report outlined performance in Children's Services in Surrey. It was highlighted that there was now a robust usage of performance data, and that this was as a result of a modified system which enabled clear data entry and recollection. It was also noted that usage of this had changed and that it was used to challenge behaviour on both a strategic level to an operational level.
2. Officers recognised that there had been significant challenges regarding data quality. It was stressed that the service was looking to address key areas of vulnerability and ensure that data is inputted in a single and streamlined way, explaining that systems were changing to make this possible.

Robert Evans entered the meeting at 10.10am

3. Members questioned what work was being undertaken to reduce indicators rated as high risk, highlighting those high risk indicators that were on a downwards trajectory, and questioned whether the service was taking priority action to address these. Officers stressed that there was a plan of activity to rectify indicators which were on a downwards trend, and noted that with an understanding of the data, there was an opportunity to understand the underlying root cause of key issues were.
4. The Cabinet Member for Children stressed that there was rapid improvement work underway and that the implementation of the Transformation Business Cases that were approved by Council were critical to the improvement of the service. The Cabinet Member noted that the acceptance of the high risk indicators demonstrated that the

service was aware of its deficiencies and need to improve. It was explained that improvement was underway, but that there was significant work needed to ensure that this improvement was embedded within the service.

5. Officers noted that the remodel the management tier of services had provided organisational clarity and that this was improving accountability and ownership of performance within the service. It was noted that this was part of the change of culture in performance management within the service.
6. Members noted that they appreciated the improved evidence of performance monitoring and noted that they would like to see evidence of continued and regular performance monitoring presented to the Committee and that any indicators that had a consistent downward trend should be highlighted to the Committee.
7. Members questioned whether there would be any projected impact on reductions in spend in the service, particularly the proposals to reduce the number of Children's Centres in the County, and how the service planned to mitigate this. The Cabinet Member stressed that this should be viewed as part of the wider transformation programme and there would be more resource put into early intervention, which should improve performance measures in the long term, due to the targeted nature of earlier intervention and concentration of resource. The Cabinet Member emphasised that it was not the intent to remove services that residents depended on, but that it would re-evaluate how the service utilises assets. Members noted their concerns and noted that they would like to see the results of the Family Resilience Consultation to understand the impact the residents feel that this will have in future.
8. Members questioned how the service rated their performance measures and whether these were internal guidelines or national guides. Officers noted that there were comparisons published by the Department for Education which detailed Children's Services performance which the service would be using to benchmark with good and outstanding authorities.
9. Members questioned staffing numbers and stressed that there was a need to retain staff, ensure that they understand the need to change to improve performance and that this can be done in the programme of change. It was noted by officers that change was needed on a cultural level to ensure practice improvement, rather than looking solely at staffing levels.
10. The Cabinet Member noted that the performance compendium was a relatively new process and that this had helped significantly to analyse

the performance and underlying issues in the service. It was stressed that this was a good mechanism for the Cabinet Member to challenge and analyse performance information and that they were provided to the Cabinet Member for regular analysis. Members questioned whether this regular analysis could be undertaken by the Committee as a means of improving scrutiny of practice improvement.

Recommendations:

1. That the key indicators are supplied by the Cabinet Member for Children and continue to be regularly reviewed each month and assessed against national performance and quarterly regional benchmarking to assess Surrey in the national and regional context, and:
 - a. That the Chairman and Vice-Chairman of the Committee receive this monthly update, with the Cabinet Member for Children, to consider the detailed performance indicators used.
 - b. That the Committee receive a quarterly update of key performance measures, and also highlights areas of sustained downwards trend with a narrative of the service's response to this.

17 SURREY ALTERNATIVE LEARNING PROVISION [Item 7]

Witnesses:

Mary Burguieres, Continuous Improvement & Change Strategic Lead
Anne Halliday, Assistant Head Teacher (Inclusion)
Paul Jackson, Headteacher of North West Surrey Short Stay School
Sarah Stokes, Head Teacher of Dormansland Primary School
Mark Heath, Principle Lead for Inclusion

Mary Lewis, Cabinet Member for All Age Learning

Key points raised in the discussion:

1. Officers explained that the service worked with some of the most vulnerable children in the County. It was also noted that issues facing schools regarding permanent exclusions were under intense scrutiny in national and local government and that this issue was timely and linked to reviews undertaken elsewhere. It was also noted that the Surrey High Sheriff had undertaken significant work on this issue and that this had helped analyse the effect that permanent exclusion had on the child.

2. Members questioned the inspection and regulation of alternative education provision providers. The Headteacher noted that Short Stay Schools are inspected under the same regulatory framework and inspection rules as mainstream schools. It was stressed that there was a need to demonstrate progress with students, and that Ofsted did not only focus on results, as would be more the case in a mainstream school, and considered the progress of children to determine success.
3. Officers noted that children in alternative provision were monitored by both the school that commissioned the alternative provision and by the local authority to ensure that their outcomes were monitored.
4. Officers noted that frameworks were in place to determine how network funding could be utilised to commission alternative education provision. It was noted, however, that this framework was designed in 2011 and was in need of refreshing.
5. Members questioned how Short Stay Schools measured the progress of children. The Head of the Short Stay School noted that exam results were a difficult quantitative analysis to utilise for children in alternative provision, due to the different levels of qualification and behavioural models of children in this environment. It was explained that progress was measured in terms of behavioural improvements and other non-attainment based measures. The Head of the Mainstream School noted that there was a need to monitor a child's outcome and work closely with the Short Stay School to ensure improvement.
6. Members noted that, as a result of increases in numbers of children with behaviour issues, there was a potential for more exclusions from mainstream school. Members questioned whether there was enough provision available to help support these children, capacity to take the demand, and if anything was being undertaken to reduce demand. Officers noted that the plans for SEND Transformation included the option to increase capacity of specialist places by approximately 350. It was stressed however, that there was a risk in increasing numbers of Short Stay School places, noting that increased numbers could potentially encourage greater utilisation of these places.
7. Officers stressed that they would be working with schools and Special Educational Needs Co-Ordinators (SENCOs) in schools to help improve the capability of schools to be inclusive as possible.
8. The Head of the Mainstream School suggested that it could be explored whether the service could create a delivery model that was between permanent exclusion and inclusion in mainstream schools that would help with inclusion and reduce pressure of alternative provision. It was suggested that support to set this up and maintain it could provide mainstream schools the opportunity to be proactive and

flexible in their approach and prevent children from being permanently excluded.

9. Members stressed that there needed to be more work undertaken to support early intervention in Key Stage One to ensure that there are better supported and are able to be integrated into a mainstream setting from as young as possible.
10. Members congratulated all of Surrey's Short Stay Schools for their good work and noted that they were all rated as Good or Outstanding by Ofsted.
11. Members questioned the rates of re-integration into mainstream schools from Short Stay Schools. The Head of the Short Stay School noted that there was a 75% reintegration rate in the south west of the County. Members asked whether reintegration rates could be better measured in future and provide evidence of reintegration to parents going through this process to reassure that there is a potential for reintegration to reduce distress. Officers noted that there was research underway to allow for the better tracking of reintegration.

Recommendations:

1. That the Cabinet Member ensures that the service carefully considers the Primary Sector and Early Intervention as part of its SEND Transformation Programme and;
2. That the Cabinet Member it is mindful of the impact on children and that it considers how best to work with partners, and that this is reported as part of the Transformation Programme Update in Spring 2019.

18 INTERNAL AUDIT REPORT INITIAL HEALTH ASSESSMENTS 17/18 [Item 8]

Witnesses:

David John, Audit Manager

Richard Abigail, Senior Auditor

Carol Douch, Head of Countywide Services

Key points raised in the discussion:

1. Internal Audit Officers explained that they had been invited by the service to review their performance in delivering Initial Health Assessments (IHA) within statutory timescales in order to help in their performance improvement process. It was explained that this work had

been undertaken during Spring 2018.

2. Internal Audit Officers noted that statutory timescales had not been met with regard to Initial Health Assessments and that audit could only provide Minimal Assurance. It was noted that four key stages were observed:
 - a. Collection of form of consent and referral to provider
 - b. Date provider offers an appointment
 - c. Date of the appointment
 - d. Return of report to Children's Services.Officers noted that there were delays to all of these stages.
3. It was noted that a follow up audit was scheduled for next year to monitor implementation of the agreed Management Action Plan.
4. Officers noted that the Children, Families and Learning Directorate accepted the audit assessment of Minimal Assurance.
5. Members questioned datasets and noted that there had been a reduction of assessments not completed on time and queried how the service had undertaken this. Officers noted that there had been significantly more senior officer oversight of this process in order to drive practice improvement which had led to changes in Surrey County Council's improvement. It was also noted that senior leaders were in regular weekly contact with the provider to ensure that practice improvement is holistic, which had also led to improvements since this audit was initially conducted.
6. The Cabinet Member for Children noted that there had been longstanding evidence of poor performance in delivery of Initial Health Assessments within statutory timescales. It was explained that this issue was part of the systemic problems within the service that the improvement and transformation of the service was looking to improve upon.
7. Officers noted that there had been work undertaken to look at alternative models of delivering this service and best practice across other local authorities. It was stressed that alternative contract models were being looked at to ensure that the service delivered in the best way.
8. Internal Audit Officers noted that, in the case of a high priority agreed action, audit would monitor progress to ensure that it has been successfully delivered. Audit noted that it would be expecting to conduct its follow up in quarter one of 2019/20 and that the results of this would be circulated to the Committee upon its conclusion.

9. Internal Audit Officers noted that they had good working relations with Children, Families and Learning and that the new Directors were receptive to change and that audit was undertaking reviews of other areas of change within the service.

Recommendations:

Members noted that they were encouraged by evidence of improvement. It was recommended that:

1. The Committee receive an update from internal audit on the completion of the follow-up audit in 2019 to assure itself that progress has been made on the Management Action Plan agreed to improve IHA quality.

19 CHILDREN AND EDUCATION SELECT COMMITTEE (2017-2018) SEND TASK AND FINISH GROUP CONCLUSION REPORT [Item 9]

Witnesses:

None

Key points raised in the discussion:

1. The Vice-Chairman noted the conclusion report of the SEND Task and Finish Group and stressed to the Committee that future work would be undertaken in subsequent Task and Finish Groups and in items that will be submitted to the Committee in the next year.
2. It was noted that there was a consultation underway regarding SEND which was underway as of the meeting of the Committee.

Recommendations:

That the Committee noted the work of the Task and Finish Group and noted that future work would be undertaken on SEND Transformation in Spring 2019.

20 RECOMMENDATIONS TRACKER AND FORWARD WORK PROGRAMME [Item 10]

Witnesses:

None

Key points raised in the discussion:

1. Members noted that they would welcome the opportunity to undertake visits to alternative education provision as part of the Member Practice Conversations that were agreed at the last meeting.

2. It was noted that Members had an interest in looking at the impact of the changes to the schools led system and when that could be scheduled and developed.

Recommendations:

1. None

21 DATE OF THE NEXT MEETING [Item 11]

Meeting ended at: 12.12 pm

Chairman

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Children and Education Select Committee
6 March 2019

Internal Audit: Care Assessments

Purpose of the report: Scrutiny of Services

To review the summary of audit findings and agreed actions produced as a result of an internal audit review of CFL Care Assessments.

Introduction:

1. It has been agreed by the Chairmen of the Council's Select Committees that any relevant Internal Audit reports that have attracted an audit opinion of either "Minimal Assurance" or "Partial Assurance", and/or those with high priority recommendations, will be considered for inclusion on the Committee's work programme.

Context:

2. Internal Audit undertook a review of CFL Care Assessment in January 2019. The report produced as a result of this review attracted an audit opinion of Minimal Assurance. There were 27 high priority recommendations made. A summary of the audit findings and recommendations is attached as **Annex A**.
3. Officers from the service and Internal Audit will be available at the meeting, and the Select Committee is asked to review the actions being taken to address the audit recommendations made.

Recommendations:

4. That the Committee review the audit report and agreed actions and makes recommendations as necessary.

Next steps:

The Committee will continue to have oversight of any relevant audit report that has attracted an audit opinion of either “Minimal Assurance” or “Partial Assurance”, and/or those with high priority recommendations.

Report contact: Ross Pike, Committees Business Manager

Sources/background papers: CFL Care Assessment Internal Audit Report



Internal Audit Report

CFL Care Assessments

Assignment Leads: Reem Burton, Principal Auditor
Siva Sanmugarajah, Principal Auditor

Assignment Manager: David John, Audit Manager

Prepared for: Surrey County Council

Date: January 2019

[OFFICIAL – SENSITIVE]



Report Distribution List

- Joanna Killian, Chief Executive
- Dave Hill, Executive Director – Children, Families and Learning
- Liz Mills, Director of Education, Lifelong Learning and Culture
- Jacquie Burke, Director of Safeguarding and Family Resilience
- Tina Benjamin, Director of Corporate Parenting
- Nigel Harvey-Whitten, Assistant Director for Lifelong Learning Disabilities
- Leigh Whitehouse, Executive Director of Finance
- Kevin Kilburn, Deputy Chief Finance Officer
- Rav Nijjar, Interim Finance Manager
- Mary Lewis, Cabinet Member for Children, Young People & Families
- Julie Iles, Cabinet Member for All-Age Learning
- Kay Hammond, Chair of Children and Education Select Committee
- Audit and Governance Committee
- Cath Edwards, Service Improvement and Risk Manager
- Grant Thornton UK LLP, External Auditor

This audit report is written for the officers named in the distribution list. If you would like to share it with anyone else, please consult the Chief Internal Auditor.

Surrey County Council - Internal Audit Key Contact Information

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Internal Audit Report - CFL Care Assessments

1. Introduction

- 1.1 In June 2018, challenge and review sessions were held between Children's Families and Learning (CFL), Adult Social Care (ASC), Finance, and the Chief Executive. As a result, the Chief Executive expressed concerns around financial pressures and, in particular, the potential of a substantial shift from an anticipated underspend to a projected overspend within CFL. Concerns were also raised regarding the systems and processes in place for assessing, approving, procuring, and accurately forecasting costs of care packages.
- 1.2 This report reflects the first of two audits of care assessments, the first relating to CFL and a second, planned audit relating to ASC. Within CFL, the focus is on two areas with relatively the highest spend and the most future commitments: Children with Special Educational Needs and/or Disability (SEND); and Looked After Children (LAC).
- 1.3 This audit has been carried out at the request of the Chief Executive with a view to providing assurance over the following key processes:
 - Care needs assessments and approval of packages of care;
 - Commissioning and procurement of care;
 - Cost identification, forecasting, and financial monitoring; and
 - Review of care packages.
- 1.4 Whilst not included in the original scope of this audit, the use of IT systems has also been reviewed given the impact that such systems have on the management of both care packages and financial processes.
- 1.5 Surrey County Council (SCC) and East Sussex County Council (ESCC) have a joint procurement framework with Liquidlogic, a software company providing case management systems for social care and education. Liquidlogic products are integrated and SCC has already implemented several products: LAS for Adult Social Care; EHM, the Early Help Module; and LCS for Children's Social Care. SCC records all education data in EMS/One, a Capita One software product.
- 1.6 SCC and ESCC also purchased software from Oxford Computer Consultants (OCC), whose products include social care finance and purchasing solutions such as ContrOCC. ContrOCC is a financial administration package that integrates with both Liquidlogic products as well as the council's corporate finance system, SAP, to allow payments to be automated. ContrOCC is in use to varying extents within both ASC and CFL.
- 1.7 The findings in this report are based on discussions with numerous officers and review of the limited data available. Detailed testing was not carried out due to the absence of a satisfactory system of control being available to test and the lack

Internal Audit Report - CFL Care Assessments

of complete sets of reliable, accurate data. Our draft report was presented to CFL management in September 2018 and it has taken considerable time to agree actions to be able to issue this final report.

- 1.8 This report provides only a high level summary of our findings, and has been issued on an exception basis whereby only weaknesses in the control environment have been highlighted within the main body of the report. With the agreement of the Chief Executive, detailed findings have been shared and discussed with managers within CFL at regular intervals during the course of this audit.

2. Scope

2.1 The scope of this audit was to ensure:

- Care package assessments and approvals are determined by clear procedures that are both statutorily compliant and effectively balance suitable provision of care need with cost;
- There are appropriate gateways for checking and approving packages of care to enable consistency, quality and value for money to be monitored;
- Appropriate mechanisms are in place in the commissioning and procurement of care packages once assessment is complete;
- There are effective processes to forecast ongoing and future care liabilities that provide management at Surrey County Council with reliable and accurate management information; and
- Ongoing review of care packages is mindful both of meeting the care need and of maintaining a sustainable budget.

3. Audit opinion

3.1 **Minimal Assurance** is provided in respect of CFL Care Assessments. This opinion means that controls are generally weak or non-existent, leaving the system open to the risk of significant error or fraud. There is a high risk to the ability of the system/service to meet its objectives.

Appendix A provides a summary of the opinions, what they mean, and sets out management's responsibilities.

4. Basis of Opinion

4.1 We have only been able to provide **Minimal Assurance** over the controls operating within the area under review because:

- We found numerous and significant control weaknesses in each of the areas reviewed. Of particular concern is the fact that many officers involved in this audit were aware of a range of issues, over a number of years in some cases, and yet, until recently, very little effort has been made to address these.
- The absence of a clear set of procedures and process maps is contributing to inconsistent practices and varied understanding of expectations on care staff, including social workers and SEN case workers. There are weaknesses in care package approval processes such that these inconsistencies, and the financial sustainability of care packages, are not being robustly challenged or scrutinised.
- The absence of supporting documents, combined with staff turnover, means the amount spent on, and full reasons for purchasing, IT systems are not known. Despite the costs incurred in purchasing IT systems, failure to fully implement them are creating resource-intensive, inefficient workarounds. There is no service ownership of the IT systems that should be in use and officers are not held accountable for their actions.
- The ineffective use of systems has resulted in inaccurate and unreliable data, which hinders financial monitoring, precludes the availability of meaningful management information, and prevents the council from fulfilling its statutory duties for SEND or as a corporate parent for LAC.
- As a result of these poor practices, there are manual finance processes in place that are inefficient, ineffective, and have almost certainly led to data errors and overpayments. The current arrangements represent not only poor use of qualified finance resources, but also a missed opportunity to proactively support the service to improve the quality of its data and budget position. Consequently, reliable budget forecasting is, at present, impossible.
- While there are now numerous strands of transformation work and change projects within CFL, at the time of the audit these were not fully joined up, as highlighted by the absence of full engagement with Finance despite the importance of addressing budget pressures. A Design Authority has now been established to join up the transformation work, including exploring the impact of implementing the Capita One finance module.
- Despite the opportunities for shared learning arising from the Orbis partnership, the service has not made full use of peer support, such as the outcomes from the LAC peer review carried out by ESCC within the last year. Similarly, the council has not engaged with ESCC regarding their purchase of a Liquidlogic SEND product, which is currently being implemented.

Internal Audit Report - CFL Care Assessments

- The issues identified in this report have already been acknowledged by the service and significant resources have now been allocated to ongoing process re-design and improvements. It is anticipated that the majority of risks detailed below will be addressed by this work and, as such, agreed actions have been grouped into themed areas reflecting service work streams.
- This report is the conclusion to our reactive, high level audit. In the absence of an effective framework of controls, and given the scale of weaknesses identified, we agreed with the Chief Executive that no further detailed testing would be undertaken. Instead, Internal Audit will work with the service to support the service re-design through the provision of proactive advice on risk, governance, and internal control.

5. Action Summary

Risk Priority	Definition	No	Ref
High	Major control weakness requiring immediate implementation	27	1-7
Medium	Existing procedures have a negative impact on internal control or the efficient use of resources	3	1a, 2, 5
Low	Represents good practice but its implementation is not fundamental to internal control	-	-
Total number of agreed actions		30	

6. Acknowledgements

- 6.1 We would like to thank all officers who provided assistance during the course of this audit.



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
1a	<p>IT Systems: Case management for LAC</p> <p>LCS enables the progress of a child to be tracked by holding a complete history of events for each child, from initial contact up to the point that the child leaves SCC’s care.</p> <p>We were unable to find the business case or any supporting paperwork for the Cabinet Member decision to purchase the integrated system.</p> <p>Despite being implemented in 2009, the system has not been properly maintained, which may be in part due to no one within the service having overall ownership of LCS.</p> <p>There is no single, clear set of procedure notes for LCS, contributing to inconsistent and/or incorrect recording of information. This lack of procedure notes is in turn contributing to a lack of officer accountability where children’s records are not properly maintained.</p> <p>As a result, there are: discrepancies between where a child is actually placed versus what is recorded on LCS; incorrect figures being reported in statutory returns; and reports of overpayments to care providers and foster carers.</p>	<p>Lack of transparency and uncertainty over VFM of public funds when purchasing LCS</p> <p>Lack of ownership of a critical system leading to inability to meet service objectives and statutory duties, and a system that is not fit for purpose</p> <p>Inability to meet statutory obligations of being a corporate parent for LAC, e.g. the location of a child may not be known</p> <p>Lack of staff accountability resulting in continued poor and/or inconsistent practice</p> <p>Inability to generate accurate, reliable data to meet reporting requirements</p>	<p>Medium</p> <p>High</p> <p>High</p> <p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
1b	<p>IT Systems: Case management for SEND</p> <p>Information on all Surrey children of school age is maintained on EMS/One, a Capita One software product. This includes all children with SEND, although many children with SEND are also LAC, whose care records are maintained in LCS.</p> <p>While we acknowledge the need for EMS/One to manage pupil planning, the system is not linked in any way to LCS. Consequently, service management have yet to decide whether to use EMS/One in the long term to hold single central records of children with SEND.</p> <p>The service is aware of the poor quality of data held in EMS/One but, pending wider system development, officers have been instructed to record information accurately and consistently in the current system in a bid to improve data quality and monitoring.</p>	<p>Inefficiencies created by silo working including potential data differences and lack of data sharing or checking between systems</p> <p>Poor data quality is preventing meaningful management information from being available</p>	<p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
Responsible Officer:		Tina Benjamin, Liz Mills, Jacque Burke	Target Date:	June 2019



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
2	<p>IT Systems: Financial administration</p> <p>ContrOCC integrates both with Liquidlogic products (including LCS) as well as SAP. It enables payments to be processed without the need for manual transactions. Used effectively, it improves financial administration by facilitating accurate, detailed cost information for every package of care.</p> <p>Despite being purchased in 2012 for use in all areas of Children’s Services, ContrOCC is only used for a few care services (e.g. foster care) and does not include SEND or residential LAC payments.</p> <p>General feedback is that there was insufficient buy-in from directorate leadership to fully implement the system and, as such, dedicated resources were not made available. For example: there was no clear specification of requirements; no project team, board or sponsor; and no officers available to carry out user acceptance testing.</p> <p>Further, there are reports that much of the functionality of ContrOCC was disabled in order to replicate the previous procure to pay system, SWIFT Financials.</p>	<p>Inefficient use of public money to purchase and pay annual costs for system that is not fully implemented</p> <p>Limited functionality of a key system that is not fully implemented and so not used to its full potential</p>	<p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
	<p>Consequently, the bulk of payments are made manually through the SAP Supplier Relationship Management Module and recorded in local spreadsheets to maintain records. These spreadsheets are then manually reconciled to SAP on a monthly basis, which is a time-consuming exercise and inefficient use of resources.</p> <p>The council purchased the EMS/One finance module approximately three years ago but, despite paying annual fees, the system was not implemented as it was expected to be replaced.</p> <p>Service management are considering whether to implement this finance module to manage SEND payments, taking into account the fact that it is not compatible with Liquidlogic products and that ContrOCC is at least partly implemented.</p>	<p>Inefficient finance administration processes leading to poor use of resources</p> <p>Resources may be wasted implementing a finance system that may duplicate other systems and is not compatible with other systems</p>	<p>Medium</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
<p>Responsible Officer:</p>		<p>Tina Benjamin, Liz Mills, Jacque Burke</p>	<p>Target Date:</p>	<p>June 2019</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
3b	<p>Care needs assessments: SEND</p> <p>Since 2014, the number of Education, Health and Care Plans (EHCPs) issued has increased by over 60% (to more than 8,000). This is partly due to changes in legislation, but the number of EHCPs being issued is continuing to rise for reasons not clearly understood or explored by the service.</p> <p>The service was unable to provide process maps (as these are currently being produced) or procedure notes for SEND assessments.</p> <p>A reporting tool, Tableau, can provide data on whether EHCPs are completed within the statutory 20-week timeframe, but this information was not made available during the audit. Further, both the service and Finance were unable to provide accurate, up to date data on children with SEND.</p> <p>Feedback from both SCC and ESCC officers suggests that SCC is not engaging with families at an early stage or at key dates in the EHCP process. This frequently results in parents arranging private support followed by judicial review in the parents' favour. This in turn leads to increased costs of provision for the council (i.e.</p>	<p>Unable to address increased demand due to lack of knowledge of causes of rise in SEND referrals/ EHCPs issued</p> <p>Unable to meet statutory timeframes and/or requirements</p> <p>Inconsistent practice may not be identified due to a lack of clarity over procedures and oversight of SEND assessment processes</p> <p>A lack of support to families early on is leading to increased budget pressures</p>	<p>High</p> <p>High</p> <p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
	<p>a private Speech and Language Therapist is more expensive than a council-employed therapist).</p> <p>Enquiries revealed that ESCC has distinct panels to approve each stage of the EHCP process, providing robust challenge not only of packages and their financial impact, but also of whether an EHCP (and subsequent cost to the council) is necessary.</p> <p>We understand that SCC has panels at the 6-week point of the EHCP process, as well as a Partnership Resource Forum at the 16- and 20-week points, but we were unable to determine the effectiveness of these panels.</p>			
<p>Responsible Officer:</p>		<p>Tina Benjamin, Liz Mills, Jacquie Burke</p>	<p>Target Date:</p>	<p>June 2019</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
4	<p>Care package approval</p> <p>There are panels in place to approve packages for some, but not all, areas of care. We have not been able to determine the membership of and efficacy of these panels in challenging the consistency and appropriateness of care needs assessments or scrutiny of proposed care packages.</p> <p>Membership of panels varies but officer feedback suggests key representatives are not always present, such as education representatives for SEND packages.</p> <p>In almost all cases, there is no input from finance regarding affordability checks. It is apparent that there is no consideration of financial implications such as whether the provision is within the council’s budget and, if not, other options available, or, as a last resort, the impact of any resulting overspend.</p>	<p>Inefficient use of public funds caused by inconsistent care assessments and packages not being identified and/or challenged</p> <p>Absence of key representation rendering panels ineffective</p> <p>Failure to consider the financial impact of packages leading to unsustainable levels of spend in the short, medium and long-term</p>	<p>High</p> <p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
Responsible Officer:		Tina Benjamin, Liz Mills, Jacquie Burke	Target Date:	June 2019



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
5	<p>Commissioning and procurement of care</p> <p>There are no brokerage functions (electronic or staffed), so there is very little assurance that best value is being achieved.</p> <p>Case workers act as both the key worker and purchaser of services, despite not necessarily having any commercial training. Consequently, packages are purchased with no end dates, no follow-up reviews, and questionable VFM.</p> <p>Surrey has insufficient local SEND provision, leading to increased costs through unnecessary out-of-county placements. However, this may be addressed as part of the ‘all age learning disability’ work currently being undertaken.</p> <p>While independent schools are a last resort in terms of cost, ESCC is exploring the possibility of a block contract with some of their more commonly used schools in a bid to obtain better fees. Given that similar issues exist in Surrey, this option could be examined for SCC.</p>	<p>Inability to achieve VFM by requiring care staff with little or no commercial experience to act as purchasers; and</p> <p>Potential conflict of interest caused by this arrangement</p> <p>Missed opportunity for potential efficiencies available through block contracts</p>	<p>High</p> <p>Medium</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
Responsible Officer:		Tina Benjamin, Liz Mills, Jacquie Burke	Target Date:	June 2019



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
6	<p>Cost identification, forecasting, and financial monitoring</p> <p>Due to the limited use of ContrOCC, financial management and monitoring is completed through numerous local spreadsheets and manual payments. Such manual procedures are not only prone to errors, but also severely hinder meaningful budget monitoring.</p> <p>In addition, a lack of knowledge of the care provision and corresponding charges means costs are often unknown until an invoice is received, making forecasting almost impossible.</p> <p>The relationship between the service and corporate finance should be strengthened through greater cooperation. Feedback suggests that Finance’s role is perceived to be transactional and report-focussed, rather than insightful and able to offer proactive support in terms of finding service efficiencies.</p> <p>Care workers commissioning services via spot purchases regularly fail to request a Purchase Order in SAP. Consequently, the invoice cannot be Goods Receipted and therefore cannot be paid on time by the Payments Team. These invoices are parked until the Business Support Team</p>	<p>Inefficient use of resources whereby professionally qualified accountants are maintaining spreadsheets</p> <p>Inability to identify or forecast costs due to manual procedures and lack of accurate and timely information</p> <p>Failure to use finance expertise to help manage budgets and reduce costs and overspend</p> <p>Weak financial administration processes resulting in late payment charges and reputational damage to the council</p>	<p>High</p> <p>High</p> <p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
	<p>authorises payment, resulting in late payments that could incur interest charges.</p> <p>There is little or no checking of invoices and there are reports of paying for services not delivered, caused by records on LCS not being updated properly, for example:</p> <ul style="list-style-type: none"> • Paying a foster carer for a LAC placement despite the child no longer being in that placement; and • Paying a school for a full term despite the child being excluded at the beginning of the term. 	<p>Wasted public funds caused by unnecessary payments (which may not always be identified) and the cost of recovery of overpayments; and</p> <p>Increased risk of fraudulent invoices and payments caused by weak payment processes</p>	<p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
<p>Responsible Officer:</p>		<p>Tina Benjamin, Liz Mills, Jacquie Burke, Rav Nijjar</p>	<p>Target Date:</p>	<p>June 2019</p>



Ref	Finding	Potential Risk Implication	Priority	Agreed Action
7	<p>Review of care packages</p> <p>In the absence of full access to systems or reliable data, we were unable to test whether reviews are being completed within required timeframes.</p> <p>It is clear, however, that council officers place responsibility for SEND reviews entirely on schools with no follow-up from care workers. We are therefore unconvinced that the service makes any effort to sustain budgets.</p> <p>Analysis by the Insight & Innovation Team suggests that open cases for up to 300 Children in Need who have not been seen for over 8 weeks can be closed. The allocation of these cases approximates to 18 FTE social workers, which may partly explain why some teams are over their establishment. For example, at the time of the audit, CFL Area Teams had 61 FTE locums filling 18 FTE vacancies.</p>	<p>Failure to meet statutory duties to carry out care reviews at least annually</p> <p>Council failure to take ownership of care reviews of children with SEND</p> <p>Unnecessary and/or inefficient use of public funds on extra staff; and/or</p> <p>Lack of knowledge of true caseload figures leading to inappropriately resourced teams</p>	<p>High</p> <p>High</p> <p>High</p>	<p>The service accepts these findings, which was the position at the date of audit (September 2018).</p> <p>These issues have been identified within a detailed action plan in CFL to address weaknesses in the control environment around care assessments, and rapid transformational change continues to take place to implement solutions.</p>
Responsible Officer:		Tina Benjamin, Liz Mills, Jacquie Burke	Target Date:	June 2019

Appendix A

Audit Opinions and Definitions

Opinion	Definition
Substantial Assurance	Controls are in place and are operating as expected to manage key risks to the achievement of system or service objectives.
Reasonable Assurance	Most controls are in place and are operating as expected to manage key risks to the achievement of system or service objectives.
Partial Assurance	There are weaknesses in the system of control and/or the level of non-compliance is such as to put the achievement of the system or service objectives at risk.
Minimal Assurance	Controls are generally weak or non-existent, leaving the system open to the risk of significant error or fraud. There is a high risk to the ability of the system/service to meet its objectives.

Management Responsibilities

The matters raised in this report are only those which came to our attention during our internal audit work and are not necessarily a comprehensive statement of all the weaknesses that exist, or of all the improvements that may be required.

Internal control systems, no matter how well designed and operated, are affected by inherent limitations. These include the possibility of poor judgment in decision-making, human error, control processes being deliberately circumvented by employees and others, management overriding controls and the occurrence of unforeseeable circumstances.

This report, and our work, should not be taken as a substitute for management's responsibilities for the application of sound business practices. We emphasise that it is management's responsibility to develop and maintain sound systems of risk management, internal control and governance and for the prevention and detection of irregularities and fraud. Internal Audit work should not be seen as a substitute for management's responsibilities for the design and operation of these systems.

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Children and Education Select Committee

6 March 2019



SEND TRANSFORMATION

Purpose of report: Scrutiny of Services and Budgets

Introduction:

1. The special educational needs and disabilities (SEND) transformation business case summary (see Annex 1) was agreed by Cabinet in October 2018, as part of an overall transformation programme led by the Council. The SEND transformation programme aims to achieve better outcomes for children and young people and financial sustainability within a three year period.
2. A consultation on the SEND strategy (see Annex 2) took place between 30 October 2018 and 4 January 2019 to understand the views of members of public on the Council's Strategy. A full analysis of the consultation is attached (see Annex 3).
3. Following the consultation, the analysis and recommendations were agreed by Cabinet on 30 January 2019 (see Annex 4).

SEND Strategy

4. The strategy address the challenges within the system, these include:
 - National funding has not increased in line with demographic change and demand
 - Legislative change has meant an increase in the age range from birth to 25 years for entitlement to statutory provision
 - A change in SEND needs has led to a change in provision required, for example, an increase in the number of children and young people identified with autism and social and emotional and mental health needs.

5. We proposed five principles to underpin the strategy, these were:
 - Children with special educational needs are identified earlier and supported in a timely way in order to improve their outcomes and wellbeing.
 - There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions.
 - Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.
 - The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.
 - Surrey's early years settings, schools, colleges and other providers are able to support children to live, learn and grow up locally and achieve their full potential.
6. The strategic approach we have consulted on will see us investing more into earlier identification of need and support, creating additional specialist places in Surrey and upskilling the workforce to support children and young people with SEND to progress in their education.
7. Investment in transformation over two years directly through the SEND Transformation programme and two associated programmes (All Age Learning Disability and Family Resilience) has been agreed, with the aim of achieving financial sustainability for the Local Authority within three years.

Consultation and Next Steps

8. The five proposed principles were broadly supported by respondents to the consultation and will assist us to work with our partners and shape our future strategy ensuring our SEND services provide the right support and better outcomes for residents.
9. There was broad support from consultation respondents for the areas of transformation for SEND services, these were:
 - Early identification and support
 - Developing local services and managing the market

- Partnership working
 - Improving practice
10. In January 2019, Cabinet agreed to note that further engagement and co-design activity will be undertaken with partners to explore the feedback, ideas and concerns shared through the consultation and develop the council's draft SEND strategy into a jointly owned Surrey special educational needs and disabilities strategy and long term action plan.
11. A SEND System Leadership Board has been established, which is chaired by the Executive Director of Children, Families, Learning and culture includes membership from key partners. In addition, there is a SEND Programme Board which monitors performance of the programme and a SEND Operations Group to oversee the projects and dependencies within the programme.

Conclusions:

12. In response to feedback to the consultation and in order for the transformation programme to succeed, the strategy must be developed into a co-owned strategy and action plan with partners by April 2019.

Recommendations:

13. For members of the Committee to promote awareness of SEND transformation to Surrey residents and partners and encourage input and contribution to the development of a joint strategy and action plan.

Next steps:

To share the final joint strategy and action plan with the Committee on 5 September 2019 and an update on progress to include:

- 1) Development of additional early identification and support models including health, care and education professionals
- 2) Improvement in practice
- 3) Increasing the specialist provision available in the short term for September 2019 and September 2020
- 4) Key performance measures for SEN Transformation

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Sources/background papers:

Annex 1: SEND Full Business Case Summary

Annex 2: SEND Strategy

Annex 3: Service Transformation Cabinet Report

Annex 4: Consultation Analysis Summary

SEND Transformation

(Service Transformation)

Why is the change needed?

Outcomes for SEND children in Surrey are lower than our peers and need to improve. Feedback from children, young people and families as well as our regulators also highlight that the service needs to improve.

Demand is increasing at much higher levels than funding. The service needs to be transformed to ensure it is financially sustainable in order to meet needs.

What will change?

Through consultation and engagement develop:-

- A joined up and whole system approach to practice and support for children and young people.
- Focus on early support and prevention, including preventing the escalation to more complex needs.
- A whole system approach with Education, Health, Care and partners
- Commissioning to ensure appropriate sufficiency and cost effective local provision.
- A reduction in SEND transport costs through increased local placements.
- This will be enabled by improved data and insight as well as digital solutions.

Implications

- More children's needs will be met through inclusive and local school provision.
- Financial sustainability will be achieved through meeting need earlier and more effectively.
- Needs are met through a graduated response and SEN support is more effective for children.

Key assumptions

- Partners, particularly education settings, are committed to a whole system approach.
- Capacity of provision will be available when required.
- The current forecast annual deficits for the next 3 years, prior to achieving financial sustainability, can be mitigated and not carried forward.

Anticipated benefits & outcomes

- Improved outcomes for children and families.
- Achieve financial sustainability over 3 years.

Outline Plan with key milestones

2018	2019		2020		2021	
H2	H1	H2	H1	H2	H1	H2
	Design		Delivery			
Consultation	◆ Benefit realisation ongoing throughout programme					

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SEND Strategy Document

Dear Surrey Residents,

We are seeking your views on a Surrey strategy to strengthen education for children and young people with special educational needs and disabilities (SEND).

This consultation is about inclusion, and ensuring children with SEND can get a good education at a school close to their home; it is not about closing specialist schools or moving children from their current school.

We spend much more than other, similar local authorities, and yet a significant number of children, young people and their families tell us they are often disappointed with the support they receive and experience poor outcomes in the things that matter to them at the end of their special education provision: independence, an active social life and work-readiness.

The majority of Surrey's mainstream and special schools provide a good education for our children and young people with SEND and we want to extend this high quality education even further. It is important that we continually improve our services but also make sure that we can adapt to the growth in the number of children with learning and additional needs.

We are asking you to feed back on what you see as priorities for improvement, which will give us a better understanding of where you feel our resources are best spent. We want everyone to get involved with a commitment to partnership working to ensure that all children and young people with SEND have access to good quality education within Surrey.

We invite you to read this SEND strategy and complete the SEND consultation questionnaire, which is available online at surreycc.gov.uk/consultations. Some printed copies will also be available at children's centres and libraries, or you can request a copy via text to 07860 053465 or by calling 03456 009009.

Alongside this we will be engaging with partners and other interested groups.

The consultation closes on Monday 4 January 2019.

With sincere thanks

Dave Hill

Executive Director for Children, Families and Learning

Surrey County Council

Our plan for the future

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 and the challenges we face. Informed by the conversations we had, we have been able to develop with partners and residents a shared vision for Surrey.

We are now on an exciting journey of transforming our services so we can deliver our 2030 ambitions that we have committed to in the vision.

Our vision for Surrey 2030

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 are able to 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 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

We have a key role in supporting children, young people and families to thrive. We aim to provide good and outstanding services to children and their families in need of help and support, including those with special educational needs and disabilities (SEND).

We want to make sure that every child growing up in Surrey has the best possible start in life and that children and young people with special educational needs and disabilities should be able to live, learn and grow up locally. We also need to ensure that this provision is cost-effective, fair across the range of children and young people's differing needs and sufficient when taking into account predicted future rising levels of need.

We recognise that SEND impacts the whole family, including parents, carers and siblings, and that the whole family is key to supporting the child or young person with SEND and helping them to reach their potential. We therefore need to take a

collective approach to ensure that support is in place to address not only the needs of the child or young person with SEND, but also their family.

What young people and their families have told us

Young people in Surrey have told us that they would like earlier intervention at schools and help when they go to college. They would also like more support for emotional health and wellbeing, to develop their independence, maintain an active social life and have opportunities to work and contribute to their community.

Families have told us that they have to wait a long time to access services, and this can make things worse. They feel that problems are not identified early enough and that there is not enough support or provision for lower level needs, and that thresholds are too high. Families have said that they have to wait a long time to access services, which can lead to a lack of trust. Families have also said that they feel some providers are not knowledgeable about their needs and that they want to be engaged in the design and management of services that their children receive. Families also don't feel they have a choice of provision and haven't had a clear explanation about why decisions have been made.

Overall, young people and families have told us they would like:

- To be able to get help early before situations get worse and to know what is on offer;
- To be contacted when things are going well, not just when there's a problem;
- Opportunities to share experiences and learn from each other and help each other using social media;
- Young people's feedback to be used to design services that are for them;
- Services to be more accessible, easy to find and get to;
- To be informed and made aware of changes that affect them.

We will continue to gather views through the consultation process and develop our understanding of the impact of the proposed SEND strategy.

The SEND consultation questionnaire asks you to consider what young people and SEND families have told us and whether you agree or disagree with a number of statements.

What SEND inspectors have told us

The local area of Surrey was inspected by OFSTED and the Care Quality Commission in October 2016 to judge the effectiveness of the area in implementing the SEND reforms as set out in the Children and Families Act 2014. The Chief Inspector determined that the local authority and the area's clinical commissioning groups (CCGs) were required to submit a Written Statement of Action because of significant areas of weakness in the local area's practice. The key areas of weakness to be addressed were:

- The timeliness, suitability and quality of statutory assessments and plans, including when statements are transferred to education, health and care plans.
- The under-developed and often limited involvement of parents and carers, and the narrow range of those included, in planning, monitoring and evaluating services. The ineffective promotion of the local offer, and the incomplete statutory transition plan.
- The inefficient management and coordination of area information, in administrative processes, to inform evaluation of services and outcomes, and to hold leaders and staff at all levels to account for rapid improvement.
- The relatively low identification of need at school support level, indicating inefficiencies in the early identification of special educational needs and/or disabilities.
- The increasing rates of absence and exclusion experienced by children and young people who have special educational needs and/or disabilities in mainstream schools.

Since then, we have had regular monitoring visits from the Department for Education and NHS England. While we received acknowledgement that some improvements have been made, we know that there is much more to be done to achieve the further improvements needed.

Developing a SEND Strategy

In order to improve outcomes for children and achieve financial sustainability, we have developed a strategy which sets out proposals based on supporting children and young people with SEND at an earlier stage.

The strategy is based on five key principles:

1. Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing.
2. There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions.
3. Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.
4. The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.
5. Surrey's early years settings, schools, colleges and other providers are able to support children to live, learn and grow up locally and achieve their full potential.

The SEND consultation questionnaire asks you to think about these five principles and say how far you agree or disagree with a number of statements about them.

Where are we now?

In Surrey maintained schools there are approximately 200,000 pupils in total. Of these children and young people there are around 23,000 receiving special educational needs (SEN) support in an educational setting.

Surrey maintains education, health and care plans (EHCPs) for 8,600 pupils (as of October 2018). EHCPs replaced the statementing process in 2014 and are statutory plans.

Too many children are only accessing the support they need by getting an EHCP. The number of EHCPs has increased by nearly 40% since the new SEND Code of Practice was introduced in September 2014. There has also been a significant increase in the identification of children and young people with autism, with the number of children with an EHCP and a primary need of autism almost doubling since 2013.

Almost 39% of children and young people in Surrey with an EHCP are placed in a special school and a further 3.5% are educated within a SEN unit within mainstream schools.

Since the implementation of the Children and Families Act 2014 we have seen an increase in the number of 16-25 year olds who have continued into post-16 provision with an EHCP. This has increased demand for college places and is putting additional pressure on the high needs budget. At age 16 many young people with SEND do not have the same opportunities as other young people to progress to further learning and training and to access employment and independent living as they move into early adulthood. A disproportionate amount of our young people with SEND find themselves 'not in education, training or employment' (NEET) once they leave school, college or university.

This strategy is designed to address these issues. Our vision is to support all educational providers in Surrey to deliver high quality education for children and young people with SEND, maximising value from the funding available.

The SEND Code of Practice states that local authorities must keep their educational and training provision and social care provision under review and this includes the sufficiency of that provision.

Demand for specialist provision

Many special schools maintained by Surrey County Council are currently at maximum capacity and cannot meet the identified future growth in demand without expansion. There is inconsistent use of specialist centres which are based in mainstream schools, with some being over capacity and some having places which are not being filled.

Around 14% of all special school placements are in Non-Maintained and Independent special schools. Surrey has the highest use of Non-Maintained and Independent special schools compared to our statistical neighbours, where the

average percentage is almost 9%, and nearly double that of the national average (7.2%).

These placements are meeting a wide range of needs and more recently are being used to fill gaps in our own provision, particularly for those with autism or complex social, emotional and mental health needs. If trends continue as they are we will see up to 350 additional children being placed in this type of placement over two years at significant additional cost.

In January 2018, 38% of children in Non-Maintained and Independent schools (NMIs) were in placements outside of Surrey and 20% were in authorities that do not border Surrey.

For the children with SEND for whom the authority pays for transport, over 400 children have to travel more than 20 kilometres to school and approximately 30 children travel over 40 kilometres to school. This can be very stressful for children and young people and also has an impact on the transport budget for the local authority. In 2017-18 Surrey spent over £26 million transporting and escorting 2,789 children and young people with SEND to school. This is an increase from £20.3 million and 2,572 children in 2012/13.

Simply put, too many children and young people have to go to a school too far from home in order to have their education, health and care needs met. We would like to support the Surrey family of schools to extend their capacity to offer effective provision for these children and young people closer to home. This would mean children and young people achieving their outcomes locally and reducing the challenge to families of having a child educated some way away from home. We want to avoid young people returning home at the end of their education with independence skills that may not be relevant to their local community. In addition, the young person is likely to lose the social networks that they have built up and may have difficulty establishing new ones.

There were 219 appeals against Surrey in the 2017 calendar year registered by the SEN and Disability Tribunal, 35 of these were appealing against the school named in the Statement or EHCP and 112 were appealing against the contents of the EHCP/Statement (including named school). This indicates that there is a need for greater collaboration between the county council, schools and parents to reach appropriate placement decisions with confidence.

Pupil progress and attainment

The attainment and progress of pupils with SEND shows wide gaps compared to other learners, although the gap is broadly in line with the national picture.

At Key Stage 2 in 2018, the SEND gap continues to be substantial. For pupils achieving the expected level in Reading, Writing and Maths combined the attainment gap is 54% for pupils on SEN Support and 67% for pupils with an EHCP. This is compared with 50% and 65% nationally (based on provisional emerging data). Although the gap is wider, a higher proportion of Surrey pupils achieve this level than nationally for both SEN Support and those with EHCPs.

At Key Stage 4, in 2017 pupils with SEND continue to achieve less well. For the Attainment 8 measure the attainment gap is 20.3 points for young people on SEN Support compared with 17.6 points nationally and 36.8 points for pupils with EHCPs compared with 36.4 points nationally.

Exclusions

In 2017/18, 53% of children and young people who were permanently excluded were categorised as having SEND. Just under half of all fixed period exclusions (48%) were received by pupils with SEND. There is also a small, but significant number of children and young people with SEND who are being educated in alternative provision while waiting for their EHCP assessment to be completed or for a specialist placement. Our challenge is for the county council, schools and partners to think differently about how we can put in place support to enable these children and young people to remain within mainstream school placements and how best to support their families to strengthen this arrangement.

National context

The Children and Families Act 2014 was designed to offer simpler, improved and more consistent help for children and young people with SEND. The new system extends the rights and protection to children and young people by introducing education, health and care plans and extending provision from birth to 25 years of age.

The reforms, which came into force in September 2014, require:

- The local authority to develop and publish a Local Offer, and to work closely with the NHS and schools to use resources through joint commissioning to improve the range of support available in a local area.
- A more flexible model of joint commissioning that promotes access to personal budgets, focuses on specific groups of children or areas within the county and ensures that children and young people's needs are met.
- A cultural change in the way in which we listen to and engage with children, young people and their parents and carers.
- Better commissioning of new provision to ensure needs are met in local schools and by local community services.
- Positive transitions at all key stages within a 0-25 age range, especially a more successful transition to adult life.
- Improved quality and range of information available for children, young people and their parents and carers enabling them to make informed choices.

The Act sets out the expectation that children and young people with special educational needs should be included within mainstream schools together with children who do not have special educational needs, so far as is reasonably practicable and is compatible with –

- the child receiving the special educational provision called for by his or her special educational needs

- the provision of efficient education for the children with whom he or she will be educated, and
- the efficient use of resources.

Schools must ensure that they do not discriminate against children and young people with SEND, this includes admission arrangements and the way schools provide education and exclusion practices.

Schools should ensure that pupils with SEND can be involved in every aspect of school life. This may involve changing the way schools teach pupils. Some are more complex and require specialist advice and support to achieve them.

Government funding for SEND has not increased in line with the increases in demand and complexity that we referred to earlier. Any additional funding that has been provided has only been in relation to general population increases and with little recognition of the additional responsibilities that the local authority has taken on with regards to SEND, particularly in relation to young people being able to maintain an EHC plan if they remain in education up until the age of 25 years. However, in Surrey we are placing more children in often higher cost placements in the non-maintained and independent sector also causing inefficiencies in the use of resources, as well as impacting upon children's outcomes. Therefore this strategy seeks to address this imbalance and to utilise resources more effectively over the medium term.

Budget summary

It is anticipated that the benefits of the proposed transformation will take time to be delivered and it is understood that there is a tension between continuing to provide SEND services and the impact of early intervention and support over time.

Therefore the county council is proposing to make investment in two ways:

- Providing additional core funding over the next two years.
- Investment in transformation over two years directly through the SEND Transformation programme and two associated programmes (All Age Learning Disability and Family Resilience).

The county council is looking at how it can increase the funding for SEND for the following financial years. In 2019/20 it is requesting a transfer of 0.5% of the mainstream schools funding (Schools Block Dedicated Schools Grant), which equates to £3.1m.

Since 2016/17 the expenditure in relation to SEND services has been higher than the funding received. In 2018/19 the SEND budget is £172m and this included a 1.3% increase in our grant funding.

What will we do?

We have identified four proposed areas of transformation. These will require consultation and engagement. The proposals are set out below:

1 Early identification and support

In early years, schools and colleges, we will ensure children and young people with additional needs are identified earlier and receive the assessment and support they need when they need it. This means we will:

Ensure easier access to information, advice and support. Children and families will be supported by professionals who are working as one team and working jointly together to provide the information, advice and help that families and children with additional needs may need.

Develop a graduated pathway (known as a Graduated Response) with associated guidance and support to ensure children and young people with additional needs receive early support and assessment to prevent escalation to more complex needs. Some children might need to have a specialist assessment and a support plan in place to enable them to progress in their learning. A number of children with complex needs may need a statutory plan to enable them to access individualised support on an ongoing basis. This means that fewer children will require specialist support, which will in turn drive down demand for specialist provision.

Provide support through Educational Psychology, speech and language therapy and other support at an early stage (pre-statutory) for those who need it, as part of the graduated response.

Establish an early help behaviour and emotional wellbeing pathway that will support children and young people with mental health needs and/or challenging behaviour and their families both at home and at school. This pathway will be for children and young people whose emotional or other needs may lead to behaviour difficulties. It will work across services to provide early intervention, mental health support and a blended offer of wraparound support as needed. This will also be part of the graduated response.

Support education settings, including nurseries and schools to implement the graduated response through an implementation team to embed the new ways of working.

Develop a robust outcomes framework and monitoring tools so that families, education settings and the local authority and partners can see where intervention is working well and where it needs to change. We will base this framework on Preparation for Adulthood to ensure we are supporting young people towards independent and fulfilled lives.

We will also review and promote the local offer.

The SEND consultation questionnaire asks you to think about these plans and say how far you agree or disagree with a number of statements about the proposals.

2 Developing local services and managing the market

We will:

- Increase our specialist school places by providing around 350 additional places over the next two years and making use of available capacity by working with existing schools to extend and adapt their arrangements. This will include additional places that meet the needs of children and young people with autism and social, emotional and mental health needs. This will reduce our reliance on high cost placements further away from home.
- Increase our post-16 and post-19 pathways by creating around 100 additional places and programmes of support over the next two years. We will also work with our post-16 providers and special schools to develop joint arrangements for post-16 provision to create additional capacity and support young people in their preparation for adulthood.
- Create more specialist post-16 employment focused pathways through increasing our adult learning and, employability provision, and expanding our Supported Internship programme, targeting an additional 120 places over four years.
- Develop a long term property strategy for specialist school provision in order to meet the needs of children with SEND.
- Work with specialist education providers and recommission where needed to ensure we are able to support a wider range of children and reduce the number of children and young people with SEND who are out of school or being placed in high cost placements in the non-maintained and independent sector. This will be accompanied by a new funding model to support a graduated pathway.
- Implement an attendance monitoring system in targeted specialist settings to improve safeguarding, gain a clearer picture about attendance and ensure best value for money.
- Implement an ambitious market management strategy in order to achieve efficiencies in the non-maintained and independent sector. This will be supported by a dynamic purchasing system currently being tendered to manage the procurement of placements and achieve better value for money.

The SEND consultation questionnaire asks you to think about these plans and say how far you agree or disagree with a number of statements about the proposals.

3 Partnership working

Working with partners in health, care and education to ensure educational provision is effective, of a high quality and delivers the best educational outcomes for children and young people with SEND. We will:

- Facilitate the creation of local school clusters (taking account of/building on existing arrangements) and special school hubs to support flexible and blended offers of provision for children and young people with SEND.
- Develop a new school effectiveness approach with inclusion at the heart and seek to ensure that we reduce the number of exclusions and absence for children and young people with SEND, in-year placement changes and the number of children and young people with SEND in Pupil Referral Units for lengthy periods of time. The provision of additional specialist places where needed will also support this approach.
- Improve the quality, impact, timeliness and suitability of SEN Support plans and education, health and care planning through the improvement of quality assurance arrangements. We will use the graduated response and annual reviews to help achieve this.
- Develop joint commissioning for children and young people with complex needs involving parents, carers, children and young people in the planning, monitoring and evaluation of services, for example, therapy provision and Children, Adolescent and Mental Health Services (CAMHS) through new commissioning team arrangements.
- Improve transition for young people and support them in preparing for adulthood. This will be in conjunction with investment into an all-age disability services being developed within the county council and with young people and partners.

The SEND consultation questionnaire asks you to think about these plans and say how far you agree or disagree with a number of statements about the proposals.

4 Improving policy and practice

Improve the quality of our practice with partners to improve the experience for children and young people with SEND and their families. We will:

- Improve practice and the level of skills and knowledge for all those working with children and young people with SEND. This will be developed through the newly established Children's Academy and by Teaching Schools and National Leaders of Education.
- Recommission a new outreach offer for mainstream schools through our Special Schools and Pupil Referral Units which will become hubs of excellence linked to early intervention and support.
- Review and streamline our processes and policies to improve management and coordination of area information and maximise the positive impact of digital technology.
- Improve the help, support and development for SENCos (Special Needs Coordinators within schools) through improved SENCo networks, training and development opportunities through the Children's Academy, sharing best practice and helpdesk arrangements.

The SEND consultation questionnaire asks you to think about these plans and say how far you agree or disagree with a number of statements about the proposals.

It also asks if you have any comments on any aspect of our draft strategy or any ideas for making SEND services more effective.

Thank you for taking time to read this strategy document and answering the SEND consultation questionnaire. Your views will be taken into account and will inform the development of the SEND strategy.

October 2018

SURREY COUNTY COUNCIL

DATE: 29 JANUARY 2019



REPORT OF: MR TIM OLIVER, LEADER OF THE COUNCIL

LEAD OFFICER: JOANNA KILLIAN, CHIEF EXECUTIVE

SUBJECT: PART A) TRANSFORMATION PROPOSALS – DELIVERING BETTER SERVICES FOR RESIDENTS

SUMMARY OF ISSUE

Delivering better services for residents

1. The council has embarked upon an organisation wide programme of change and improvement to address a number of performance, financial and cultural shortcomings in order that we can help secure the very best outcomes for the people of Surrey. Along with many other councils, we face a significant financial challenge and are working to ensure that every pound we spend is aimed at delivering the priorities for Surrey, which are set out in the [Community Vision for Surrey in 2030](#) (the Vision). The Vision describes the kind of place we all 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.
- [The] 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 are able to support each other.

2. It includes ten outcome-focused ambition statements:

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.

The ambitions for place are:

- Residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities

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- 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.
3. On 13 November 2018, Council [endorsed a suite of documents](#) which set out a clear strategic and financial direction of travel for the council in response to the Vision¹. Delivering these and responding to the challenges we're facing means changing what we do, the way we do things and how we spend the money entrusted to us. We have consulted and are listening carefully to what people are saying. We are taking views into account as we plan the changes, improvements and re-focusing of our resources that is needed.
 4. People have said that the council should preserve services that help vulnerable adults and children, even if that means making reductions in spending elsewhere (MEL Research Report - Future of services: results from resident survey, January 2019). Doing so will mean we are less able to provide or support universal services – those available to all - as we focus on providing for those whose need is greatest and/or are least able to look after themselves. We believe this approach should help us to contribute the most we can to the Vision aspiration of Surrey being '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.
 5. We understand that close partnership working between the council, district and borough councils, public sector organisations, the voluntary, community and faith (VCF) sector and businesses holds the key to delivering on the shared ambitions set out in the Vision. Organisations have told us that partnership is the essential way of working to secure better outcomes, and with this in mind we are reaching out to partners to work with us on our transformation journey.
 6. However, organisations cannot deliver the Vision alone, we will need the support and involvement of residents. We want to design services so that the right people, including residents, come together to first understand the issues and then work together to decide what we can do collectively to improve outcomes.
 7. On 13 November 2018, as part of the suite of new strategic and financial documents, Council agreed a [transformation programme](#). Seven thematic areas were identified to achieve the required transformation:
 - Service transformation
 - Partnerships and integration
 - New ways of working
 - Commissioning and procurement
 - Investment and income
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¹ (1)The Organisation Strategy 2019-2023, (2) 'Our People' 2021 – Workforce Strategy, (3) Preliminary Financial Strategy 2019 – 2024, (4) Transformation Programme (Full Business Case)

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- Technology and digital innovation
8. Communications, engagement, management behaviour and culture were also identified as cross-cutting elements which sit around the thematic areas. Within each theme projects were identified (these are set out in more detail by following the hyperlink in paragraph 7).
 9. This report focuses on five initial areas that fall under the service transformation theme. The council is seeking to reform these areas in order to be able to deliver improved outcomes for residents with a focus on the most vulnerable and ensure we are doing the very best we can for residents within a sustainable budget. The report sets out proposals for the future in the following areas, taking account of public consultation and engagement and Equality Impact Assessments (EIAs):
 - Children's Centres
 - Special educational needs and disability (SEND)
 - Libraries and culture
 - Community Recycling Centres (CRCs)
 - Concessionary bus travel.
 10. Cabinet are asked to consider these proposals now so that plans can be implemented in the 2019/20 financial year. As the council's transformation programme progresses, reports on other thematic areas or projects, with accompanying public consultation and EIAs, will be brought to Cabinet as required.

How this report is structured

11. This report is one part (Part A) of a two part report being considered by Cabinet under the item Revenue and Capital Budget 2019/20 to 2023/24. The remainder of this report sets out each of the five service areas subject to public consultation in turn, covering the following:
 - Transformation proposals
 - Recommendations
 - Reasons for recommendations
 - Consultation and engagement
 - Risk management and implications
 - Financial and value for money implications
 - Legal implications
 - Equality Implications
12. These are followed by a number of sections that relate to the whole report:
 - Statement of the Executive Director for Finance (S151 officer)
 - Legal implications – Monitoring officer
 - Equality implications
 - What happens next

Consultation and engagement informing this report

13. Before we started our public consultations on the five service areas, we carried out a range of engagement activity to inform the council's strategic and financial direction, and the transformation programme.
14. An extensive engagement exercise with residents and partners took place over the summer of 2018 to inform the Vision. We reached out to a wide range of people and communities, including groups such as homeless people and those who identify as lesbian, gay, bisexual or transgender (LGBT). People joined in the conversation on social media and submitted written comments. In total, 3,125 people provided their views, including responses from online surveys, paper surveys completed in libraries or using an easyread format, video interviews and engagement sessions for partners, voluntary, community and faith (VCF) groups and charities, elected representatives and other stakeholders. Everyone's views were captured and summarised in a report Our Surrey - feedback on the Vision for Surrey in 2030.
15. We held two participatory budgeting workshops with 98 residents on 26 and 29 October 2018 to gain initial insight into where they would invest the council's budget and manage difficult competing demands within constrained resources.
16. A meeting of the Surrey Equality Group (which includes representatives from a range of VCF organisations in Surrey, chaired by Councillor Denise Turner-Stewart, Cabinet Member for Community Safety, Fire and Resilience) took place on 24 October 2018 to talk to them about the council's budget challenges and consultation activity.
17. Members were involved and updated on the Vision engagement activity through a briefing for all Members on 15 October 2018 and the Corporate Overview Select Committee on 25 October 2018.
18. The council has undertaken further extensive consultation and engagement with a range of stakeholders including residents, partners and staff on the re-design of the five service areas outlined in this report that support delivery of improvements and savings in 2019/20 including:
 - Public consultations on proposals for five different service areas run simultaneously under the Have Your Say campaign. This ran from 30 October 2018 to 4 January 2019, and over 28,000 responses across all the consultations were received from stakeholders. The response rates were:
 - Children's centres (3,814 responses)
 - Community recycling centres (12,132 responses)
 - Concessionary bus travel (3,082 responses)
 - Libraries and culture (7,901 responses)
 - Special educational needs and disabilities (SEND) (1,133 responses).
 - Stakeholders had the option to complete an online survey on the council's website, hard copies or alternative formats, such as easyread. There were also 15 consultation drop-in sessions attended by 150 residents to assist them to complete the consultations they wanted to respond to.

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- Letters were received from a range of stakeholders making formal representations to the council on these consultations. Responses were received from organisations including district and borough councils (Mole Valley, Runnymede, Surrey Health, Tandridge, Waverley and Woking), VCFS organisations such as Sight for Surrey and Surrey Coalition for Disabled People, and partnerships, such as Spelthorne Health and Wellbeing Group. Written correspondence was also received from two Surrey MPs.
 - A survey on council spending priorities with a statistically representative sample of 1,100 Surrey residents (carried out by research company MEL).
 - Face-to-face discussions with a range of stakeholder groups including district and borough members and chief executives.
 - An estimated 5,700 VCFS organisations were invited to share their views electronically on the council's budget and service consultations. Early discussions are being held with the sector to explore ideas such as the role these organisations could have in taking over the running of specific services.
19. Further information about the consultation and engagement activity for each service transformation proposal is included within their respective sections in this report. Full analysis for each public consultation has taken place (listed in the background papers at the end of this report) and have been placed in the Members' and Cabinet Rooms and are available on the council's website.

TRANSFORMATION PROPOSALS – Children's Centres

20. We know that we must improve the way we support and safeguard those children that are most at risk of harm and neglect. It is a major priority for the council and is driven by our desire to see the Vision outcome *Children and young people are safe and feel safe and confident* a reality. To make a real difference we need to change how we work with vulnerable children and their families. Evidence shows that it is parents that need help – for example to address drug, alcohol or mental health issues – to enable them to support their children.
21. At the heart of this is building our Family Resilience programme. It has many components, but a core element is supporting families at a much earlier point, in their homes and communities, preventing problems escalating into a crisis that might require a child being taken into care. Our Early Help offer therefore has to improve. We must target our scarce social care resources on those families that most need our help.
22. The report sets out how we propose to make improvements, including extending the age of those children we help, from 0-5 year olds to 0-11 year olds. This means we can reach more vulnerable children and their parents. Our most vulnerable families don't always use our Children's Centres so we will also take our services to them – working with them, in their homes.
23. We are also proposing a number of new model Family Centres around the county to provide a base from which staff will go out into homes and
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communities, as well as provide a core offer (21 centres to be larger and dedicated to family services' use and nine to be smaller and accommodate other services and uses).

24. We know that many councils with good or outstanding Ofsted rated children's services have already made these changes, including reducing children's centres, so should Cabinet agree the proposals in this report, we are confident that in time we will be offering a much better service for those that need it most.

RECOMMENDATIONS - Children's Centres

25. It is recommended the Cabinet, having regard to the results of the public engagement and consultation activity in **Annex 1** and the Equality Impact Assessment in **Annex 1a**:

Recommendation 1

Endorse the remodelling of the remaining Children's Centres to create Family Centres as part of a wider Family Service to support families with children aged 0-11 that are the most vulnerable.

Recommendation 2

Agree to the reduction in number of Children's Centres in Surrey from 58 centres to 21 centres and satellite sites, to be located in areas where children are most likely to experience poor outcomes. At least one main centre in each district and borough supported by the use of satellites, outreach workers and community venues.

Recommendation 3

Agree to reduce the number of mobile Family Centres in Surrey from two to one in order to reach areas where there are small numbers of vulnerable children and families.

REASONS FOR RECOMMENDATIONS – Children's Centres

26. Moving to a new model of Family Centre services will help develop a more effective way of supporting families that need help earlier to improve their outcomes. By reorganising Children's Centres into more targeted models of provision, we believe this will support more children and young people to avoid becoming subject to child protection or public care.
27. The Family Centre model will enable us to help more families and children to become more resilient who would otherwise be more likely to experience poor outcomes without support.
28. Retention of a mobile Family Centre means we can maintain outreach support to children and families across the county who may struggle to access a main centre or community venue.
29. By prioritising the location of Family Centres in areas of high deprivation, or where children are likely to be living in households that have low incomes or unemployment, this will enable us to prioritise resources for children who need services most. Deprived areas have been identified using the 2015 Income Deprivation Affecting Children Index, which shows the proportion of children

under the age of 16 living in low-income households in different neighbourhoods.

30. Recognising that some needs cross the boundaries of deprivation, such as domestic abuse and parental mental health, funding allocations are also being based on the total population of children within communities.
31. The composition of the families the Centres support have children across a range of different ages, which fall outside the current service offer for 0-5 year olds. Centres are already supporting families with children who fall outside of this age bracket. We therefore propose to expand the age range of children supported to 0-11 years as part of the service offer going forward.

CONSULTATION AND ENGAGEMENT – Children’s Centres

32. The Children’s Centres consultation focused on the role they will play in the new Family Resilience delivery model. Proposals consulted on were:
 - Reducing the number of Children’s Centres in Surrey from 58 centres to 21 main centres and satellite sites (satellite sites being centres offering fewer services, and acting as meeting places for families and their support workers)
 - Children’s Centres to expand services offered from families with children aged 0-5 to families with children aged 0-11
 - Focus Children’s Centre resource on the most vulnerable children and families, primarily by locating main centres close to areas where outcomes are more adversely affected by levels of deprivation, while finding alternative solutions to maintain support from universal services, such as midwifery support. Deprivation is calculated based on the 2015 Income Deprivation Affecting Children Index, which shows the proportion of children under the age of 16 living in low income households in different neighbourhoods. Low income households are defined as:
 - Children in Income Support households
 - Children in Income Based Job Seekers Allowance households
 - Children in Working Families Tax Credit households whose equivalised income (excluding housing benefits) is below 60% of median before housing costs
 - Children in Disabled Person’s Tax Credit households whose equivalised income (excluding housing benefits) is below 60% of median before housing costs
 - National Asylum Support Service (NASS) supported asylum seekers in England in receipt of subsistence only and accommodation support.
 - Withdrawal of two mobile Children’s Centres from service.
33. The key points from the consultation feedback were:
 - There was overwhelming support for the principle of investing more in services that help families earlier

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- The majority of respondents thought reductions in other council services ought to be prioritised over Children's Centres
 - Respondents wanted to retain the current method of allocating funding to Children's Centres, and the majority agreed there should be a fixed charge for certain activities where people had the ability to pay
 - Only a small minority of respondents agreed with the proposal to remove the mobile Children's Centres from service
 - There was strong support for more people to volunteer to run activities and help in Children's Centres, with most respondents agreeing they could support local communities to play a role in volunteering to help children and families.

34. Qualitative feedback picked up on matters such as:

- The value of Children's Centres in supporting all new parents through the first years of parenting, regardless of their income
- A feeling that removal of some centres meant "taking part of the community away" and leaving some areas struggling to cope
- Closing centres could undermine the principle of early intervention; vulnerable families in semi-rural areas with poor public transport links could be further isolated without the local centre
- Closing centres would exacerbate oversubscribed basic services at the remaining centres.

35. There were also suggestions for mitigating negative impact of closures, such as:

- Increasing outreach and mobile services to isolated families
- Charging those who can afford to pay for services
- Encouraging more volunteering
- Pooling resources from different sectors e.g. health and council services
- Making better use of other services and buildings
- Supplying more information about other services
- Keeping more centres open, but reducing opening hours.

36. To take full account of the feedback from the consultation, Cabinet must read the detail presented in **Annex 1**. In addition, an EIA, which takes this feedback into account, must also be read and is contained within **Annex 1a**.

37. Having taken into account the consultation feedback and equality analysis, it is proposed main Family Centres are located in the following places where children and families are most likely to experience poor outcomes:

- Caterham Sure Start Children's Centre
- Clarendon School and Sure Start Children's Centre
- Dorking Nursery School Sure Start Children's Centre (North Holmwood Goodwyns Road site)
- Epsom Downs Sure Start Children's Centre
- Epsom Primary Sure Start Children's Centre
- Guildford Nursery School and Sure Start Children's Centre
- Hale Sure Start Children's Centre
- Horley - Proposed offer within Horley Youth Centre
- Loseley Fields Sure Start Children's Centre

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- Orchard Sure Start Children's Centre
 - Pine Ridge Sure Start Children's Centre
 - Riverview Sure Start Children's Centre
 - Stanwell Sure Start Children's Centre
 - Sythwood Sure Start Children's Centre
 - The Haven Sure Start Children's Centre
 - The Red Oak Merstham
 - The Spinney Sure Start Children's Centre
 - Three Rivers Sure Start Children's Centre
 - Walton Sure Start Children's Centre
 - Welcare in East Surrey Sure Start Children's Centre
 - Woking Sure Start Children's Centre

38. We also propose that the following Centres cease to provide Children's Centre services and are repurposed for alternative (non-County Council) provision:

- Bagshot Sure Start Children's Centre
- Boxgrove Sure Start Children's Centre
- Brookwood Sure Start Children's Centre
- Burhill Sure Start Children's Centre
- Chobham and West End Sure Start Children's Centre
- Christopher Robin Sure Start Children's Centre
- Claygate and Oxshott Sure Start Children's Centre
- Dovers Green Sure Start Children's Centre
- Elstead and Villages Sure Start Children's Centre
- Hamsey Green Sure Start Children's Centre
- Horley Community Sure Start Children's Centre
- Horsell Sure Start Children's Centre
- Hurst Green and Holland Sure Start Children's Centre
- Kenyngton Manor Sure Start Children's Centre
- Leatherhead Trinity School and Children's Centre
- Meadow Sure Start Children's Centre
- Mytchett Sure Start Children's Centre
- Pyrford and Byfleet Sure Start Children's Centre
- Sayers Court Sure Start Children's Centre
- Spelthorne Sure Start Children's Centre
- St Johns Sure Start Children's Centre
- St Martin's Sure Start Children's Centre
- St Pauls C of E Infant School & Sure Start Children's Centre
- St Piers Sure Start Children's Centre
- Steppingstones Sure Start Children's Centre
- Tennyson's Sure Start Children's Centre
- The Dittons Children's Centre
- The Poplars Sure Start Children's Centre
- The Windmill Sure Start Children's Centre
- Weybridge Children's Centre
- YMCA Sure Start Children's Centre in Banstead.

39. We can see that effective use of a mobile unit could help families in need of support in community settings. We will therefore retain the use of one mobile Family Centre.

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40. Many of the activities taking place in Children's Centres are not delivered by Children's Centre staff. The existing Children's Centres already use volunteers to support the work they do. Voluntary sector, private organisations and partner agencies also regularly use the centres to support families. We expect this to continue in the new model and centres will work in partnership to make best use of Children's Centre buildings and community venues.
 41. The consultation proposed locating a satellite centre at the Addlestone Youth Centre. Whilst we are still proposing to have a satellite centre in Addlestone, we are re-looking at where the centre is best located and are in discussions with the existing provider of Sayers Court Children's Centre.
 42. The consultation set out our intention to rename our Children's Centres to reflect the new model. They will be re-named 'Family Centres' in line with supportive feedback from the consultation.
 43. Stakeholders have made suggestions to either keep Children's Centres open as they are now or with reduced hours. If these suggestions were followed, this would increase how much we would spend on buildings and leadership rather than supporting vulnerable families and have therefore not been carried forward.

RISK MANAGEMENT AND IMPLICATIONS – Children's Centres

44. If we continue to deliver Children's Centres as we do now, we will not be as effective as we can be in meeting the needs of the most vulnerable children in the county.
45. The new Family Centre model will focus resources on families who need it the most, therefore the amount of universal support currently delivered by Children's Centres will be reduced.
46. A detailed implementation plan will be set out with key milestones and resources required to minimise the impact on families currently being supported by Children's Centres during the transition to the new Family Centre model.
47. In addition, expanding the age range of children that Children's Centres will support from 0-5 to 0-11, while simultaneously reducing the budget and number of them, means there is a risk there will be fewer services available for children aged 0-5. This will be balanced out by the offer of more targeted support for some of the most vulnerable families with children aged 0-11.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS – Children's Centres

48. In the event that Cabinet make the decisions recommended to them, the overall financial implications for the council's budget are as follows.
49. The council's Final Financial Strategy (**Annex 6**) confirms the new model for Family Centres will achieve a £1 million saving in 2019/20 with a full year saving of £3.4 million anticipated from April 2020. The model is expected to be introduced between April and September 2019.

LEGAL IMPLICATIONS – Children's Centres

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50. The Childcare Act 2006 defines a children's centre as a place or a group of places:
- Which is managed by or on behalf of, or under arrangements with, the local authority with a view to securing that the early childhood services in the local authority's area are made available in an integrated way;
 - Through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere); and
 - At which activities for young children are provided.
51. Section 5A of the Act places a duty on local authorities to make arrangements so that there are sufficient Children's Centres, so far as reasonably practicable to meet local need. A Children's Centre must provide more than one activity at the centre (the legislation cites 'activities' in the plural) in order to meet the statutory definition. The legislation does not specify how many or how few activities must be provided.
52. The council has discretion, therefore, in determining how to deliver early childhood services after considering its specific local circumstances. In doing so the council must consider its duty at Section 5A, in relation to Children's Centres, as one element of a wider duty in Section 3(2) of the Act to make arrangements to secure that early childhood services in its area are provided in an integrated manner calculated to facilitate access and maximise the benefit of those services.
53. In addition the consideration as to how to provide early childhood services is part of the council's general duty to improve the wellbeing of young children in their area and reduce inequalities (in accordance with section 1 of the Act). Section 1 of the Childcare Act requires the council to
- Improve the wellbeing of young children in the following areas:
 - Physical and mental health and emotional well-being
 - protection from harm and neglect
 - education, training and recreation
 - the contribution made by them to society; and
 - social and economic wellbeing
 - Reduce inequalities between young children in those areas; and
 - make arrangements to secure that early childhood services in their area are provided in an integrated manner which is calculated to:
 - facilitate access to those services and

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- maximise the benefit of those services to parents, prospective parents and young children

54. In considering whether these duties have been met Cabinet will note the proposal to include at least one centre in every district and borough in Surrey alongside the retention of one mobile Children's (Family) Centre to allow for service provision in areas where there are small numbers of vulnerable children and families. This is part of a wider transformation programme as set out in paragraphs 21-24 above. Cabinet will note that the provision of Children's Centres is as much about making appropriate and integrated services available as it is about provision of premises in particular geographic areas. Over and above the general duty to consult (see paragraph 178), Section 5D of the Childcare Act 2006 places a statutory duty on local authorities to consult before making significant changes to Children's Centre provision in their area. Paragraphs 32 – 43 of this report set out the details of the comprehensive consultation that has been carried out.
55. In addition Section 11 of the Children Act 2004 places upon the Council (and its partners) a responsibility to discharge its functions in such a way that it safeguards and promotes the welfare of children. The proposal to reform the way in which we deliver children's social care services through the new model of Family Resilience is proven in other areas to have been successful in protecting and supporting the wellbeing of children.
56. In determining the recommendations to Cabinet, full account has been taken of the consultation responses and the conclusion of the Equality Impact Assessments. Prioritising the location of Family Centres in deprived areas, retaining a mobile Family Centre and expanding the age range for children who can receive a service to 0-11 will enable us to better meet our duties to safeguard and promote the welfare of children in Surrey.
57. Cabinet will need to be satisfied that the proposals put forward meet the local authority duties as set out above.

EQUALITY IMPLICATIONS – Children's Centres

58. The Equality Impact Assessment (EIA) for the Children's Centres proposals (in **Annex 1a**) suggest there are both positive and negative impacts on the children and families that use them, the staff that deliver services and partner organisations that support operations.
59. Expanding the offer of Children's Centres to support families with children aged 0-11 will enable them to have access to targeted activities and services that will better help them progress. Changes to the funding and service delivery models are also expected to benefit children with disabilities, children and families from lower income households and more pregnant mothers and single parents due to greater investment of funding in areas with higher levels of deprivation.
60. In terms of adverse impact, children aged 0-5 and their families are likely to see reductions in provision as the age range of children supported by Children's Centres is expanded to 0-11. Children and families who are considered to have lower levels of need are likely to see services in their area reduced or even stopped. Reductions in the number of Centres could also affect where and when parents can access support for pregnancy or for single

parents, and changes to the times and locations of sessions could affect families who may be less able to balance accessing these with religious commitments.

61. Mitigations include working with partners to find alternative sites to minimise disruption, work with voluntary, community and faith sector organisations with groups who may have greater need of services, such as Gypsy, Romany and Traveller groups in Surrey, and retaining one mobile Children’s Centre to maintain outreach work
62. Negative impacts have also been identified on Children’s Centre staff. As women make up the majority of the workforce, they are more likely to be affected by possible redundancies or resignations. In addition, disabled staff and those with caring responsibilities would be affected should they need to re-locate to work in a new Centre and require alternative transport methods to get to work. These impacts are unable to be mitigated, given restructures will be required as part of the changes to Children’s Centres, and changing locations of Centres form a crucial part of the proposals.
63. In considering the equality implications of these recommendations Cabinet is referred to the specific requirements of the Public Sector Equality Duty set out in paragraphs 181 and 183.
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TRANSFORMATION PROPOSALS – SEND

64. This report outlines how we are working to improve and strengthen education for children and young people with SEND, providing improved support to help them reach their potential and lead independent lives. As the Vision states, we want to see everyone benefit from *education, skills and employment opportunities that help them succeed in life*. We are also very aware that our improvement work is taking place against a backdrop of a change in national policy, rising demand in Surrey and severe cost pressures in the service.
65. The strategic approach we have consulted on will see us investing more into earlier identification of need and support, creating additional specialist places in Surrey and upskilling the workforce to support children and young people with SEND to progress in their education.
66. We proposed five principles to underpin our work, which were broadly supported, and these will assist us to work with our partners and shape our future strategy ensuring our SEND services provide the right support and better outcomes for residents.

RECOMMENDATIONS - SEND

67. It is recommended the Cabinet, having regard to the results of the public engagement and consultation activity in **Annex 2** and the Equality Impact Assessment in **Annex 2a** agree:

Recommendation 4

To note the broad support from consultation respondents for the proposed principles for transformation of SEND services, namely:

- Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing.
- There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions.
- Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.
- The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.
- Surrey's early years settings, schools, colleges and other providers are able to support children to live and grown up locally and achieve their full potential.

Recommendation 5

To note the broad support from consultation respondents for the areas of transformation for SEND services, namely:

- Early identification and support
- Developing local services and managing the market
- Partnership working
- Improving policy and practice.

Recommendation 6

To note that further engagement and co-design activity will be undertaken with families, health partners, education and other partners to explore the feedback, ideas and concerns shared through the consultation and develop the council's draft SEND strategy into a jointly owned Surrey special educational needs and disabilities strategy and long term action plan.

Recommendation 7

To delegate to the Executive Director for Children, Families, Lifelong Learning and Culture, in consultation with the Cabinet Member for All Age Learning, to approve the final joint strategy and the long-term action plan, once completed subject to paragraph 77 below and further Cabinet decision as necessary.

Recommendation 8

In the event that any of the co-design activity work, strategy identification and/or action plan gives rise to a change in the delivery of services that necessitates consultation and public engagement that will be undertaken alongside consideration to our Public Sector Equality and Section 11 Children Act 2004 duties.

REASONS FOR RECOMMENDATIONS - SEND

68. Agreeing the recommendations for the draft SEND strategy will enable us to carry out further co-design of those services for some of the most vulnerable children and young people in the county so they are able to access the high quality services they need.

CONSULTATION AND ENGAGEMENT - SEND

69. The aim of the SEND consultation was to understand the views of members of the public on the council's draft strategy which aims to strengthen education for children and young people with SEND. It was an opportunity for members of the public to have their say on five proposed principles:

- Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing
- There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions
- Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities
- The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results
- Surrey's early years settings, schools, colleges and other providers are able to support children to live and grown up locally and achieve their full potential.

70. The consultation was also an opportunity for members of the public to have their say about four proposed areas of transformation outlined in the draft SEND strategy:

- Early identification and support
- Developing local services and managing the market
- Partnership working
- Improving policy and practice

71. The key points arising from the consultation were:

- The majority of respondents agreed with what young people and their families have told us about services for children and young people with SEND so far, including:
- The importance of securing earlier intervention and help in schools and colleges for children and young people with SEND, especially those with issues such as emotional health and wellbeing and developing their independence;
- Waiting times to access to services are too long and can make things worse; and
- A lack of knowledge among some providers about their needs, and the desire of families to be involved in design and management of services their children need.

72. This confirms the need for a SEND strategy to improve the experiences of children and young people with SEND and their families.

73. Question 2 in the consultation asked for respondents views on the five principles that the strategy would be based on. Analysis of the qualitative comments from respondents suggests a majority of respondents broadly agree with the five principles proposed. There was more of a split view in the quantitative feedback, with a slight majority agreeing or strongly agreeing with each of the principles. However, comments from a number of respondents

suggest they were unsure whether they were being asked if the principles were currently followed, or if these were principles we would wish to follow in the future. The draft strategy document set out that these were proposed principles. It is clear from the consultation analysis that this perceived lack of clarity from consultees may have impacted their responses. Any future consultation on detailed proposals will be designed to ensure that the matters being consulted on are clear and unambiguous.

74. The majority of respondents strongly agree or tend to agree that the four proposed areas of transformation will better meet the needs of children and young people with SEND and their families and will better support professionals.
75. There is some level of disappointment with current services based on previous experiences. Some respondents showed distrust in the council following through with the plan or wanted more information about what would actually happen so they could influence any change. Respondents also shared ideas and concerns about the practical implications of possible changes to services. To address this, there will be further work completed to co-design services with stakeholders and secure support for plans and activities as they are developed. More detail on these will be published in February 2019.
76. To take full account of the feedback from the consultation, Cabinet must read the detail presented in **Annex 2**.
77. The responses will be used to inform engagement and co-design activities that will take place from February 2019 onwards, to develop a joint SEND strategy and a joint long-term action plan with families and partners.
78. In the event that any of the co-design activity work, strategy identification and/or action plan gives rise to a change in the delivery of services that necessitates consultation and public engagement that will be undertaken alongside consideration to our Public Sector Equality and Section 11 Children Act 2004 duties.

RISK MANAGEMENT AND IMPLICATIONS - SEND

79. There is a risk that the proposed strategy, which is underpinned by four key areas of transformation, might not achieve optimum financial sustainability and service improvements. This risk is being mitigated by having robust programme governance and performance monitoring in place to review the impact of the strategy throughout the course of the programme.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS - SEND

80. The strategy supports achieving financial sustainability within a three year period, whereby services provided are appropriate and within the government funding provided.

LEGAL IMPLICATIONS - SEND

81. At this point the Cabinet is only being asked to note the principles for transformation of SEND services and the areas for transformation. There are currently no proposed changes to service delivery.

EQUALITY IMPLICATIONS – SEND

82. An EIA on the draft strategic proposals consulted on is in **Annex 2a**. As the strategic direction informs any firm proposals for changes to service delivery the equality implications will be assessed and any legal requirements to consult complied with.

TRANSFORMATION PROPOSALS – Libraries and Culture

83. This report sets out how we are reshaping and modernising our libraries service so that it is up-to-date with needs and trends and provides and enables opportunities for everyone to learn, access information, acquire new skills, increase literacy and be involved in their communities. Our aspirations for our libraries and culture services connect to a number of outcomes within the Vision, including *Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life*.
84. People are increasingly recognising that modern technology and people's increasing use of it enables a different and more effective way of accessing information, obtaining books, learning and engaging with the world. We wish to make the best of the emerging and new opportunities this creates in our libraries and cultural services.
85. In line with the broad support expressed in the public consultation feedback we will explore opportunities to provide library services in multi-purpose community hubs, where feasible shared with other agencies and services.
86. The response to the public consultation demonstrated significant support for five guiding principles that will guide our work with partners to prepare more detailed proposals for a libraries and cultural service that best meets the needs of the people of Surrey.
87. Responses to the consultation have provided us with many thoughtful and innovative suggestions that will help inform a future service model for libraries. These are all being considered and further consultation will take place in 2019.

RECOMMENDATIONS – Libraries and culture

88. It is recommended the Cabinet, having regard to the results of the public engagement and consultation activity in **Annex 3** and the Equality Impact Assessment in **Annex 3a** agree:

Recommendation 9

To note refinements, in italics, to the five strategic principles of the proposed Libraries and Cultural Services Strategy, reflecting consultation feedback. These are:

- Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, literacy and be involved in their communities.

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- 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 *creating a model of financial sustainability*.
 - 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.

Recommendation 10

To note the Executive Director for Children, Families, Lifelong Learning and Culture will prepare detailed proposals with partners, including district and borough councils, for a proposed future model for library and cultural services in Surrey based on the five newly adopted strategic principles.

Recommendation 11

That a second public consultation is carried out setting out the detailed proposals referred to in Recommendation 9 above.

REASONS FOR RECOMMENDATIONS – Libraries and culture

89. Agreeing to these recommendations means the council can proceed to develop a financially sustainable future model of libraries and cultural services in Surrey, subject to consultation and the EIA, that reflects modern expectations, is fit for purpose and provides and enables opportunities for everyone to learn, access information, acquire new skills, increase literacy and be involved in their communities.

CONSULTATION AND ENGAGEMENT – Libraries and culture

90. The libraries and cultural services consultation was based on seeking views and comments on five strategic principles:

- Libraries and cultural services provide and enable opportunities for everyone to learn, access information, acquire new skills, improve literacy and be involved in their communities.
- There is a focus on the wellbeing and strengthening of communities, particularly the most vulnerable, to enable them to be resilient.
- 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.
- 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.

91. Residents and service users were asked whether they agreed or disagreed with the principles and whether they were likely to be affected positively or negatively by each principle. They were also asked for ideas and comments relating to each of the five principles to provide a qualitative response to the consultation.

92. The headlines from the feedback were:

- A majority of respondents agreed with each of the five strategic principles
- Respondents were positive about the relevance and role of libraries and culture in the community
- Respondents liked the idea of co-located services and shared spaces, e.g. cafes and libraries located together
- Libraries and cultural services should have both universal and targeted service offers. Those targeted could include children, older people and vulnerable groups, such as those who are socially isolated
- There were concerns about the future of the libraries network, particularly regarding the number of libraries. They also commented that while it was valuable to have volunteers in place, they were not a substitute for the expertise of paid staff
- While there was support for using new technologies to more effectively deliver services, this should not lose sight of the core offer provided by libraries and cultural services, e.g. access to books.

93. A small number of changes to the five strategic principles, reflecting the consultation feedback, are highlighted in **Recommendation 9**.

94. To take full account of the feedback from the consultation, Cabinet must read the detail presented in **Annex 3**. In addition, an EIA on the proposed changes has been prepared, and must be read (**Annex 3a**).

95. Once noted by Cabinet, detailed proposals for a future model for library and cultural services based on the five strategic principles will be prepared for public consultation.

RISK MANAGEMENT AND IMPLICATIONS - Libraries and culture

96. There are risks that will need to be managed through the programme governance arrangements, which include a need to ensure that the feedback from the consultation is used to inform any detailed proposals that are developed for further consultation with partners, stakeholders, the public and council staff. Also that the findings and actions from the EIA similarly need to be taken forward to inform any detailed proposals that are developed for further consultation.

97. It is clear from consultation analysis and the EIA that children and young people were less engaged in the process. Any future consultation on detailed proposals must be designed to ensure that the views of this demographic are captured.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS - Libraries and culture

98. Part of the desired outcome of the proposed new strategic principles for Libraries and Cultural Services is to reduce the net spend on these services to the Chartered Institute of Public Finance and Accountancy (CIPFA) County Council average within the council's Medium Term Financial Plan.
99. The Final Financial Strategy (**Annex 6**) has been modelled on achieving this over a phased period although it is recognised that detailed plans on how to do this are still to be developed and will be subject to further public consultation. If following the second public consultation the savings proposed are not achievable in full or within the originally proposed timescales, then the council would need to identify alternative savings proposals.

LEGAL IMPLICATIONS - Libraries and culture

100. Local authorities have a statutory duty under the Public Libraries and Museums Act 1964 'to provide a comprehensive and efficient library service for all persons' in the area that want to make use of it (section 7). At present there are no specific proposals for changes to the provision. Any change to the provision of this service will need to be the subject of full consultation and EIA in accordance with the council's duties to do so.
101. At this point the Cabinet is only being asked to note refinements to the strategic principles for transformation of libraries and cultural services. Plans for any changes to service delivery are in the process of being formulated and will be referred back to Cabinet at a future date.

EQUALITY IMPLICATIONS - Libraries and culture

102. The EIA in **Annex 3a** has identified that there are potentially positive impacts for all groups from a potential future service model, based on the five strategic principles, that provides libraries and cultural services through a new digital platform and community/cultural hubs.
103. The most significant negative impact on all groups is potential reductions of libraries and cultural services in stand-alone buildings in a future service model. There may also be impacts on service users who may struggle to get access, or have the skills to use, an enhanced digital platform proposed as part of a future libraries and cultural services offer.
104. Should we proceed with this potential model in the future, to mitigate these we plan to ensure there is geographical spread across the county through enhanced digital services and libraries and cultural services in community settings. We also plan to undertake targeted consultation with those groups who may experience physical barriers to participation such as older people, people with physical mobility challenges and rural communities.
105. It is recognised that if the future service model involved any closures of stand-alone buildings, this could not be fully mitigated by the digital platform and library/cultural services link points that may be developed. However, a future service model could include greater propensity to develop hubs with co-

located services, which we know people with disabilities have indicated they would value from the MEL survey research.

106. In addition, as there were low numbers of responses from children and young people to the consultation when compared to the proportion of them who are users of libraries and cultural services, we plan to carry out further targeted engagement with this group to build a stronger evidence base on the impact the principles may have on them.
107. There may also be potential impacts on staff arising from a future service model. We plan to fully include them in the design of the new service model and will consult formally if this means any changes in staffing structures.
108. In considering the equality implications of the recommendation to note the strategic principles, in particular the digital platform, Cabinet is referred to the specific requirements of the Public Sector Equality duty set out in paragraphs 181 and 183 of this report.
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TRANSFORMATION PROPOSALS – Community Recycling Centres

109. The Community Vision for Surrey in 2030 sets out an ambition for residents to live in *clean, safe and green communities, where people and organisations embrace their environmental responsibilities*. Our contribution to this, set out in the Organisation Strategy, includes working with partners and residents to continue to minimise the amount of waste sent to landfill.
110. The amount of material being brought to CRCs by the public has reduced in recent years. Surrey has more CRCs than national guidance suggests necessary.
111. The Bagshot, Cranleigh, Dorking and Warlingham CRCs are the four least used CRCs, and are smaller, older and less well designed and laid out than other CRCs within the network. Closing them and extending the hours of the nearest alternatives (Camberley, Caterham and Leatherhead) will result in much needed cost savings, which in turn will help us better support our most vulnerable residents and those least able to help themselves.
112. We have listened carefully and following the public consultation feedback, rather than closing six CRCs, we are now proposing to close only the four least used sites.
113. Even after their closure, the greater majority of residents will be less than 20 minutes drive away from a CRC in good traffic conditions, and 30 minutes in very rural areas; in line with nationally defined standards.
114. The package of proposals being considered following consultation (including introducing some charges for certain construction-related materials and annual fees for vans dropping materials off) will save over £1 million per year.

RECOMMENDATIONS – Community Recycling Centres

115. It is recommended the Cabinet, having regard to the results of the public engagement and consultation activity in **Annex 4** and the Equality Impact Assessment in **Annex 4a** agree to:

Recommendation 12

Retain the community recycling centres (CRCs) located at Farnham and Lyne (Chertsey), based on the current and projected use of these sites.

Recommendation 13

Extend the opening hours of Camberley, Caterham and Leatherhead CRCs from six days a week to seven days a week from 1 April 2019.

Recommendation 14

Maintain the current prices for materials in the charging waste scheme.

Recommendation 15

Proceed with the permanent closure of the CRCs located at Bagshot, Cranleigh, Dorking and Warlingham from 1 April 2019 or as soon as practically possible after this.

Recommendation 16

Introduce a charge for construction wood and roofing felt from 1 April 2019 or as soon as practically possible after this.

Recommendation 17

Introduce an annual application fee for van, trailer and pick-up permits from Wednesday 1 January 2020, when all permits are due for renewal.

REASONS FOR RECOMMENDATIONS - Community Recycling Centres

116. Recognising both the value many residents place on Community Recycling Centres (CRCs) and the need to make savings, we propose to limit closure of CRCs to the minimum number possible to achieve savings. Bagshot, Cranleigh, Dorking and Warlingham are recommended for closure as they handle the least waste and have the lowest number of visitors. Further CRC usage information can be found in **Annex 4b** to this report.

117. As the nearest alternative CRCs within the network, extending the opening hours of Camberley, Caterham and Leatherhead CRCs should help to mitigate the impact of the CRC closures.

118. In addition, introducing charges for construction wood and roofing felt and launching permits for vans, trailers and pickups will assist in delivery of the savings target for 2019/20. While the option to increase charges on the existing charging scheme waste has been explored, it would have a negligible impact on savings delivery and charges are currently towards the upper end of charges relative to similar councils.

CONSULTATION AND ENGAGEMENT - Community Recycling Centres

119. Consultation respondents were asked for their views on the following four proposals:

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- Proposal one: Permanently closing a number of smaller, less effective Community Recycling Centres (CRCs), whilst increasing the opening hours at some CRCs. The sites under consideration for closure are: Bagshot, Cranleigh, Dorking, Farnham, Lyne (Chertsey) and Warlingham.
 - Proposal two: Introducing a charge to dispose of construction wood and roofing felt.
 - Proposal three: Increasing the cost of disposing of items we already charge for.
 - Proposal four: Charging an annual application fee for van, pickup and trailer permits.

120. The consultation received a total of 12,132 responses. This included responses from residents and organisations and groups such as district, borough, parish and town councils.

121. Seven petitions were received concerning the proposed closures of Cranleigh, Dorking, Farnham, Lyne (Chertsey) and Warlingham CRCs.

122. The headline results from the consultation were:

- The majority of respondents did not support the proposal to close the CRCs. Of the three options for closure outlined, the proposal which attracted the least opposition was the closure of four CRCs in Bagshot, Cranleigh, Dorking and Warlingham, with opening hours to be increased at Camberley, Caterham and Leatherhead.
- The majority of respondents disagreed with proposals to charge for disposal of wood used in construction, and more than two-fifths of respondents disagreed with proposals to charge for disposal of roofing felt.
- More than half of respondents disagreed with the proposal to increase charges for items we currently dispose of. The level of disagreement increased when just looking at responses from people who currently use, or plan to use, the scheme.
- There was an even split between all respondents who agreed or disagreed with the proposal to introduce an annual chargeable permit for vans, pickups and/or trailers. The majority of people who were planning to make use of the scheme disagreed with the proposal.
- Other comments included concerns that CRC closures would increase journey times and have adverse impacts on the environment, do not account for projected growth in demand as the population increases, increased difficulties for residents to dispose of waste, particularly those with limited access to transport or mobility difficulties, and van users felt they were being unfairly penalised

123. To take full account of the feedback from the consultation, Cabinet must read the detail presented in **Annex 4**. In addition, an EIA on the proposed changes has been prepared, and must be read (**Annex 4a**).

124. Having considered the consultation feedback, the recommendation is to close four sites – Bagshot, Cranleigh, Dorking and Warlingham. The sites proposed for closure handle only one-tenth of all waste dropped off in Surrey.

In addition, we are considering how to recover more recyclable materials from black bag waste, which could lead to further savings.

125. To respond to concerns on increased fly-tipping, experience from introducing similar changes in the past suggests it is unlikely that this will increase as a result of the closures. However, we will continue to monitor fly-tipping levels following the closures, and will work with partners to tackle the issue. We will also continue working with private landowners to help prevent fly-tipping on their land and associated costs of removal.
126. Farnham and Chertsey CRCs will remain open. In addition, to mitigate closure of some of the CRCs, we also propose to increase the opening hours at the sites in Leatherhead, Camberley and Caterham from six to seven days a week.
127. It is accepted that some people's journey times will be affected by needing to travel further to reach their nearest CRC – we estimate that approximately 54,000 households will be affected. We plan to launch a communications programme to raise awareness of alternatives to CRCs, such as kerbside collections by district and borough councils or commercial waste companies.
128. Responding to stakeholders' concerns about increased vehicle emissions, previous experience suggests that CRC users will not necessarily result in them attending an alternative CRC. Our communications programme will also encourage residents to try not to make a specific journey to a CRC, and, where possible, to make this part of an everyday car journey, such as while out shopping or travelling to work. The anticipated fall in car journeys should also result in decreased vehicle emissions.
129. Regarding access issues for residents with mobility issues, financial difficulties and no transport, we accept that some residents may need to travel further, which could impact on them. There is an opportunity for residents to consider how often they need to visit a CRC, or whether kerbside collection could be a viable alternative. For those with mobility issues that need to use the sites, a plan for mitigation has been set out in paragraph 137.
130. We still recommend the introduction of charges for disposal of wood relating to construction and roofing felt, but existing charges will not be increased. We also still recommend to Cabinet that an annual permit is introduced for van users costing between £5 and £10 per year from Wednesday 1 January 2020.
131. Vans and trailers are more likely to be used by traders disposing of waste in greater volumes than other vehicles. There is a need to bring in a control system for this, and the council's view is it is right that those who use a van or trailer fund this system.

RISK MANAGEMENT AND IMPLICATIONS - Community Recycling Centres

132. A common concern raised by respondents is that the closure of CRCs and the introduction of charges for certain types of waste will lead to more fly tipping, which will lead to increased clearance costs for private landowners and district and borough councils. Whilst increased fly tipping cannot be ruled out as a consequence of these changes, the council's experience to date with the changes introduced over the past two years is that fly tipping has not

increased. In addition, there are existing enforcement mechanisms in place to address any issues.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS - Community Recycling Centres

133. The Section 151 Officer notes that the savings presented in the Final Financial Strategy (**Annex 6**) are estimates. The actual saving may change depending on a number of factors such as the actual volume of waste or, in the case of site closures, depending on formal agreement with the council's waste contractor Suez. The estimated saving of £1 million assumes measures are implemented on Monday 1 April 2019, and any delay will potentially reduce the saving available in 2019/20.

134. The saving includes £650,000 for closure of the CRCs, £300,000 to introduce charges for construction wood and roofing felt, £50,000 from further changes to the reuse scheme, £10,000 from the introduction of permits for vans, trailers and pick-ups, and £5,000 from selling advertising space at CRCs.

LEGAL IMPLICATIONS - Community Recycling Centres

135. The council has a legal duty under the Environmental Protection Act to ensure residents in its area have a place to dispose of their waste. There is no specified minimum requirement in relation to the number of CRCs, other than sufficient CRCs should be provided to be reasonably accessible to residents. Cabinet will need to be satisfied that the recommendations for closure of the four CRCs, and the alternative provision identified to mitigate the impact of those closures enables the council to meet those duties.

EQUALITY IMPLICATIONS - Community Recycling Centres

136. The main impact identified (**Annex 4a**) is the effect of increased demand on existing CRC sites within the wider network if the recommendation for closure of the sites in Bagshot, Cranleigh, Dorking and Warlingham is accepted. For example, the site nearest Warlingham is in Caterham, where service users will need to use steps to access waste containers. While staff are on hand to support people with more limited mobility to use stairs, increased demand on the site may make it more difficult for staff to provide this support.

137. To mitigate against this, staff at CRC sites will be instructed to prioritise support to those service users who have limited mobility.

138. In considering the equalities implications of this recommendation Cabinet is referred to the specific requirements of the Public Sector Equality duty set out in paragraphs 181 and 183 of this report.

TRANSFORMATION PROPOSALS – Concessionary bus travel

139. This report is proposing bringing our concessionary bus travel scheme for disabled people into line with the statutory offer as funded by government, and in common with most other councils. We are proposing to enable free bus travel for disabled people between 9.30am and 11:00pm, during which 98% of journeys by disabled people are currently undertaken.

140. Surrey is one of a few areas of the country that also provides additional funding for free bus travel for companions of disabled people. We are proposing to retain companion passes so entitled pass holders and a companion can travel for free between 9:30am and 11:00pm on weekdays, all day at weekends and bank holidays.

141. We will work with bus operators to explore and encourage their willingness to continue to support concessionary travel.

142. If agreed by Cabinet, savings of £400,000 per year will be generated by making these changes from 1 April 2019.

RECOMMENDATIONS - Concessionary bus travel

143. It is recommended the Cabinet, having regard to the results of the public engagement and consultation activity in **Annex 5** and the Equality Impact Assessment in **Annex 5a** agree:

Recommendation 18

To withdraw the non-statutory additional travel concession for disabled pass holders and offer the national statutory English National Concessionary Travel Scheme (ENCTS) in Surrey from 1 April 2019. Disabled pass holders will be able to travel for free between 09.30 and 23.00 on weekdays, all day at weekends and on bank holidays

Recommendation 19

To retain companion passes so from 1 April 2019 entitled pass holders and a companion can travel for free between 9:30am and 11:00pm on weekdays, all day at weekends and bank holidays.

Recommendation 20

To note officers will continue discussions with bus operators on a commercial offer of a reduced fare or flat fare scheme in the county.

REASONS FOR RECOMMENDATIONS - Concessionary bus travel

144. By agreeing these recommendations, this will help the council to achieve savings of £400,000 to contribute towards its overall savings requirement in 2019/20.

145. In addition, impact on travel is likely to be minimal. Analysis shows that only 2% of all journeys made using the disabled pass take place before 9:30am and after 11:00pm on weekdays.

146. Having considered the consultation feedback, and the impact removal of the companion pass will have on disabled pass holders and their companions, we are proposing to retain companion passes, but bring the terms of companion pass usage in line with those of disabled passes. This means companion pass holders will be able to travel on the bus network for free from 9:30am to 11:00pm on weekdays, and free all day for weekends and bank holidays.

CONSULTATION AND ENGAGEMENT - Concessionary bus travel

-
147. The council consulted with the public and stakeholders on proposals to:
- Remove free concessionary travel for disabled pass holders before 9:30am and after 11:00pm Monday to Friday, which is currently paid for by the council. Pass holders would still be able to travel for free after 9:30am and before 11:00pm Monday to Friday, which is paid for by the English National Concessionary Travel Scheme (ENCTS). Free travel at any time on Saturdays, Sundays and Public Holidays would be unaffected.
 - Remove companion passes. Pass holders would continue to travel for free, however, their companions would no longer receive free travel. This is currently funded by the council.
148. Over 3,000 people responded using the consultation survey, of which 690 were received as hard copy. Letters were received from 27 stakeholders. 19 emails and one letter were received from the public.
149. It was notable that the majority of respondents were neither disabled nor companion pass holders, yet the most significant level of concern was still for vulnerable service users who could feel more disadvantaged should the changes be agreed. Nearly four in five respondents said they were responding for themselves, but only around two in five stated they have a disabled or companion bus pass.
150. There were specific concerns on higher impacts for people with sensory disabilities, particularly people who are blind or deafblind, and people with learning disabilities.
151. Most respondents did not believe savings should be made in this service area. Over half of people said they believe savings should be made from other areas of council spend ahead of concessionary travel reductions. A very small minority stated they supported the proposals.
152. Respondents commented the proposals seemed at odds with the Government's Inclusive Transport Strategy 2018 – a strategy that focuses on improving transport options for disabled people, and highlighted challenges with existing pass holders attempting to use their passes when they were no longer valid.
153. In addition, a number of stakeholders suggested the proposals were at odds with the ambition in the Vision namely *Journeys across the county are easier, more predictable and safer*.
154. The majority of responses highlighted the potential to negatively impact on:
- Vulnerable people and their ability to live independently
 - People's wellbeing, social inclusion and rural isolation
 - People's personal finances and those of family, friends or professionals who care for them.
155. To take full account of the feedback from the consultation, Cabinet must read the detail presented in **Annex 5**.

-
156. There may be approximately 600 disabled children and young people using their free concessionary bus pass to travel to school or college who may be entitled to free home to school transport.
157. If any child / young person can no longer use their concessionary bus pass to get to school and following an application and assessment are found to be entitled to free home to school transport, in these instances the council purchasing a bus season ticket to enable them to travel to school will be the most cost effective option.
158. Any change or removal of discretionary elements paid by the council will not impact on our statutory duty to administer the ENCTS in the county or our duties in relation to free home to school transport.
159. The feedback has also informed the EIA presented in **Annex 5a**. Cabinet are required to read this and take the findings into account in their final decision.

RISK MANAGEMENT AND IMPLICATIONS - Concessionary bus travel

160. Responses to the consultation and the face to face meetings with key stakeholders highlighted objection to the proposals and the potential impact on people's ability to access work, education and essential services such as medical or caring appointments.
161. These implications are recognised and work will continue on potential mitigation including discussions with bus operators on whether they could offer a reduced or flat fare to disabled and companion pass holders outside the statutory free travel requirements.
162. Based on feedback to the consultation from the public and stakeholders, there was a clear sense of the impact being most heavily felt by companion pass holders. In particular, the impact on carers, but also on family, friends or others who help disabled pass holders with travel. These individuals may be unregistered carers, and so are not entitled to receive any Carer's Allowance from the Government.
163. Based on the feedback it has been agreed that the use of companion passes should be reviewed over the next 12 months to get more information on the use of passes and the cost to the county council. After which a report will be taken to the Cabinet Member for Environment and Waste covering the ENCTS operation in Surrey. Usage will be aligned to the terms of use for disabled pass holders for free travel between 9:30am and 11:00pm on weekdays, all day at weekends and bank holidays.
164. There may also be a small number of disabled children and young people using their free concessionary bus pass to travel to school or college who may be entitled to free home to school transport. If they find they are no longer able to use their concessionary pass, but qualify for free home to school transport through an application and assessment process, then the council purchasing a bus season ticket for these children and young people would be the most cost effective option.

FINANCIAL AND VALUE FOR MONEY IMPLICATIONS - Concessionary bus travel

165. The current saving proposed in the council's Final Financial Strategy (**Annex 6**) is £400,000 for 2019/20. This can be broken down as £250,000 for the removal of non-statutory disabled concessions and £100,000 relating to increased automation. £50,000, originally to be realised from savings on companion passes, will now be saved from elsewhere in the concessionary travel budget. If Cabinet agrees the recommendations in this report, this will support achievement of this saving.
166. There are 603 under 18s with a disabled person's pass and 339 under 18s with a companion pass. Some of these residents may require the purchasing of a season ticket to use on the bus to access school or college if, following application and assessment, they are entitled to free home to school transport.
167. The average cost to the council of providing a season ticket for eligible children is around £800 per pupil. We do not anticipate many young pass holders applying for and being eligible for free home to school transport.

LEGAL IMPLICATIONS - Concessionary bus travel

168. The two additional travel concessions consulted upon are non-statutory, offered as additions to the ENCTS. These two additional travel concessions are not universally offered across England or neighbouring authorities.
169. Any change or removal of discretionary elements paid by Surrey County Council will not impact on our statutory duty to administer the English National Concessionary Travel Scheme in the county.

EQUALITY IMPLICATIONS - Concessionary bus travel

170. If Cabinet agree the recommendations, the council will still be providing the level of service required under statute. However, as mentioned in paragraph 161, we are holding discussions with bus operators to consider introduction of a reduced or flat fare scheme across the routes they operate for both disabled and companion pass holders to mitigate negative impacts arising from these proposals.
171. There are some impacts identified in the EIA (**Annex 5a**) that are unable to be mitigated against including affecting service users' ability to access education, healthcare, work and other services; increase social isolation, particularly within more rural communities; stretch capacity of community and voluntary transport providers from increased demand; and there would be further pressures on people's personal finances and those of carers. This would potentially affect a number of older and disabled people, their families and carers.
172. In considering the equalities implications of this recommendation Cabinet is referred to the specific requirements of the Public Sector Equality duty set out in paragraphs 181 and 183 of this report.

STATEMENT OF THE EXECUTIVE DIRECTOR FOR FINANCE (S151 officer)

173. The council continues to face a significant financial challenge due to the twin pressures of rising need for its services and continuing reductions in central government funding. The council has a statutory requirement to set and deliver a balanced and sustainable budget.
174. In the context of these pressures, the financial challenge it faces and the requirement for a balanced budget, the council needs to make reductions in its service budgets, and where appropriate consult upon how it makes these changes to service delivery. This report sets out how this has been achieved.
175. These budget reductions are critical to the financial resilience and stability of the council, and there continue to be risks on their delivery. The Section 151 Officer therefore requires the progress on achieving budget reductions to be tracked and monitored closely.

LEGAL IMPLICATIONS – MONITORING OFFICER – Overall

176. The specific legal implications of the service transformation proposals requiring noting or decision are dealt with in the body of this report.
177. There are in addition overriding principles that apply to the decisions being recommended to Cabinet that must be adhered to when reaching a decision. These apply equally to each of the proposals contained in this report and are set out in paragraphs 178- 182 below.
178. Save for where there is a specific statutory requirement such as with Children’s Centres, there is a clear expectation in public law that a council should carry out a public consultation process whenever it is considering making any significant changes to service provision especially where it is proposed that a particular service is withdrawn. The proposals contained within this report were the subject of a consultation which was open from 30 October 2018 until 4 January 2019. Care was taken to ensure that the relevant material was presented in a way that could be understood by all consultees. Written material was supplemented by engagement events and surveys.
179. The outcome of those consultations has been summarised in this report and its annexes. Cabinet must give due regard to the feedback obtained from the consultation exercises and conscientiously take it into account when making their final decision.
180. In coming to a decision on these issues the Cabinet needs to take account of all relevant matters. Relevant matters in this context will include the statutory requirements, and policy considerations, the impacts of the options on service provision, impacts on the budget, any relevant risks, the responses to any consultation and the public sector equality duty. The weight to be given to each of the relevant matters is for the Cabinet to decide.
181. The Public Sector Equality Duty (section 149 Equality Act 2010) equally applies to these decisions. There is a need to have due regard to the need to advance equality of opportunity for people with protected characteristics, foster good relations between such groups and eliminate any unlawful discrimination. These matters are dealt with in the equality paragraphs of the report and the Budget EIA (**Annex 7**), supplemented by the individual EIAs which are available to be read and considered. Members will see that negative impacts have been

identified and they will need to take account of these and the mitigating actions that have been identified.

182. In addition Section 11 of the Children Act 2004 places duties on the council to ensure its functions, and any services that it contracts out to others, are discharged having regard to the need to safeguard and promote the welfare of children. This is relevant to any service that could be applicable to children and the Cabinet should give active consideration to this possibility in reaching any decisions.

EQUALITY IMPLICATIONS – Overall

183. When taking decisions on the proposals outlined in this report, Cabinet must comply with the Public Sector Equality Duty in section 149 of the Equality Act 2010 which requires them 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.

184. Having due regard means considering the need to: remove or minimise disadvantages suffered by persons who share a relevant protected characteristic; take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

185. EIAs are carried out to identify any adverse impacts that may arise as a result of the proposals for those with protected characteristics and to identify appropriate mitigations. Cabinet must read the full version of the EIAs and take their findings into consideration when determining these proposals.

186. **Annex 7** is the 2019/20 Budget Equality Impact Assessment which draws from the Equality Impact Assessments on the service areas consulted on in this report, namely Children’s Centres (**Annex 1a**), SEND (**Annex 2a**), Libraries and Culture (**Annex 3a**), Community Recycling Centres (**Annex 4a**) and Concessionary bus travel (**Annex 5a**).

WHAT HAPPENS NEXT?

187. If Cabinet approve the recommendations in this report, the Corporate Leadership Team will make preparations to start implementing these changes from the new financial year (1 April 2019) onwards.

188. Where it has been indicated that further public or staff consultation is required, planning for this will commence, with a view to carrying out these consultations in 2019.

189. We are at the start of our transformation journey. It will take more change, more improvement, greater efficiency and more shifting of our resources to ensure that the council is able to make the best contribution possible to the lives

of Surrey people. This report has focused on five service areas but we are also making improvements to other service areas, and where necessary service transformation decisions will be brought to Cabinet at a future date.

Contact Officer:

Joanna Killian, Chief Executive
020 8541 8081

Annexes referred to

Annex 1	Children's Centre Consultation Report
Annex 1a	Children's Centres Equality Impact Assessment
Annex 2	Special educational needs and disability (SEND) Consultation Report
Annex 2a	Special educational needs and disability (SEND) Equality Impact Assessment
Annex 3	Libraries and Culture Consultation Report
Annex 3a	Libraries Equality Impact Assessment
Annex 4	Shaping Surrey's MembersCommunity Recycling Centres (CRCs) Consultation Report
Annex 4a	Community Recycling Centres (CRCs) Equality Impact Assessment
Annex 4b	Waste Service Information
Annex 4c	Community Recycling Centres (CRCs) Environmental Consideration Summary
Annex 5	Concessionary Bus Travel Consultation Report
Annex 5a	Concessionary Bus Travel Equality Impact Assessment
Annex 6	2019/20 Budget and Financial Strategy 2019-24
Annex 7	2019/20 Budget Equality Impact Assessment

Sources/background papers:

A Community Vision for Surrey in 2030, Report to Council 9 October 2018

Our Surrey - report on engagement feedback on the Vision for Surrey in 2030, Annex B to Report to Council 9 October 2018

Organisation Strategy, Preliminary Financial Strategy, Transformation Programme and 'Our People' Strategy, Report to Cabinet 30 October 2018

MEL Research Report - Future of services: results from resident survey, January 2019

Children's Centres Consultation Summary Analysis January 2019

Special Educational Needs and Disabilities (SEND) Consultation Summary Analysis January 2019

Libraries and Cultural Services Consultation Summary Analysis January 2019

Community Recycling Centres Consultation Summary Analysis January 2019

Concessionary Bus Travel Consultation Summary Analysis January 2019

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SEND Strategy Consultation Analysis

January 2019

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1 Introduction

As part of Surrey County Council's ongoing transformation work, public consultations have been conducted to capture the users' voice on the principles and transformation work in each area of the council's strategy and offer. Each consultation has used a small number of open-ended questions to allow respondents to share their perceptions, attitudes and experiences in relation to the consultation.

To ensure there has been a systematic approach to the analytical work on the public consultations, a shared thematic framework has been co-designed with commissioners from different transformation project working groups. This has been done to ensure there is a collective effort to make sense of and produce a clearly defined and well synthesised qualitative analysis that is of high quality and rigour.

This paper presents the analysis from the SEND strategy consultation. Surrey residents were asked for their views on the draft SEND strategy which sets out 5 principles and 4 proposed areas of transformation to strengthen support for children and young people with special educational needs and disabilities (SEND), at a time when the amount of funding available is not keeping pace with the growing levels of need.

The consultation ran from 30 October 2018 to 4 January 2019. The survey questions can be found in section [5.5](#)

2 Consultation Summary

In summary, the consultations have followed a rigorous and robust method to analysing, interpreting and synthesising large amounts of data. Specifically, a series of analytical workshops have ensured that each consultation working group have collaborated to co-design a user-centred framework and analysis process to ensure that the user's voice is reported in a clear and digestible fashion. All data in this section is directly reported from the user and should inform evidence based discussions and decision making for the future.

The intended impact of this report is to understand the views of members of public on the SEND Strategy which aims to strengthen education for children and young people with special educational needs and disabilities (SEND). The consultation is an opportunity for members of the public to have their say on the five principles and the four proposed areas of transformation outlined in the SEND Strategy. The responses will shape the final strategy that will be published once approved by Cabinet. The responses will support Surrey County Council in understanding the impacts of the SEND Strategy. The responses will also be used to develop further activities and actions beneath the four proposed areas of transformation.

An Equalities Impact Assessment for the overall direction of change for services for children and young people with Special Educational Needs and Disabilities is being completed. The responses to this consultation will inform Surrey County Councils understanding of the impacts of change to residents in Surrey.

Key points

1. The majority of responses to question one reflect the views gathered from feedback in the past. This confirms that the issues families have told us about in the past are still relevant and confirms the need for the SEND Strategy to drive improvement of the experiences of children and young people with SEND and their families.

2. There is a split view on whether respondents agree or disagree with the five principles. Some respondents left comments advising they were unsure if the question was asking whether the principles were currently true and that they were confused by the principles being written in present tense. Therefore some of those who selected disagree or strongly disagree actually agree with the principles but do not think they are being applied currently.
3. The majority of respondents strongly agree or tend to agree that the actions under the four proposed areas will better meet the needs of children and young people with SEND and their families and will better support professionals.
4. Key points from qualitative analysis.
 - Respondents felt proposals need to be more specific in order to understand the actions and impacts.
 - Respondents felt a lack of trust in Surrey County Council following the principles and delivering the proposals.
 - There were concerns that the plans will need additional funding and worry that the current financial climate will mean cuts to services and have an adverse impact on the workforce.
 - Respondents shared negative personal experiences highlighting an immediate need for improvements.
 - Respondents described a need for better working together across education, health and social care.
 - Respondents raised concern about disparate of support and services dependant on areas and type of need.
 - Respondents raised the importance that the SEND Strategy addresses the wide range of different needs of children and young people with SEND and the different approaches and levels of support needed.

3 Quantitative analysis

1133 people responded to the consultation

637 (56%) of respondents are a parent/carer of a child or young person with SEND

21 (2%) respondents are young people with SEND

837 (74%) of respondents are female

4% of respondents identify as from black and minority ethnic (BME) groups.

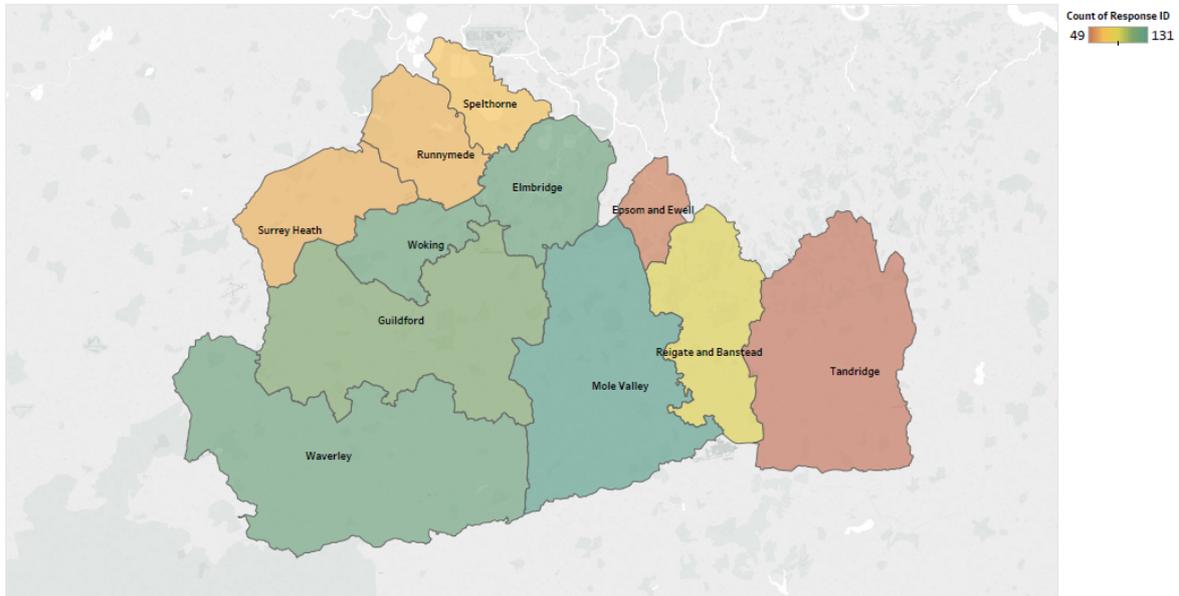
Geographical split

Borough	Number of responses
Elmbridge	121
Epsom and Ewell	52
Guildford	111
Mole Valley	131
Reigate and Banstead	88
Runnymede	66

Borough	Number of responses
Runnymede	66
Spelthorne	70
Surrey Heath	65
Tandridge	49
Waverley	121

The images and graphs in this section are based on responses by borough so only include 994 responses as they do not include postcodes outside of Surrey or responses with no postcode. The graphs allow us to show any difference between the 11 boroughs. However the percentages and data quoted in this section and throughout the document include all responses which accounts for any difference between the figures in the images and those quoted in the text. Graphs showing all responses can be found in the embedded document in section [5.4](#)

Spread of SEND Consultation in Surrey by Borough- Total Responses- 994

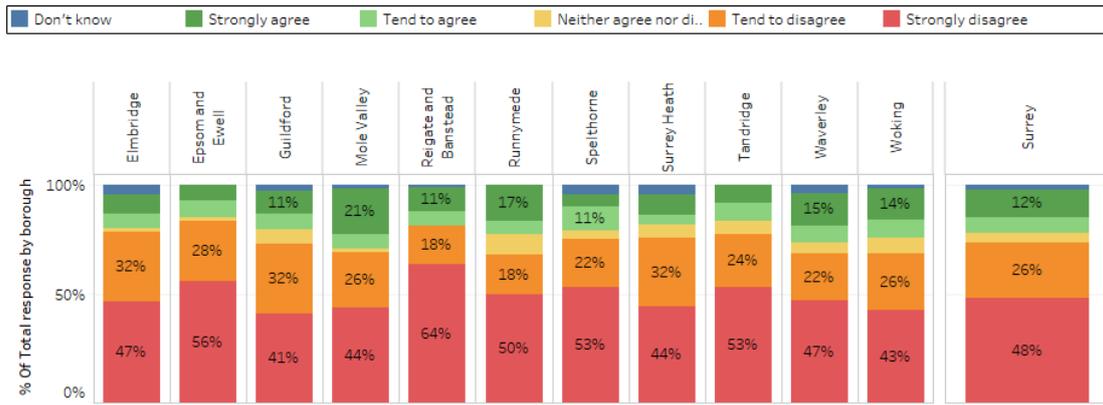


Question 1

Question 1 asks respondents if they agree with 5 statements based on feedback Surrey County Council has received from families in the past. The responses confirm that the majority of respondents views reflect what families have told us in the past (62% - 87%) across the five statements.

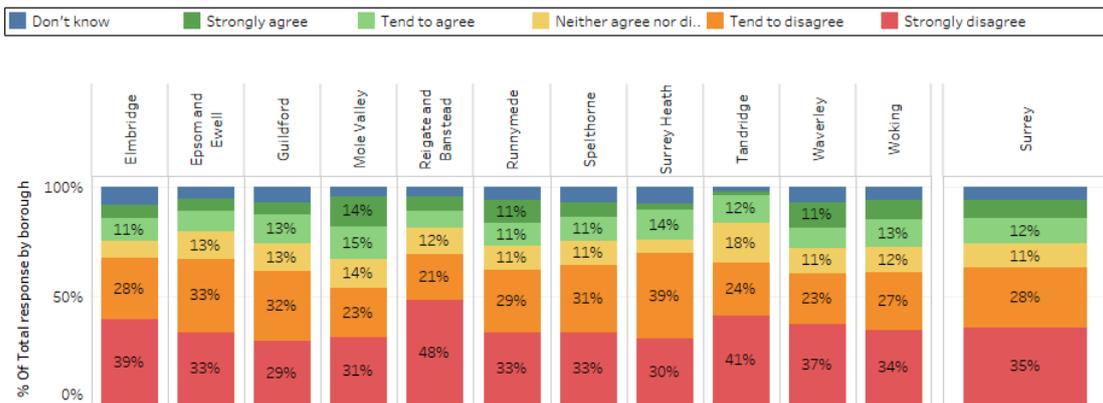
This confirms that the issues that the SEND Strategy is aiming to address based on previous feedback are still relevant for responders to this consultation. Therefore it is important to ensure the SEND transformation continues to make improvements so that the experiences of children and young people with SEND and their families improves.

Children, young people and families are able to get help early before situations get worse and to know what is on offer.



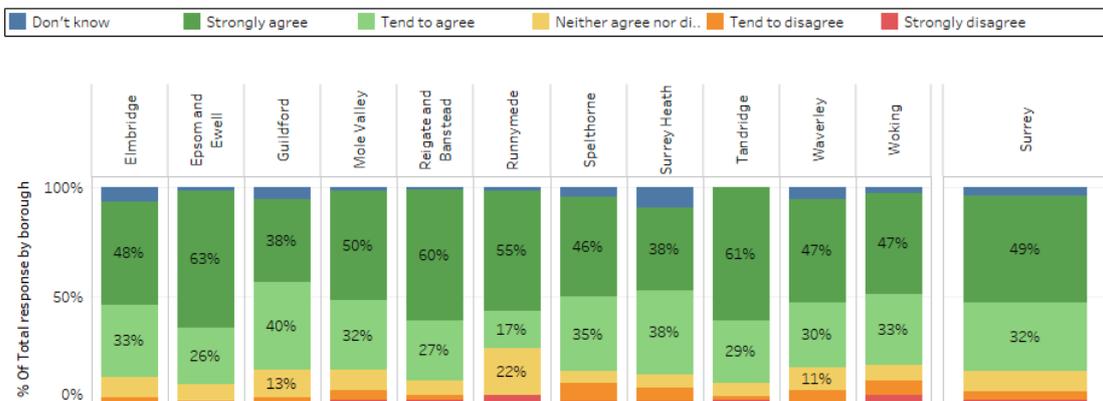
73% of respondents strongly disagree or tend to disagree which reflects the views previously shared by families that it is difficult to access support early and understand what is on offer.

Children, young people and families are contacted when things are going well, not just when there's a problem.



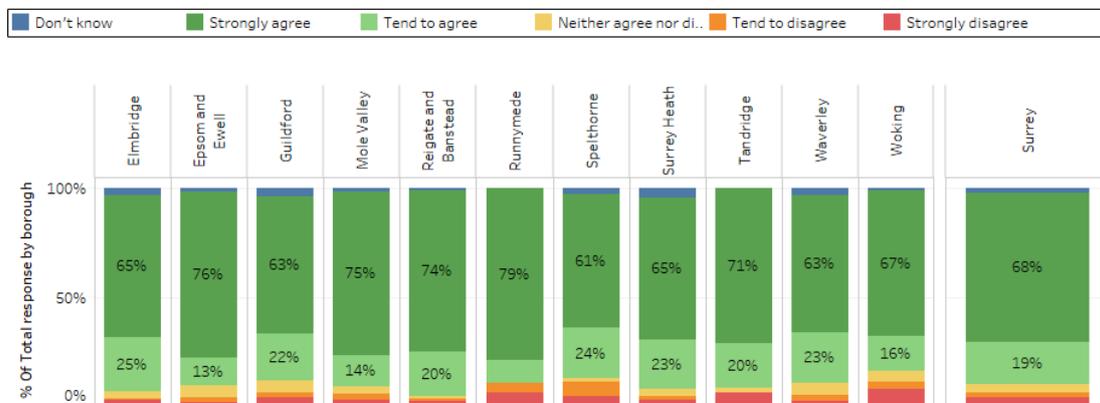
62% of respondents strongly disagree or tend to disagree which reflects the views previously shared that families feel they are only contacted when there is a problem.

There is not enough support or provision for lower level needs and thresholds are too high.



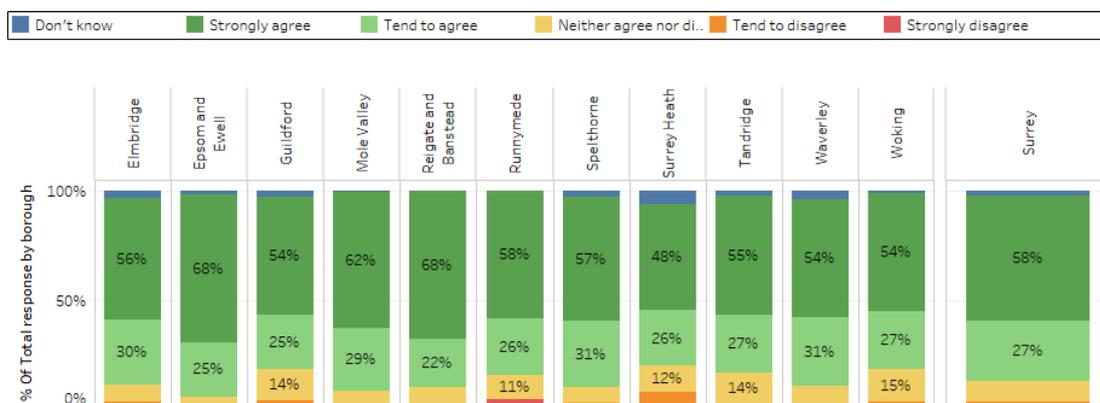
84% of respondents strongly agree or tend to agree that there is not enough support or provision for lower level needs and thresholds are too high.

Families have to wait a long time to access services, which can lead to a lack of trust.



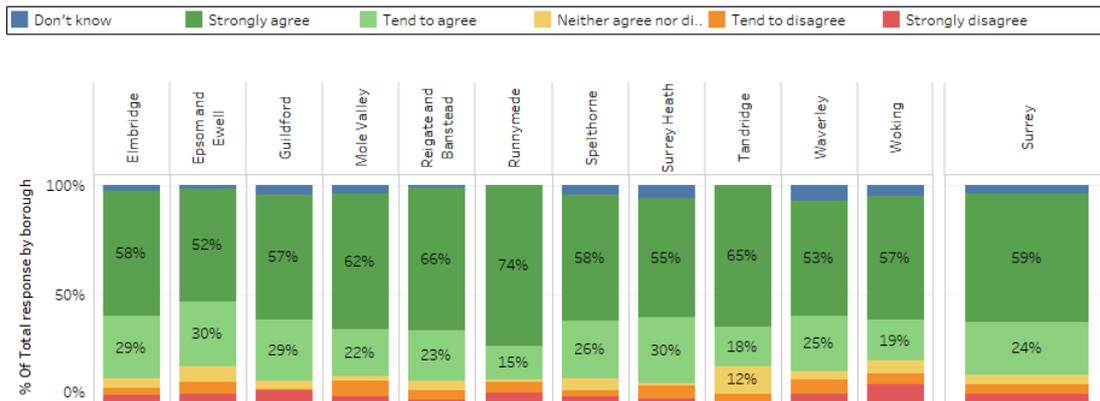
87% of respondents strongly agree or tend to agree that Families have to wait a long time to access services, which can lead to a lack of trust.

Families want to be engaged in the design and management of services that their children receive.



84% of respondents strongly agree or tend to agree that families want to be engaged in the design and management of services that their children receive.

Families don't feel they have a choice of provision and haven't had a clear explanation about why decisions have been made.

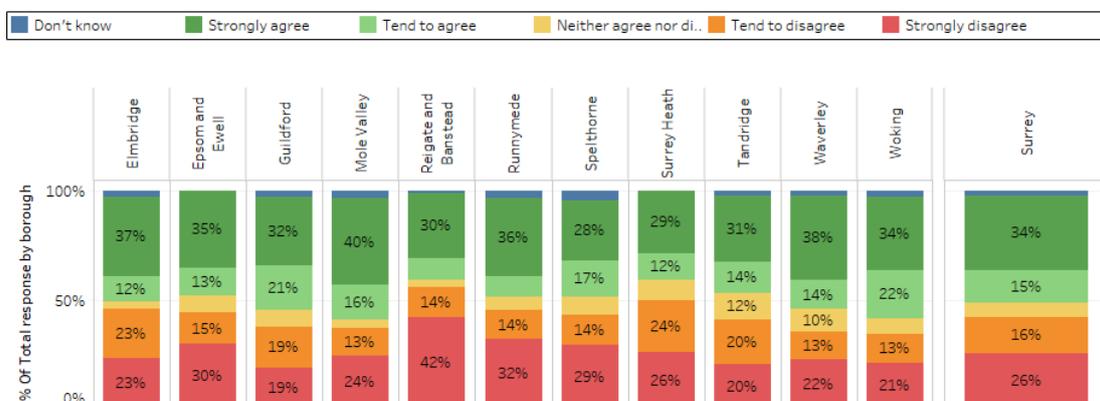


80% of respondents strongly agree or tend to agree that families don't feel they have a choice of provision and haven't had a clear explanation about why decisions have been made

Question 2

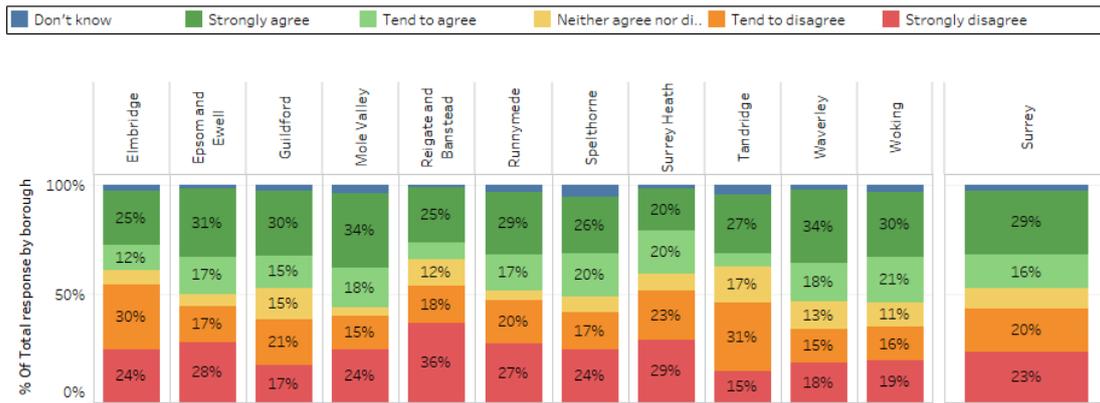
Question 2 asks respondents if they agree with the 5 principles in the SEND strategy. The responses are mixed with a close split between those who agree and disagree. Some respondents left comments that they found this question confusing as the principles are written in present tense they thought the question was asking if Surrey is currently adhering to these principles.

Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing.



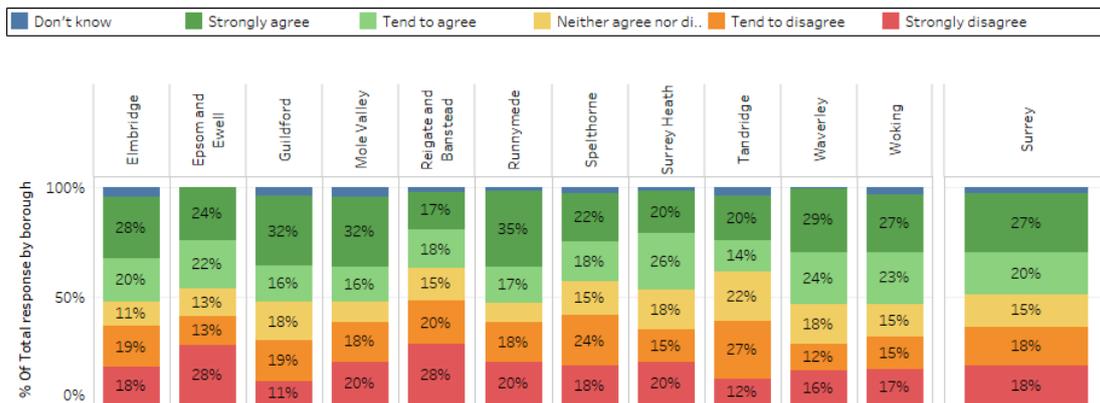
49% strongly agree or tend to agree and 41% strongly disagree or tend to disagree.

There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions



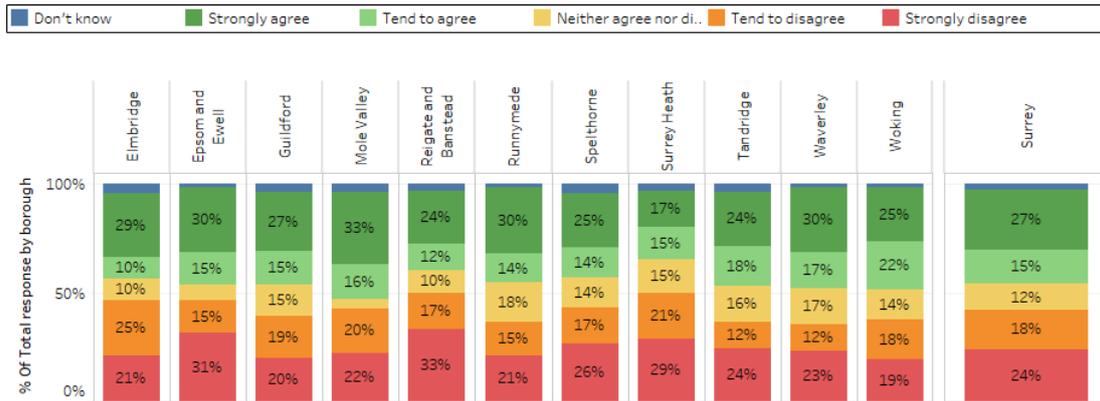
44% strongly agree or tend to agree and 43% strongly disagree or tend to disagree.

Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.



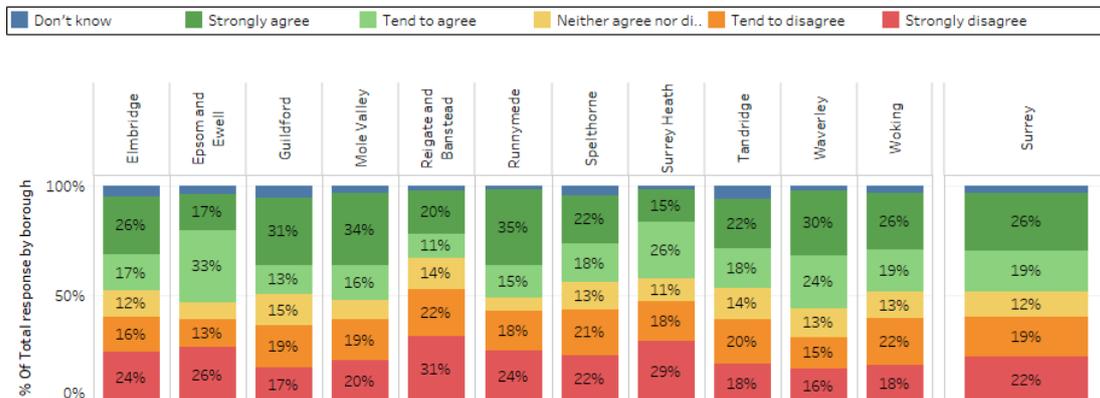
46% strongly agree or tend to agree and 35% strongly disagree or tend to disagree. This may reflect confusion in the question

The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.



42% strongly agree or tend to agree and 41% strongly disagree or tend to disagree.

Surrey's early years settings, schools, colleges and other providers are able to support children to live, learn and grow up locally and achieve their full potential.



44% strongly agree or tend to agree and 39% strongly disagree or tend to disagree.

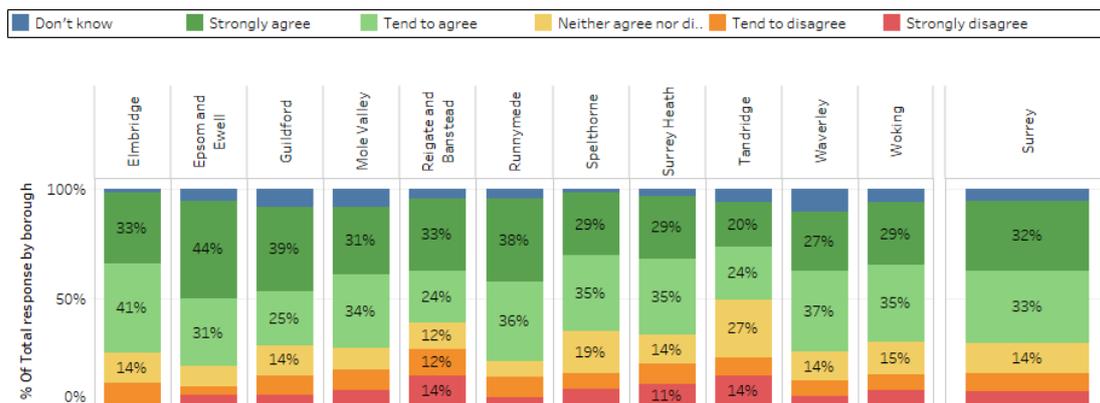
Questions 3, 4, 5 and 6

Questions 3, 4, 5 and 6 ask respondents whether the 4 proposed areas of transformation better meet the needs of children and young people with SEND and their families and will better support professionals. The majority of respondents (54% to 63%) strongly agree or tend to agree across the four proposals. However across all four questions 20% - 27% neither agree or disagree or didn't know which reflects some of the comments stating that responders would like more information about the proposals before they can give a view on the impacts.

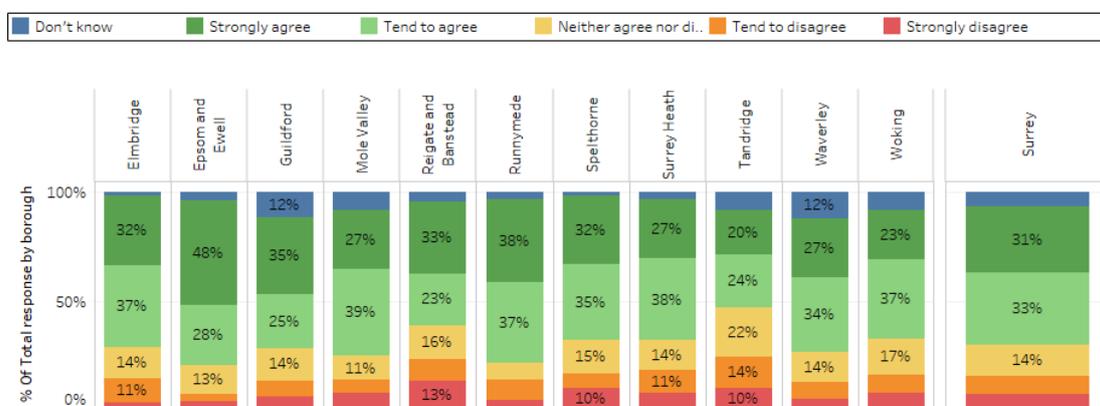
In early years settings, schools and colleges, we will ensure children and young people with additional needs are identified earlier and receive the assessment and support they need when they need it.

The responses to **question 3** show the majority of responders strongly agree or tend to agree that the proposals for early identification and support will better meet the needs of children and young people with SEND (63%) and their families (62%) and will better support professionals (57%)

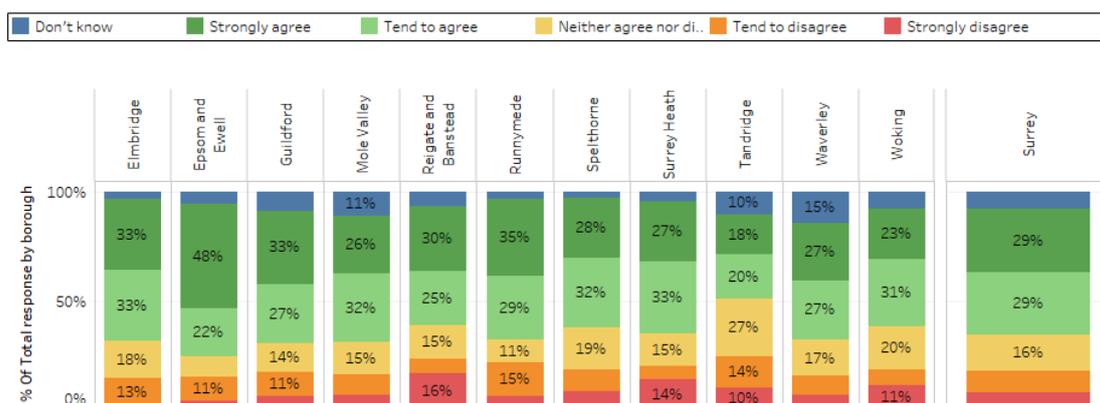
3a - The proposals will better meet the needs of children and young people with SEND



3b - The proposals will better meet the needs of families who have children with SEND



3c - The proposals will better support professionals working with children and young people with SEND and their families.

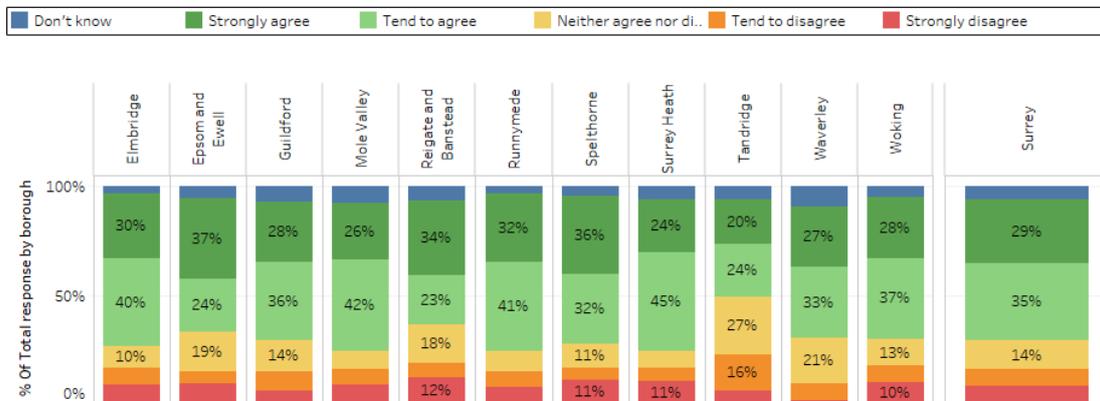


We will provide more local provision to enable children and young people with SEND to achieve their full potential and be part of their local community.

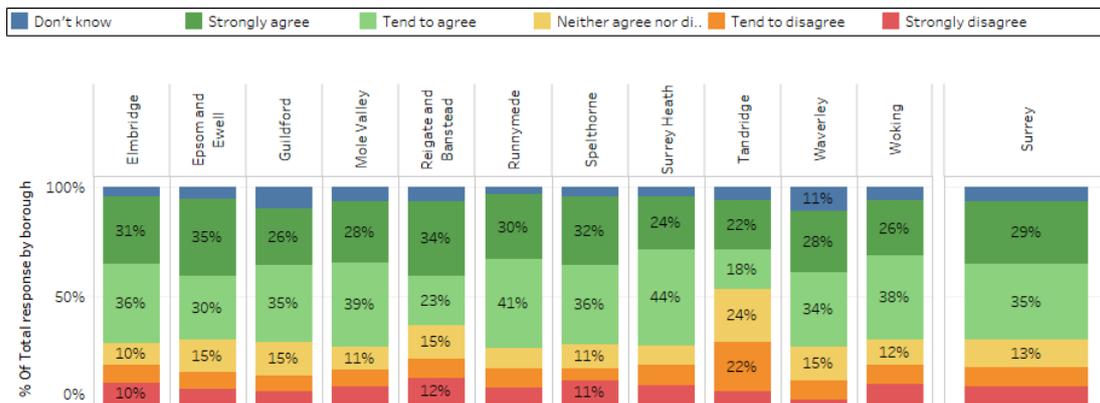
The responses to **question 4** show the majority of responders strongly agree or tend to agree that the proposals for developing local services and managing the market will better meet the needs of

children and young people with SEND (63%) and their families (62%) and will better support professionals (55%)

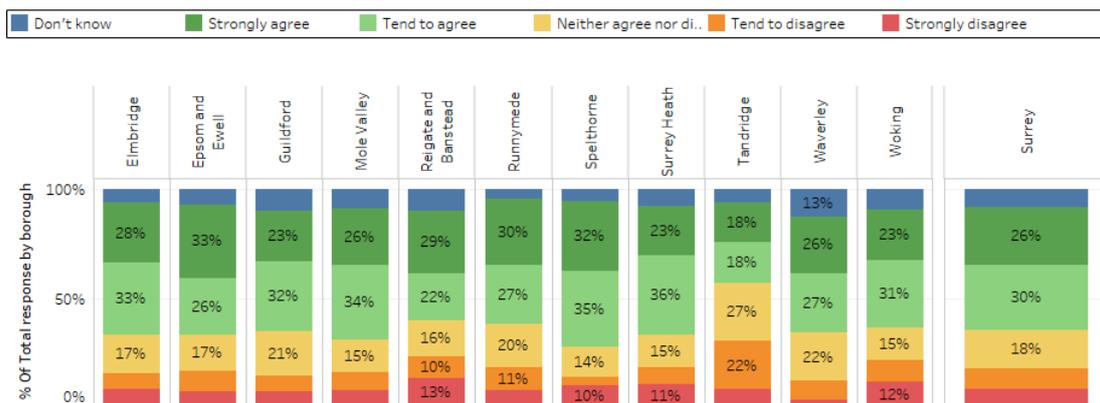
4a - The proposals will better meet the needs of children and young people with SEND



4b - The proposals will better meet the needs of families who have children with SEND



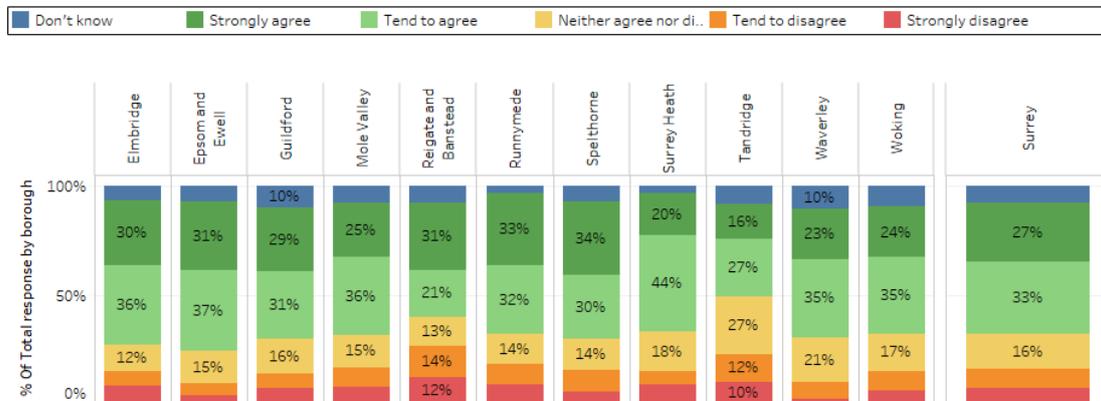
4c - The proposals will better support professionals working with children and young people with SEND and their families.



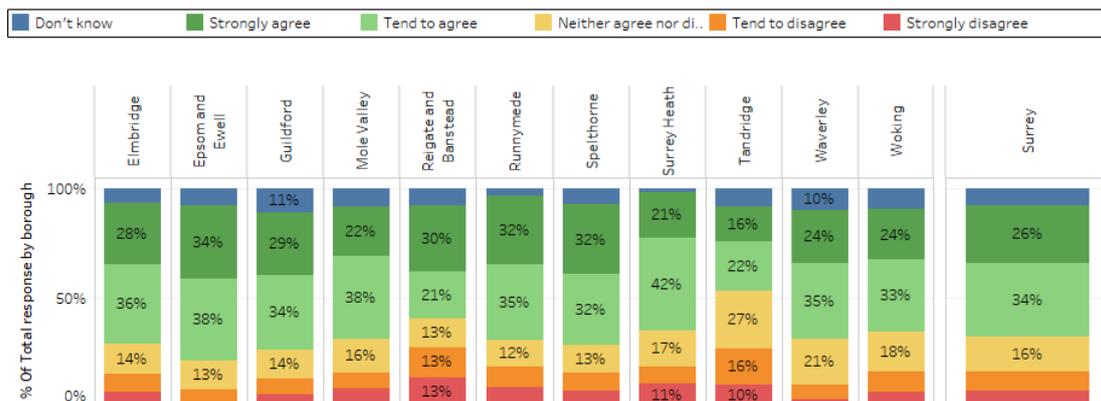
Working with partners in health, care and education to ensure educational provision is effective, of a high quality and delivers the best educational outcomes for children and young people with SEND.

The responses to **question 5** show the majority of responders strongly agree or tend to agree that the proposals for partnership working will better meet the needs of children and young people with SEND (58%) and their families (58%) and will better support professionals (54%)

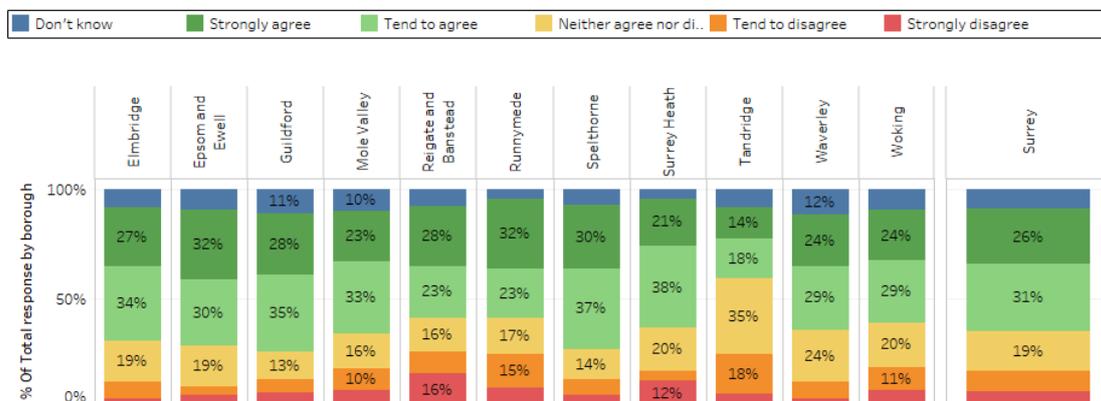
5a - The proposals will better meet the needs of children and young people with SEND



5b - The proposals will better meet the needs of families who have children with SEND



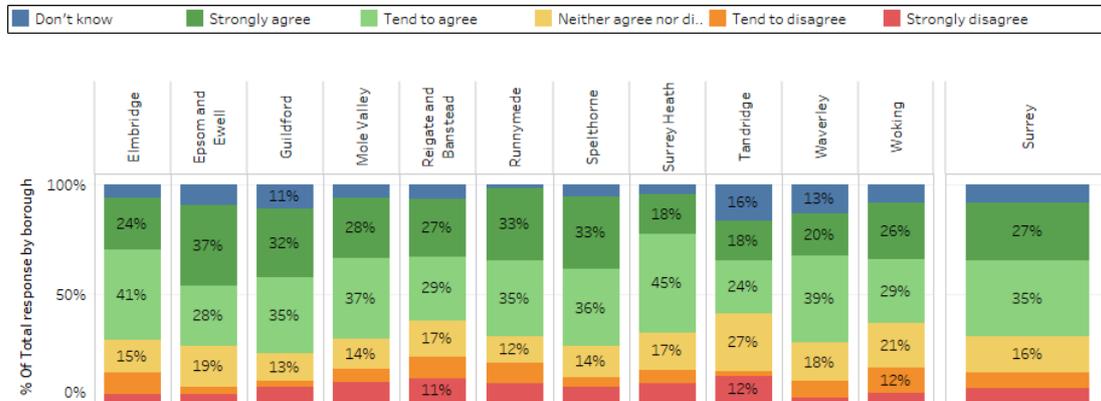
5c - The proposals will better support professionals working with children and young people with SEND and their families.



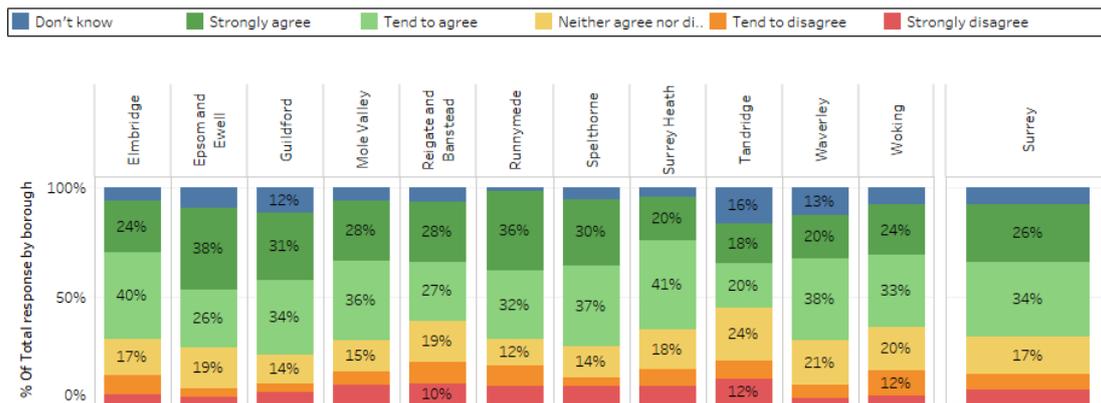
Improve the quality of our practice with partners to provide a better experience for children and young people with SEND and their families.

The responses to **question 6** show the majority responders strongly agree or tend to agree that the proposals for improving policy and practice will better meet the needs of children and young people with SEND (60%) and their families (59%) and will better support professionals (55%)

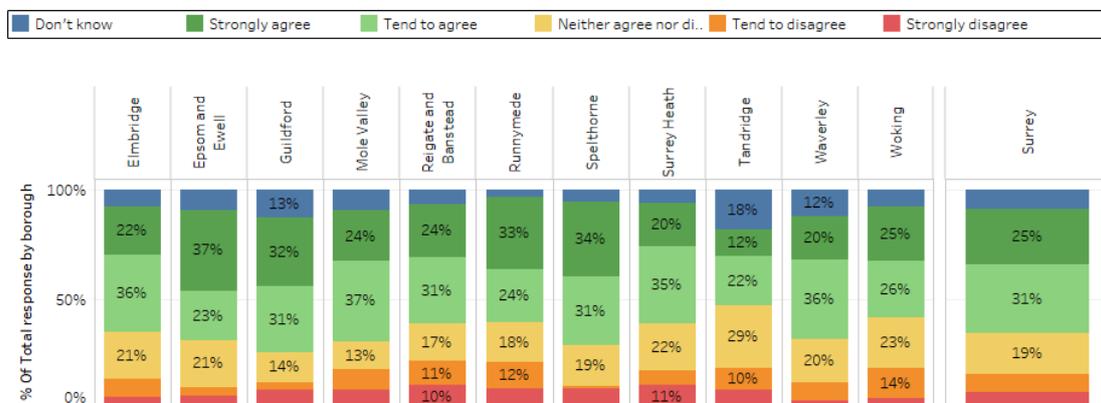
6a - The proposals will better meet the needs of children and young people with SEND



6b - The proposals will better meet the needs of families who have children with SEND



6c - The proposals will better support professionals working with children and young people with SEND and their families.



4 Qualitative analysis

The qualitative framework is made up of 5 core areas shared across the consultations. These include “strengthening communities”, “resource constraints”, “working together”, “perceptions of the organisation” and “innovation”. Respondents had the opportunity to add comments after question 1, 2, 3, 4, 5 and 6 and they were given another option to leave further comments at the end of the survey in question 17. Comments left in reply to free-text questions were tagged drawing on 68 possible tags, which were grouped into the core thematic areas. Each response could have more than one tag attached. The overall frequency of each of the tags provides an indicator of residents’ main concerns regarding the SEND strategy.

4.1 Strengthening communities

This theme is to do with community resilience and tags data that are noted to being enablers and barriers for strengthening communities.

These comments include response ranges from the following sub themes and tags in the table below. The numbers highlighted in yellow show tags that fall into the top 5 most prevalent for a question.

Strengthening Communities		Number of responses by question						
Sub theme	Tag	Q1	Q2	Q3	Q4	Q5	Q6	Q17
Accessibility	Accessibility barriers - distance	8	18	1	42	1	2	20
	Accessibility barriers - other	28	21	7	8	3	2	11
	Accessibility barriers - out of school activities	3	1	0	9	1	0	1
	Admissions process	14	3	1	1	0	0	6
	Thresholds too high	19	6	3	3	3	0	4
	Transport	5	2	0	4	0	0	2
Delays	Delays - waiting for crisis	20	6	4	0	2	2	4
	Delays accessing services	78	27	11	4	14	5	15
	Delays accessing therapies	11	10	9	1	6	0	2
	Delays in identification of need	30	12	7	0	1	0	6
	Delays other	22	8	9	4	2	0	6
Insufficient support and provision	Insufficient local opportunities	6	18	4	30	2	1	4
	Insufficient opportunities autism	19	7	4	7	3	1	6
	Insufficient specialist provision	32	43	10	42	8	3	20
	Insufficient support other	59	44	22	15	7	7	28
	Insufficient therapy provision	17	10	11	6	8	3	6
	Mainstream not meeting needs	50	57	24	36	10	3	24
	Difficulties with CAMHS	21	7	6	0	15	1	4
Cur ren	Negative impact on child	78	44	24	18	13	7	47
	Negative impact on family	51	20	13	11	9	4	27

t exper ience	Personal experience negative	113	62	42	21	21	12	65
	Negative emotional talk	66	36	15	13	11	8	57
	Personal experience positive	10	7	5	4	1	1	10
	Positive emotional talk	0	1	2	1	1	0	5
Other	Other enablers to strengthening communities	12	30	14	24	11	14	28
	Other barriers to strengthening communities	27	28	11	9	6	3	16

Accessibility

In this sub-theme respondents talked about difficulties in accessing support and services sometimes due to distance. “Accessibility barriers – distance” was in the top 5 most prevalent tags for question 4 (4% of total respondents) which asks for views on the impacts of the proposed area of transformation, developing local services and managing the market. Some responders stated that the best provision for their child was currently a long way from home and they would welcome improved provision closer to home. Responders shared the negative impacts of travelling long distances but also noted that if the local provision did not meet their child’s need they would rather travel to ensure the right placement.

“Keeping things local to avoid young children & families having to travel seems sensible.”

Some respondents discussed difficulties they had with the admissions process for SEND and short notice to make decisions on best placement and questioned why it felt like a harder process for children and young people with SEND. Transport was also mentioned as a barrier to accessing services. Some respondents also felt that current thresholds for an EHCP and for accessing some services is currently too high and that this prevented children and young people with SEND accessing support.

“It is already difficult to get an EHCP and even more difficult to get the right provision for the child included in the plan.”

“The local mainstreams I looked at for my son when I mentioned his additional needs told me they will not have them in their school. 3 schools told me this.”

Some respondents also mentioned barriers for specific needs. Others mentioned disparity of services across ages and ranges of need.

Delays

Some respondents commented on the impacts of delays in the current system. “Delays accessing services” was in the top 5 most prevalent tags for question 1 (7% of total respondents) which asks for views in comparison to previous feedback from parents.

“Long waiting times cause frustration and escalation of need.”

Some respondents felt that there was no offer of support until the need was high and this has led to schools and families feeling that they are not supported until there is a crisis.

“Children are often left to get on with it for far too long in ordinary school settings leading to exclusions far too often”

“Families have to go into crises to get help”

Some respondents see the SEND strategy as an opportunity to reduce delays in the future particularly by identifying need early and having access to interventions early. However some respondents felt that early identification does not always lead to accessing support and services or questioned how delays could be reduced.

“Sounds great but how are you going to do this? Currently referrals take too long and the child’s needs change before intervention happens!”

Insufficient support and provision

“Insufficient Specialist Provision” was in the top 5 most prevalent tags for question 4 (4% of total respondents) which asks for views on the impacts of the proposed area of transformation, developing local services and managing the market. Responders felt that there needed to be more specialist provision and that it should be easier for children and young people to access that provision. Some respondents gave examples of difficulties in accessing support locally and welcomed more local provision and some respondents gave positive feedback about the current special schools in Surrey. Some respondents favoured specialist places over mainstream particularly in secondary schools due to smaller classes and teachers with specialist knowledge and access to specific resources. Some parents mentioned feeling rejected or turned away by mainstream schools. Some felt that there needed to be a cultural change with added support and training in the mainstream sector in order for things to change. A small number of respondents gave examples of placements in mainstream breaking down and children and young people missing out on education for periods of time.

“More special needs schools are needed in county so that children do not have to live away from home”

“Mainstream schools need to be more inclusive. Teachers need to have better and more thorough SEN training.”

More understanding and support for children and young people with autism was a running theme through the comments and some respondents mentioned specific gaps in understanding and support for girls with ADHD and autism.

Current experiences and impacts

Negative experiences

Respondents describing the current SEND system had often experienced negative experiences. “Personal experience negative” was the most prevalent tag for question 1 (10% of total respondents) and in the top 5 most prevalent tags for question 2 (5% of total responses) and question 17 (6% of total respondents). Respondents were not disagreeing with the proposals in the SEND strategy but were sharing their negative experiences to request these parts of the system improve or highlight barriers to achieving the principles. Respondents shared experiences of feeling let down by Surrey County Council or feeling that they had to “fight” to access services. Some parents felt that the pressure was on them to seek out support and felt there would be disparity for families who were less capable.

“Negative impact on the child” was in the top 5 most prevalent tags for question 1 (7% of total respondents) which asks for views in comparison to previous feedback from parents. Parents left comments about the impacts of delay in accessing support have had on their child. Some

respondents shared negative impacts of waiting for an appropriate placement and missing out on education.

“My child is suffering educationally but more importantly mentally because of the poor or lack of services for SEND children in Surrey.”

Some respondents used emotive language to describe their experience such as “stress”, “fight”, “battle” “scared” and “frustrating”

Positive experiences

Some respondents shared positive experiences of the current SEND system and services that they value and wish to continue such as support in early years and portage, individual special schools and outreach, individual mainstream schools and colleges.

“I am so appreciate of the Surrey County Council and their support throughout my daughter's early years and now into school years.”

“For some families (including ours) SEND provision is currently working well. And, where that is the case, these plans need to avoid unnecessary disruption. Some reassurance that the council aspires to do so would be appreciated.”

Other enablers and barriers

Some respondents described other enablers and barriers to strengthening communities such as supporting siblings and families of children and young people with SEND. Also to understand the wide range of needs and therefore different approaches needed for children and young people with SEND.

4.2 Resources constraints

This theme concerns respondents who have written about the different kinds of constraints in providing and/or receiving a service, with a focus on workforce and funding.

These comments include response ranges from the following sub themes and tags in the table below. The numbers highlighted in yellow show tags that fall into the top 5 most prevalent for a question.

Resource Constraints		Number of responses by question						
Sub theme	Tag	Q1	Q2	Q3	Q4	Q5	Q6	Q17
Financial constraints	Lack of funding	74	106	88	57	38	36	79
	Focus on finance not on need	18	11	5	9	9	5	14
Workforce	Staff recruitment	6	5	20	9	6	5	5
	Staff retention	16	13	15	11	8	8	11
Other	Resources – other barriers	36	47	32	31	20	16	20
	Resources – other enablers	9	10	27	23	9	9	7

Financial constraints

Lack of funding was a running theme through the qualitative responses and was in the top five tags for 5 out of 7 qualitative questions and sixth most prevalent tag for the other two questions. When

looking at the percentage of tags out of all respondents 7% of respondents left a comment to question one that was tagged as lack of funding; 9% to question two; 8% to question 3, 3% to question 6 and 7% to question 17. Comments included concern about funding in the current system as well as questioning how the SEND Strategy would be implemented alongside financial constraints, either worrying that the proposals wouldn't happen due to lack of funding or that the SEND strategy would lead to cuts in services.

Lack of funding in the current system

Some responses tagged as "lack of funding" talked about how services are currently underfunded across early years settings, mainstream settings and special schools. For example some responders felt that mainstream schools struggle to fund support for children with SEND and the EHCP is seen as a route to funding. Some responders felt that schools needed to apply for EHCPs in order to gain funds and a small number of responders felt schools could only manage applications for a certain number of EHCPs each term. Some responders felt that special schools are underfunded and that Surrey County Council needs more special schools.

"Until an EHCP is issued schools are not funded to supply the support which is so clearly needed."

"More funding needs to be given to schools to help. More special needs schools should be built in borough. Trying to integrate more into mainstream when they can't keep up is putting too much pressure on already struggling teachers."

"Services for send have already been cut so severely in this last year especially, families with younger children coming through the system are being offered no help and support"

Some responders felt that lack of funding in the current system means that parents are currently paying privately for assessments, services and equipment which puts financial pressure on families and puts families on lower income at a disadvantage

Lack of funding to implement the SEND Strategy

Some responses tagged as "lack of funding" talked about concerns that the SEND Strategy would only be possible with increased funding or felt that the proposals would not happen due to lack of funding. There were also responses from people worried that the SEND Strategy would result in cuts to services.

"The changes in approach proposed in this consultation all sound well and good but how on Earth can the council deliver on them having announced £20 million cuts to the schools and SEND budget in February 2018"

"Every section of support is underfunded, with the planned cuts I can't see how any changes other than extra funding is going to improve the provisions offered to families."

"more cuts to SEN will not solve the issue of caring for the vulnerable children and adults"

Focus on finance over need

Some respondents felt that Surrey County Council is focusing on saving money and putting this priority over meeting individual needs of children and young people with SEND. There were comments concerned that this creates bigger problems in the future. The majority of these comments were about the current system and respondents queried how will the SEND Strategy change this. A small number of people felt that the proposals in the SEND strategy were focused on saving money over supporting children and young people.

“The system is chaotic and confusing. It is designed to limit the immediate cost to services rather than dealing effectively with the problem.”

“It seems that saving money takes priority over helping children.”

“The focus on early intervention and reducing the number of EHCPs seem to be all about cost cutting and nothing to do with concern for our children”

Workforce

Some respondents raised issues in recruiting and retaining staff. There were concerns that there are problems with the current system with difficulty accessing education psychologists, speech and language therapists and occupational therapists. Also mention of short staffing in SEND casework teams, schools and health services. There were also concerns that more staff would be needed to fulfil the SEND strategy and questions of how this would be possible.

“Staffing structures in children’s services have been so thin that children have received inadequate care. Hospitals, CAMHS, schools are all over stretched and cannot provide the adequate care for the children currently needing support.”

“Where will the additional Educational Psychologists, SALT and OT professionals suddenly come from? Why has this not been delivered before?”

“The high turnover of caseworkers needs to be significantly improved”

Other enablers

Some responders made suggestions for using resource in a better way or saving money. Some people mentioned tribunals and raised the opportunity of preventing wasted resource if tribunals could be prevented. People generally agreed with early identification and intervention and suggested investing early could reduce need further along. Some also agreed that bringing provision closer to home would save money in the long term as well as meeting the child’s needs.

“Lack of identification of SEND puts pressures on schools, which also receive limited funding, so these plans sound positive.”

Other barriers

Some responders mentioned other barriers to using resources efficiently. Some people mentioned long processes and paperwork being a barrier. Responders also mentioned disparity between areas in Surrey and that resource needed to meet need across all areas. A few respondents mentioned the pressure on the voluntary sector.

“The whole process for applying for an EHCP is so stressful. Juggling work, forms, trying to gather info. Resources are not brilliant.”

“if the partners are charities they are hard pressed already”

4.3 Working together

The theme of “working together” is to do with respondents commenting on how Surrey County Council works and communicates with our partners, agencies, users and others (e.g. volunteers). This theme was identified to capture the culture in which Surrey County Council works with different partners and agencies, and to understand what users have offered feedback on.

These comments include response ranges from the following sub themes tags in the table below. The numbers highlighted in yellow show tags that fall into the top 5 most prevalent for a question.

Working Together		Number of responses by question						
Sub theme	Tag	Q1	Q2	Q3	Q4	Q5	Q6	Q17
Working with families	Insufficient comms and info to families	78	28	17	9	16	12	34
	Insufficient user participation	34	23	8	7	8	2	18
	Poor communication between practitioners	10	5	5	0	20	2	6
Health services	Diagnosis	45	22	12	4	2	3	11
	Health services - barriers	10	4	4	1	17	1	4
	Health services – enablers	0	2	0	0	1	0	0
Working in partnership across education, health and care	Insufficient accountability	17	6	5	1	7	3	5
	Insufficient partnership work	40	20	20	6	63	24	17
	Staff in schools need support	13	20	12	5	6	2	7
	Staff need better knowledge	30	37	37	13	7	7	24
	Training and development	27	47	62	25	18	16	24
	EHCP	59	32	21	5	28	6	31
Other	Other barriers to working together	13	8	4	1	12	7	4
	Other enablers to working together	13	4	22	9	25	15	13

Working with families

“Insufficient communication and information to families” was the most prevalent tag for question 1 (7% of total respondents) which asks for views in comparison to previous feedback from parents. Respondents commented on needing more information to make informed choices, some respondents also commented that it was difficult to get hold of the right professional and they didn’t feel supported through the process.

Some respondents felt that children and young people and parents aren’t listened to through the process and do not feel informed or involved enough. Some parents described having to seek out information themselves and felt they had to manage the process themselves and “fight” or “battle” to get support.

“Three and a half years of stress and fighting because every person I came across did not want to have the responsibility put onto them. No one spoke to each other.”

A few respondents mentioned that there was poor communication between practitioners and this impacts families by putting pressure on them to repeat their story or follow up with individual agencies to reduce delay.

“Communication between the SEND teams and schools/health/social care needs to be much better.”

Health services

Some respondents described difficulties or delays in getting a diagnosis. There were also comments advising that parents were paying for diagnosis themselves in order to access services. However some responders felt that once they had a diagnosis it did not necessarily lead to easy access to the right support.

Some respondents mentioned other barriers in accessing health services such as long waiting lists for therapies and CAMHS; worries about medication; difficulties in accessing GPs and health visitors and level of advice/referral offered.

“access to NHS services have also been difficult with long waiting lists or reduced service offers e.g. Paediatrics, SALT, OT.”

Working in partnership across education, health and care

“Insufficient partnership work was in the top 5 tags for question 5 (6% of total respondents) which asks about the proposed area of transformation, partnership working. Some respondents felt that practitioners needed to work better across agencies to support families.

Some respondents discussed the need for better partnership working throughout the EHCP process and some parents felt that they had to co-ordinate between different practitioners and that they would like one accountable person to take the lead.

“I believe a fundamental culture change is needed from all those involved in the EHCP process, along with a far better understanding of the purpose and function of the document. If done well, the EHCP would be an incredibly useful and enabling tool for everyone involved.”

Some respondents commented that staff across services for SEND need better knowledge and “Training and Development” was in the top 5 most prevalent tags for question 3 (5% of total respondents) which asks about proposed area of transformation, early identification and support.

“The professionals need the correct training and experience in order to help deliver the strategy”

Some respondents felt that staff in schools sometimes felt that they are on their own in supporting children and young people with SEND and would like support and additional resource in schools to support children and young people with SEND.

Other enablers and barriers to working together

Some responders mentioned enablers to working together such as positive experience of Team around the Family (TAF) meetings; suggestions to listen to families; cultural change in how all partners work together and with families

Some responders mentioned current barriers to working together such as schools, the local authority (education and social care) and health not always giving the same messages to families. Also that there are currently different levels of service depending which school the child or young person attends or area they live in.

4.4 Perceptions of the organisation

The theme of perceptions was highlighted as there have been a number of respondents who have shared specific feedback on their thoughts about Surrey County Council as a whole system (or the local authority) and the consultations.

These comments include response ranges from the following sub themes and tags in the table below.

Perceptions of the organisation		Number of responses by question						
Sub theme	Tag	Q1	Q2	Q3	Q4	Q5	Q6	Q17
Lack of trust		80	117	135	120	79	71	90
Poor Survey		25	43	12	17	14	24	34
Principles not currently true		4	80	17	12	18	10	5
Proposal needs to be more specific		21	52	88	90	76	79	36
Proposals - against		0	6	7	12	6	6	2
Agree with Strategy	Early Intervention good	16	13	18	3	2	1	13
	Principles – agree with	7	104	18	8	5	6	10
	Proposals - for	4	5	61	56	41	27	20

Lack of trust

“Lack of trust” was a running theme through the responses and was in the top two tags for all 7 qualitative questions. It was the top tag for question 2 principles (10% of total respondents); question 3 early support and identification (12% of total respondents); question 4 developing local services and managing the market (11% of total respondents) and question 5 partnership working (7% of total respondents) and question 17 other comments (8% of total respondents). It was the second most prevalent tag for question 1, previous feedback (7% of total respondents) and question 6 improving policy and practice (7% of total respondents).

Some respondents described negative experiences of the current system and lacked trust in Surrey County Council based on those experiences.

“Not holding my breath for any changes. My son has been badly let down as have thousands of other SEND children. It's too little, too late for most of them.”

Some respondents lacked trust that the principles in the strategy would be followed and were not convinced that the proposed areas of transformation would be delivered.

“Proposals are indeed one thing, carrying them out quite another.”

Survey quality

Some respondents commented on the quality of the survey particularly for question 2 which asks about the 5 principles. 43 respondents commented that the wording of the question was unclear and they were unsure if they were being asked if they agreed with the principles or if they felt they are already being adhered to. Some respondents felt the fact that the principles are written in present tense is confusing. This is significant as some respondents may have misinterpreted the question and not commented which could account for the split views to question 2.

“I'm not sure I understand the principles....they are written in the present tense, so am I supposed to answer about whether this is happening now, or whether this should be happening going forward?”

The five principles are not currently being adhered to

“Principles not currently true” was in the top 5 most prevalent tag for question 2 (7% of total respondents) which asks about the 5 principles. This follows on from respondents comments that the principles being written in present tense was confusing. Some respondents also questioned why Surrey County Council had not managed to follow the principles currently.

“I agree with these principles, although I haven't seen evidence of them yet.”

Proposals need to be more specific

“Proposals need to be more specific” was in the top 5 most prevalent tags for all 4 questions which ask about the four proposed areas of transformation. Question 3 early identification and support (8% of total respondents); question 4 developing local services and managing the market (8% of total respondents); question 5 partnership working (7% of total respondents) and question 6 improving policy and practice (7% of total respondents). Some respondents felt that they needed more information to understand the specific actions and changes to the SEND system. Respondents also question the delivery of the strategy and wanted to know how the principles would be achieved. Some respondents felt that because the strategy only gives high level detail people felt they could be manipulated to agree with the principles and proposals without understanding the specific actions and impacts.

“In principle these are the right proposals but there is not enough detail to know how substantial the offer is in each case.”

Rejecting proposal

Whilst the qualitative responses showed distrust in delivery and a need for more information about the proposals there were only a small number of respondents who shared that they were against some of the proposals in the SEND Strategy (1% or less of total respondents for each question). Some examples were concern that the needs of children with the most complex needs or those who have already missed out on early intervention are missing from the Strategy; that prevention would not benefit all children and young people with SEND and that local provision is not always the best provision. Some of the negative impacts raised are noted in the table in section [5.3](#).

Accepting proposal

“Proposals – for” was in the top 5 most prevalent tags for all 4 questions which ask about the four proposed areas of transformation. Question 3 early identification and support (8% of total respondents); question 4 developing local services and managing the market (8% of total respondents); question 5 partnership working (7% of total respondents) and question 6 improving policy and practice (7% of total respondents). “Principles – agree with” was in the top 5 most prevalent tags for question 2 (9% of total respondents). Respondents who left comments were generally in agreement with the 5 principles and 4 proposed areas of transformation although positive comments were often followed up with worries that the proposals wouldn't be delivered and also questions of how the proposals would be delivered and what the impacts would be.

“I strongly agree that all of these principles are very important but there needs to be a sound infrastructure in place to meet them as they are currently not always possible.”

“I fully support these principles”

4.5 Innovations

Respondents have been very articulate in their comments about suggestions and ways to improve and enhance Surrey County Council’s approach to delivery of services and the system as whole. In particular, users were able to contribute clear ideas and solutions to issues and problems they felt are present from each consultation.

These comments include response ranges from the following sub themes and tags in the table below.

Innovations		Number of responses by question						
Sub theme	Tag	Q1	Q2	Q3	Q4	Q5	Q6	Q17
Best Practice		22	30	17	8	7	5	14
Ideas		48	45	40	37	43	33	59

A full list of comments tagged as ideas and best practice will be available to shape further work and projects under the proposed areas of transformation.

Best Practice

Some respondents shared examples of services they currently value or best practice they would be interested in seeing in Surrey. This included mentioning specific settings and services in Surrey.

“We have an amazing SENCO, support staff and teachers who will just keep going no matter what for the child.”

Innovation

“Ideas” was in the top 5 most prevalent tags for question 5 (4% of total respondents) developing local services and managing the market, question 6 (3% of total respondents) improving policy and practice and question 17 (5% of total respondents) other comments.

Respondents shared ideas of what they would like to improve. Some respondents shared ideas to support Surrey County Council in fulfilling the five principles. Some respondents also mentioned things they felt need to be improved based on negative experiences of the current system.

Ideas shared included different ways to support children and young people earlier, ideas for involving the voluntary community and faith sector, ideas to support emotional wellbeing for children and young people and families, ideas to support young adults into employment, flexible approaches to meet different needs.

“More special education staff present at infant schools and high schools to assess children in school more rather than outside appointments and then they don’t have to lose school hours/time.”

4.6 Qualitative feedback provided by partner agencies, groups and forums

Family Voice Surrey

Our parent/carer forum, Family Voice Surrey have submitted a full report based on engagement with their members who are parents and carers of children and young people with SEND in Surrey. Family Voice Surrey have given permission for their summary of the report to be shared below.

Family Voice Surrey Submission – Summary

Family Voice Surrey supports the need for widespread change to improve services and SEND lives but seeks the changes to be co-designed and implemented with SEND children, young people and families, with each step carefully thought through, well communicated and jointly agreed, risks considered and managed, and support anticipated and provided ahead of time.

The current consultation is at a broad sweep, overarching vision and action areas level. It will help to set the context in which co-design and co-production can take place, the main directions of travel.

But it does not have the level of detail needed for young people, families, supporting organisations and agencies to engage with at a practical ‘how will my life/ work change, what outcomes will we achieve, and what support is needed to make this work’ level.

Family Voice Surrey has looked to start work on this level of detail, holding a detailed survey over the consultation period, seeking to prepare for the co-design and co-production to come early in 2019. The survey results are presented in our submission.

Issues on Consultation raised to FVS by Parent Carers and SCC response

The queries below represent the main concerns which families raised with us in relation to Surrey County Council’s SEND Strategy consultation.

1. Is the council asking me to say if I agree that the principles described are a true reflection of the current SEND system or if I agree that these are the right principles to guide future work to improve the SEND system
2. What practical changes am I agreeing to if I show support for the principles outlined in the council’s strategy?
3. Will my child’s current provision be at risk if the council approves the proposed SEND Transformation strategy?

Reassurance was provided to us by Liz Mills, the Director of Education, Lifelong Learning and Culture *‘The council is proposing a new strategy to strengthen education for children and young people with SEND, based on the feedback that we have heard from children and families, and those who work with them. The council is committed to co-producing as much as possible of the new SEND strategy as well as the services and support that will be needed to deliver it. This is the first phase, and we welcome all the feedback and ideas that we are now receiving on what the priorities should be. More details will follow in the coming months and we look forward to working with Family Voice, families, children and young people and professionals to design future SEND support. ‘*

We welcomed the commitment to the new strategy being based on the feedback from children and families. We were also encouraged by the clarification that this consultation is a first phase with more engagement to follow, including co-design and co- production of future SEND support with children, young people and families.

SEND Transformation Principles

Family Voice Surrey **Strongly Agrees** with the 5 principles of the proposed SEND Transformation strategy.

But we have some additional principles that we see as equally important:

- A. SEND services must at all times be needs led and outcomes based: at individual child, family and community levels: this approach will determine the demand for high cost, high need interventions and support
- B. SEND services must be both child and whole family centred: with a tailored package of support to both child and all family members based on current and emerging needs and building good relationships with key workers and agencies: in the majority of cases effective, timely and continuous support will need to be anticipated, planned and delivered over the long term – from infancy through childhood to adulthood
- C. SEND children, young people and their families must be at the heart of service design, development and delivery: at individual child, family and community levels – ‘nothing for me without me’: needs, aspirations and lived experience will best shape SEND services and deliver timely and effective outcomes: support agencies can offer options and solutions, but decision making should sit with users and beneficiaries

Four Areas of Transformation

Family Voice Surrey broadly strongly agrees with much of SCC’s four proposed areas of Transformation.

But the devil is in the detail in regard to how these very significant changes are to be implemented, what resources and funding are available to make the changes, what risk management and mitigation measures will be in place over the period of the transformation, and the timeframe for delivery to a sustainable system.

While experienced change leadership is in place, we have serious concerns at the scale of the challenges to be overcome, especially given the acknowledged issues with the SEND system in Surrey, rising demands, reducing staff resources and the poor track record of Surrey/ SCC on change management.

And we are talking here of changes involving the most vulnerable and needy in our communities, when trust and confidence is at an all-time low.

There are many matters to work through in future co-design and co-production. The table below gives some initial thoughts on key matters in relation to the four areas of Transformation.

But first we want to make clear that **we seek a fully integrated approach to SEND across all aspects of Surrey life for children, young people and families.** The Transformation is primarily focused on access to education. That is only a relatively small part of SEND lives and needs at child, young person, family and community levels. We seek SEND children, young people and their families to be fully part of every aspect of Surrey life and opportunities. **To achieve this the full range of family and children services need to be integrated with a SEND focus, with SEND child, siblings and parent carers, and wider family as needed, being supported. And all of the local area partners fully integrated into this to cover housing, housing adaptation, community access and so on. We do not currently see that vision and plan under discussion and wish it to come to the fore over the next year. This should include rapid implementation of the Preparing for Adulthood agenda for our SEND young people to ensure they have meaningful, happy and healthy lives in our communities.**

Initial headline thoughts on the 4 action areas
Early Identification and Support

- *Improved information systems*; we desperately need integrated and comprehensive SEND datasets in Surrey to better forecast system demands and support individual children and families
- *Introduce a graduated response in schools*: this has a place but must not be taken as a replacement for EHCPs for those whose needs require such a plan; our concern is if Surrey cannot manage 8,000 EHCPs how can we manage perhaps thousands more Graduated Response plans; on the other hand, this could improve SEN Support
- *More and targeted EPs, SALTs and early support*: welcomed, but how are they to be assigned to meet needs: we are not in favour of rigid threshold criteria as this reverts to game playing/previous quota-driven allocation of services.
- *Early Help behaviour and emotional pathway*: welcomed but needs to draw on lessons learnt from CAMHS pathway, this is not a clinical service need but social counselling etc and needs to link to Family Resilience work
- *Support to education settings on graduated response*; see above comments, hopefully this will mean consistent support on life journey across education transitions
- *Framework and monitoring tools including Preparing for Adulthood framework/ approach*: links in with dataset comments above; PfA we see as a game changer in planning, developing, delivering and monitoring SEND, and should be the basis for the SEND Transformation

Developing the Local Services and Managing the Market

- *Increase specialist places over the next 2 years by 350*: while this is needed to meet demand we are concerned that placement still must be needs based for that child, and that education settings are adjusted to avoid environmental or sensory pressures on new arrivals and existing children
- *Increase Post -16 and Post -19 provision by 100 places*; this needs to be a real focus as colleges tell us they are ready to provide tailored 5-day services, but funds are not available; we have some cases of young people transformed after such a transition from special school. We would seek investment in additional places for this age-group to reflect the range of current needs, the aspirations of young people and their families and an accurate track record of positive progress and outcomes.
- *Develop long term property strategy for specialist schools provision*: this is a major task alongside making mainstream schools more inclusive for those that could attend them: do we have the right mix of support and are they in the right places to support the localism intent – children growing up in their communities?
- *Provide support for a wider range of children and reduce those not in school*: we have championed this area of work over 2018, working with SCC to shed a light on the growing numbers of children out of formal education and the lack of appropriate provision for them; solutions are urgently required as significant gaps in support and provision are actively driving up levels of need and creating longer-term costs.
- *Implement market strategies for NMIs*: we see this as vital for both for the short and long term viability and sustainability of SEND in Surrey; NMIs will need to be part of the mix available to meet SEND needs and keep children local: this again leads back to the need for comprehensive datasets and demand-forecasting work: where skills and capacity are lacking in-county, NMIs out-of- county should also be considered; perhaps commissioning in partnership with neighbouring LAs

Partnership Working

- *Facilitate creation of school clusters and special school hubs*: loss of cluster system has hampered recent work seeking a 'One Surrey' approach to SEND: we welcome this
- *Develop an inclusion-based schools effectiveness approach*; absolutely critical in our view: exclusions at the gate or after entry need to stop and schools need to reflect their

communities – how else are we to create an inclusive Surrey in 2030! But the changes in ethos, culture, environment and practice needed to give children and parent carers confidence in their local school being the right place for them are HUGE. Schools NEED to view this as something they need to do and own – in their DNA.

- *Improve SEN Support plans*: absolutely critical in our view: the practice appears to be a bit of a post code lottery and we wish to see a consistent and parent centred process with clear links to escalation or step down as appropriate: and also recorded so that should later needs emerge the historic markers can be viewed and learnt from
- *Improve transition for young people and support them in Preparing for Adulthood*: again, very important to raise aspirations and focus on securing meaningful lives for our SEND young people and making SEND folk part of mainstream Surrey life; and give parent carers confidence in seeking such
- **We would seek to add a further work stream here:**
- ***Recognise and include children, young people and their Parent Carers as key partners in planning and decision-making at both individual and strategic level.*** This will require:
 - a reform of the current panel-based decision-making process which excludes families from meaningful participation in the key decisions affecting them
 - more consistent implementation of the co-production agreement between the parent-carer forum and local partner organisations
 - clearer protocols for agreeing the appropriate levels of consultation, decision making and governance with service users in different circumstances

Improving Policy and Practice

- *Improve practices, skills and knowledge for those working with SEND children and young people*: critical that this takes place; SEND is invisible to many people who should be knowledgeable and supporting; very few are aware of being part of any overall integrated support network which is where we need to get to: this must be a first priority for the Children’s Academy – bring all agencies and teams together in common training of SEND and **parent carers and SEND young people should be pivotal in establishing and delivering that training**
- *Recommission SEND outreach from special schools and PRUs to mainstream schools: welcome use of the SEND skills and experience of the specialist centres.* This should include harnessing the expertise available in NMI settings as appropriate. This could be linked to the commissioning arrangements, asking NMI settings to demonstrate the added value they can bring to the Surrey Community of Education providers.
- *Improve processes and policies*: above all we seek integration of Council activities to address complex SEND lives – less silos: and making service users – those in need – at the heart of solution finding and decision making on services, including highest level governance bodies
- *Improve help, support and development for SENCOs, including through Children’s Academy*: important: SENCOs’ role in schools varies significantly and we wish to see a common role agreed across Surrey schools, with SENCOs part of Senior Leadership teams and reporting to a SEND parent governor

Additional partner responses

The table below presents the District and Borough Local Committees and other local groups that have taken the time to deliberate and share views on the consultations.

The following organisations have submitted a response:

District/Borough	Parish Council	Other Partners
Elmbridge Borough Council Local Committee	Cranleigh Parish Council	Spelthorne Health and Wellbeing Group
Mole Valley District Council Local Committee	Windlesham Parish Council	The National Deaf Children's Society
Tandridge District Council		
Waverley Borough Council		
Epsom & Ewell Borough Council		
Surrey Heath Council Executive's meeting		
Elstead Parish Council		

Summary of partner responses

Overall, the partner responses recognise the need to make improvements to services for children and young people with Special Educational Needs and Disabilities (SEND) and support Surrey County Council in improving the outcomes for children and young people with SEND and their families.

With specific regard to the 5 principles and 4 proposed areas of transformation outlined in the SEND Strategy Consultation, our partners welcome the need for more early intervention, more local provision and collaborative work with families, partners in health and education so that children and young people can be helped to lead independent and fulfilling lives in their own communities.

While the partners understand the current financial constraints on SEND services, some groups raised the need for further detail on the implications of the proposals. Some of the responses seek clarification about where local places will be located and how they will be resourced and others present concerns that the reduction of Educational Health Care Plans will make it harder for children with lower level needs to get support.

5 Supplementary evidence

This section includes all supplementary information, tags and raw collated data that have informed the analysis in this report,

5.1 Tags

Theme	Tags
Strengthening Communities	<ul style="list-style-type: none"> Accessibility barriers - distance Accessibility barriers - other Accessibility barriers - out of school activities Admissions process Delays - waiting for crisis Delays accessing services Delays accessing therapies Delays in identification of need Delays other Difficulties with CAMHS Insufficient local opportunities Insufficient opportunities autism

	<p>Insufficient specialist provision Insufficient support other Insufficient therapy provision Mainstream not meeting needs Negative impact on child Negative impact on family Other barriers to strengthening communities Other enablers to strengthening communities Personal experience negative Personal experience positive Thresholds too high Transport</p>
Resource Constraints	<p>Focus on finance not on need Lack of funding Resources - other barriers Resources - other enablers Staff recruitment Staff retention</p>
Working Together	<p>Diagnosis Health services - barriers Health services - enablers Insufficient accountability Insufficient comms and info to families Insufficient user participation Other barriers to working together Other enablers to working together Poor communication between practitioners Staff in schools need support Staff need better knowledge Training and development</p>
Perceptions of the organisation	<p>Early Intervention good Lack of trust Poor survey Principles - agree with Principles not currently true Proposal needs to be more specific Proposals - Against Proposals - For</p>
Innovation	<p>Best practice Ideas</p>
Contextual Tags	<p>Negative emotional talk Positive emotional talk Early help and SEN Support EHCP Most complex needs Early years Post 16 Primary Secondary Transition points</p>

	Share with bus travel Share with Community Recycling Share with Family Resilience Share with Libraries Liquid gold
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5.2 Tag prevalence

The tables below show the prevalence of tags for each of the questions where there was the opportunity for a qualitative response. The first prevalence column shows the percentage of responses where that tag was selected in comparison to the total number who left comments, the second shows the percentage of all respondents (even for those who did not leave comments)

Question 1 Thinking about the feedback on what young people with SEND and their families have told us, to what extent do you agree or disagree with the following statements?

451 of 1133 (40%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 451)	Prevalence (% of 1133)
Personal experience negative	113	25%	10%
Lack of trust	80	18%	7%
Delays accessing services	78	17%	7%
Negative impact on child	78	17%	7%
Insufficient comms and info to families	78	17%	7%
Lack of funding	74	16%	7%
Negative emotional talk	66	15%	6%
Insufficient support other	59	13%	5%
EHCP	59	13%	5%
Early help and SEN Support	58	13%	5%
Negative impact on family	51	11%	5%
Mainstream not meeting needs	50	11%	4%
Ideas	48	11%	4%
Diagnosis	45	10%	4%
Insufficient partnership work	40	9%	4%
Resources - other barriers	36	8%	3%
Insufficient user participation	34	8%	3%
Liquid gold	34	8%	3%
Early years	33	7%	3%
Insufficient specialist provision	32	7%	3%
Delays in identification of need	30	7%	3%
Staff need better knowledge	30	7%	3%
Accessibility barriers - other	28	6%	2%
Other barriers to strengthening communities	27	6%	2%
Training and development	27	6%	2%
Poor survey	25	6%	2%
Best Practice	22	5%	2%
Delays other	22	5%	2%
Proposal needs to be more specific	21	5%	2%

Difficulties with CAMHS	21	5%	2%
Delays - waiting for crisis	20	4%	2%
Insufficient opportunities autism	19	4%	2%
Thresholds too high	19	4%	2%
Transition points	19	4%	2%
Focus on finance not on need	18	4%	2%
Insufficient therapy provision	17	4%	2%
Insufficient accountability	17	4%	2%
Early Intervention good	16	4%	1%
Staff retention	16	4%	1%
Most complex needs	15	3%	1%
Admissions process	14	3%	1%
Other barriers to working together	13	3%	1%
Other enablers to working together	13	3%	1%
Staff in schools need support	13	3%	1%
Other enablers to strengthening communities	12	3%	1%
Share with Family Resilience	12	3%	1%
Delays accessing therapies	11	2%	1%
Personal experience positive	10	2%	1%
Health services - barriers	10	2%	1%
Poor communication between practitioners	10	2%	1%
Secondary	10	2%	1%
Resources - other enablers	9	2%	1%
Accessibility barriers - distance	8	2%	1%
Primary	8	2%	1%
Principles - agree with	7	2%	1%
Staff recruitment	6	1%	1%
Insufficient local opportunities	6	1%	1%
Transport	5	1%	0.4%
Principles not currently true	4	1%	0.4%
Proposals – For	4	1%	0.4%
Post 16	4	1%	0.4%
Accessibility barriers - out of school activities	3	1%	0.3%
Share with bus travel	1	0.2%	0.1%

Question 2 - Thinking about the five principles that the SEND strategy is based on, to what extent do you agree or disagree with each?

521 of 1133 (46%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 521)	Prevalence (% of 1133)
Lack of trust	117	22%	10%
Lack of funding	106	20%	9%
Principles - agree with	104	20%	9%
Principles not currently true	80	15%	7%
Personal experience negative	62	12%	5%
Mainstream not meeting needs	57	11%	5%
Early help and SEN Support	57	11%	5%

Proposal needs to be more specific	52	10%	5%
Resources - other barriers	47	9%	4%
Training and development	47	9%	4%
Ideas	45	9%	4%
Insufficient support other	44	8%	4%
Negative impact on child	44	8%	4%
Early years	44	8%	4%
Poor survey	43	8%	4%
Insufficient specialist provision	43	8%	4%
Staff need better knowledge	37	7%	3%
Negative emotional talk	36	7%	3%
Transition points	35	7%	3%
EHCP	32	6%	3%
Best Practice	30	6%	3%
Other enablers to strengthening communities	30	6%	3%
Other barriers to strengthening communities	28	5%	2%
Insufficient comms and info to families	28	5%	2%
Delays accessing services	27	5%	2%
Insufficient user participation	23	4%	2%
Diagnosis	22	4%	2%
Accessibility barriers - other	21	4%	2%
Liquid gold	21	4%	2%
Negative impact on family	20	4%	2%
Insufficient partnership work	20	4%	2%
Staff in schools need support	20	4%	2%
Accessibility barriers - distance	18	3%	2%
Insufficient local opportunities	18	3%	2%
Share with Family Resilience	17	3%	2%
Most complex needs	16	3%	1%
Early Intervention good	13	2%	1%
Staff retention	13	2%	1%
Primary	13	2%	1%
Secondary	13	2%	1%
Delays in identification of need	12	2%	1%
Focus on finance not on need	11	2%	1%
Resources - other enablers	10	2%	1%
Delays accessing therapies	10	2%	1%
Insufficient therapy provision	10	2%	1%
Post 16	9	2%	1%
Delays other	8	2%	1%
Other barriers to working together	8	2%	1%
Difficulties with CAMHS	7	1%	1%
Insufficient opportunities autism	7	1%	1%
Personal experience positive	7	1%	1%
Proposals - Against	6	1%	1%
Delays - waiting for crisis	6	1%	1%
Thresholds too high	6	1%	1%
Insufficient accountability	6	1%	1%
Proposals – For	5	1%	0.4%
Staff recruitment	5	1%	0.4%

Poor communication between practitioners	5	1%	0.4%
Health services - barriers	4	1%	0.4%
Other enablers to working together	4	1%	0.4%
Admissions process	3	1%	0.3%
Transport	2	0%	0.2%
Health services - enablers	2	0%	0.2%
Accessibility barriers - out of school activities	1	0%	0.1%
Positive emotional talk	1	0%	0.1%
Share with bus travel	1	0%	0.1%
Share with Libraries	1	0%	0.1%

Question 3 - In early years settings, schools and colleges, we will ensure children and young people with additional needs are identified earlier and receive the assessment and support they need when they need it.

Thinking about the plans summarised, to what extent do you agree or disagree with the following:

440 of 1133 (39%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 440)	Prevalence (% of 1133)
Lack of trust	135	31%	12%
Proposal needs to be more specific	88	20%	8%
Lack of funding	88	20%	8%
Training and development	62	14%	5%
Proposals – For	61	14%	5%
Early help and SEN Support	45	10%	4%
Personal experience negative	42	10%	4%
Ideas	40	9%	4%
Staff need better knowledge	37	8%	3%
Early years	33	8%	3%
Resources - other barriers	32	7%	3%
Resources - other enablers	27	6%	2%
Mainstream not meeting needs	24	5%	2%
Negative impact on child	24	5%	2%
Insufficient support other	22	5%	2%
Other enablers to working together	22	5%	2%
EHCP	21	5%	2%
Staff recruitment	20	5%	2%
Insufficient partnership work	20	5%	2%
Early Intervention good	18	4%	2%
Principles - agree with	18	4%	2%
Best Practice	17	4%	2%
Principles not currently true	17	4%	2%
Insufficient comms and info to families	17	4%	2%
Staff retention	15	3%	1%
Negative emotional talk	15	3%	1%
Liquid gold	15	3%	1%
Other enablers to strengthening communities	14	3%	1%

Negative impact on family	13	3%	1%
Poor survey	12	3%	1%
Diagnosis	12	3%	1%
Staff in schools need support	12	3%	1%
Most complex needs	12	3%	1%
Transition points	12	3%	1%
Delays accessing services	11	3%	1%
Insufficient therapy provision	11	3%	1%
Other barriers to strengthening communities	11	3%	1%
Insufficient specialist provision	10	2%	1%
Delays accessing therapies	9	2%	1%
Delays other	9	2%	1%
Share with Family Resilience	9	2%	1%
Insufficient user participation	8	2%	1%
Proposals - Against	7	2%	1%
Accessibility barriers - other	7	2%	1%
Delays in identification of need	7	2%	1%
Difficulties with CAMHS	6	1%	1%
Focus on finance not on need	5	1%	0.4%
Personal experience positive	5	1%	0.4%
Insufficient accountability	5	1%	0.4%
Poor communication between practitioners	5	1%	0.4%
Delays - waiting for crisis	4	1%	0.4%
Insufficient local opportunities	4	1%	0.4%
Insufficient opportunities autism	4	1%	0.4%
Health services - barriers	4	1%	0.4%
Other barriers to working together	4	1%	0.4%
Primary	4	1%	0.4%
Thresholds too high	3	1%	0.3%
Secondary	3	1%	0.3%
Positive emotional talk	2	0%	0.2%
Post 16	2	0%	0.2%
Accessibility barriers - distance	1	0%	0.1%
Admissions process	1	0%	0.1%
Share with bus travel	1	0%	0.1%

Question 4 - We will provide more local provision to enable children and young people with SEND to achieve their full potential and be part of their local community.

Thinking about the plans summarised, to what extent do you agree or disagree with the following

396 of 1133 (33%) responders left comments to this question

Tags	Response s (Number)	Prevalenc e (% of 396)	Prevalenc e (% of 1133)
Lack of trust	120	30%	11%
Proposal needs to be more specific	90	23%	8%
Lack of funding	57	14%	5%
Proposals – For	56	14%	5%
Accessibility barriers - distance	42	11%	4%
Insufficient specialist provision	42	11%	4%

Ideas	37	9%	3%
Mainstream not meeting needs	36	9%	3%
Resources - other barriers	31	8%	3%
Insufficient local opportunities	30	8%	3%
Training and development	25	6%	2%
Other enablers to strengthening communities	24	6%	2%
Resources - other enablers	23	6%	2%
Personal experience negative	21	5%	2%
Negative impact on child	18	5%	2%
Liquid gold	18	5%	2%
Poor survey	17	4%	2%
Insufficient support other	15	4%	1%
Staff need better knowledge	13	3%	1%
Negative emotional talk	13	3%	1%
Principles not currently true	12	3%	1%
Proposals - Against	12	3%	1%
Staff retention	11	3%	1%
Negative impact on family	11	3%	1%
Focus on finance not on need	9	2%	1%
Staff recruitment	9	2%	1%
Accessibility barriers - out of school activities	9	2%	1%
Other barriers to strengthening communities	9	2%	1%
Insufficient comms and info to families	9	2%	1%
Other enablers to working together	9	2%	1%
Post 16	9	2%	1%
Best Practice	8	2%	1%
Principles - agree with	8	2%	1%
Accessibility barriers - other	8	2%	1%
Insufficient opportunities autism	7	2%	1%
Insufficient user participation	7	2%	1%
Share with Family Resilience	7	2%	1%
Insufficient therapy provision	6	2%	1%
Insufficient partnership work	6	2%	1%
Early years	6	2%	1%
Staff in schools need support	5	1%	0.4%
EHCP	5	1%	0.4%
Most complex needs	5	1%	0.4%
Transition points	5	1%	0.4%
Delays accessing services	4	1%	0.4%
Delays other	4	1%	0.4%
Personal experience positive	4	1%	0.4%
Transport	4	1%	0.4%
Diagnosis	4	1%	0.4%
Secondary	4	1%	0.4%
Early Intervention good	3	1%	0.3%
Thresholds too high	3	1%	0.3%
Early help and SEN Support	3	1%	0.3%
Primary	3	1%	0.3%
Share with bus travel	2	1%	0.2%
Admissions process	1	0%	0.1%

Delays accessing therapies	1	0%	0.1%
Health services - barriers	1	0%	0.1%
Insufficient accountability	1	0%	0.1%
Other barriers to working together	1	0%	0.1%
Positive emotional talk	1	0%	0.1%
Share with Libraries	1	0%	0.1%

Question 5

344 of 1133 (30%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 396)	Prevalence (% of 1133)
Lack of trust	79	23%	7%
Proposal needs to be more specific	76	22%	7%
Insufficient partnership work	63	18%	6%
Ideas	43	13%	4%
Proposals – For	41	12%	4%
Lack of funding	38	11%	3%
EHCP	28	8%	2%
Other enablers to working together	25	7%	2%
Personal experience negative	21	6%	2%
Resources - other barriers	20	6%	2%
Poor communication between practitioners	20	6%	2%
Principles not currently true	18	5%	2%
Training and development	18	5%	2%
Health services - barriers	17	5%	2%
Insufficient comms and info to families	16	5%	1%
Difficulties with CAMHS	15	4%	1%
Poor survey	14	4%	1%
Delays accessing services	14	4%	1%
Negative impact on child	13	4%	1%
Other barriers to working together	12	3%	1%
Other enablers to strengthening communities	11	3%	1%
Negative emotional talk	11	3%	1%
Mainstream not meeting needs	10	3%	1%
Liquid gold	10	3%	1%
Focus on finance not on need	9	3%	1%
Resources - other enablers	9	3%	1%
Negative impact on family	9	3%	1%
Staff retention	8	2%	1%
Insufficient specialist provision	8	2%	1%
Insufficient therapy provision	8	2%	1%
Insufficient user participation	8	2%	1%
Best Practice	7	2%	1%
Insufficient support other	7	2%	1%
Insufficient accountability	7	2%	1%
Staff need better knowledge	7	2%	1%
Transition points	7	2%	1%

Proposals - Against	6	2%	1%
Staff recruitment	6	2%	1%
Delays accessing therapies	6	2%	1%
Other barriers to strengthening communities	6	2%	1%
Staff in schools need support	6	2%	1%
Principles - agree with	5	1%	0.4%
Early help and SEN Support	4	1%	0.4%
Most complex needs	4	1%	0.4%
Early years	4	1%	0.4%
Share with Family Resilience	4	1%	0.4%
Accessibility barriers - other	3	1%	0.3%
Insufficient opportunities autism	3	1%	0.3%
Thresholds too high	3	1%	0.3%
Early Intervention good	2	1%	0.2%
Delays - waiting for crisis	2	1%	0.2%
Delays other	2	1%	0.2%
Insufficient local opportunities	2	1%	0.2%
Diagnosis	2	1%	0.2%
Primary	2	1%	0.2%
Accessibility barriers - distance	1	0%	0.1%
Accessibility barriers - out of school activities	1	0%	0.1%
Delays in identification of need	1	0%	0.1%
Personal experience positive	1	0%	0.1%
Health services - enablers	1	0%	0.1%
Positive emotional talk	1	0%	0.1%
Post 16	1	0%	0.1%

Question 6

270 of 1133 (24%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 270)	Prevalence (% of 1133)
Proposal needs to be more specific	79	29%	7%
Lack of trust	71	26%	6%
Lack of funding	36	13%	3%
Ideas	33	12%	3%
Proposals – For	27	10%	2%
Poor survey	24	9%	2%
Insufficient partnership work	24	9%	2%
Resources - other barriers	16	6%	1%
Training and development	16	6%	1%
Other enablers to working together	15	6%	1%
Other enablers to strengthening communities	14	5%	1%
Personal experience negative	12	4%	1%
Insufficient comms and info to families	12	4%	1%
Principles not currently true	10	4%	1%
Resources - other enablers	9	3%	1%
Staff retention	8	3%	1%

Negative emotional talk	8	3%	1%
Insufficient support other	7	3%	1%
Negative impact on child	7	3%	1%
Other barriers to working together	7	3%	1%
Staff need better knowledge	7	3%	1%
Principles - agree with	6	2%	1%
Proposals - Against	6	2%	1%
EHCP	6	2%	1%
Best Practice	5	2%	0.4%
Focus on finance not on need	5	2%	0.4%
Staff recruitment	5	2%	0.4%
Delays accessing services	5	2%	0.4%
Negative impact on family	4	1%	0.4%
Insufficient specialist provision	3	1%	0.3%
Insufficient therapy provision	3	1%	0.3%
Mainstream not meeting needs	3	1%	0.3%
Other barriers to strengthening communities	3	1%	0.3%
Diagnosis	3	1%	0.3%
Insufficient accountability	3	1%	0.3%
Early help and SEN Support	3	1%	0.3%
Secondary	3	1%	0.3%
Liquid gold	3	1%	0.3%
Accessibility barriers - distance	2	1%	0.2%
Accessibility barriers - other	2	1%	0.2%
Delays - waiting for crisis	2	1%	0.2%
Insufficient user participation	2	1%	0.2%
Poor communication between practitioners	2	1%	0.2%
Staff in schools need support	2	1%	0.2%
Early years	2	1%	0.2%
Post 16	2	1%	0.2%
Primary	2	1%	0.2%
Early Intervention good	1	0%	0.1%
Difficulties with CAMHS	1	0%	0.1%
Insufficient local opportunities	1	0%	0.1%
Insufficient opportunities autism	1	0%	0.1%
Personal experience positive	1	0%	0.1%
Health services - barriers	1	0%	0.1%
Transition points	1	0%	0.1%
Share with Family Resilience	1	0%	0.1%
Accessibility barriers - out of school activities	0	0%	0%
Admissions process	0	0%	0%
Delays accessing therapies	0	0%	0%
Delays in identification of need	0	0%	0%
Delays other	0	0%	0%
Thresholds too high	0	0%	0%
Transport	0	0%	0%
Health services - enablers	0	0%	0%
Positive emotional talk	0	0%	0%
Most complex needs	0	0%	0%
Share with bus travel	0	0%	0%

Share with Community Recycling	0	0%	0%
Share with Libraries	0	0%	0%

Question 17

378 of 1133 (33%) responders left comments to this question

Tags	Responses (Number)	Prevalence (% of 378)	Prevalence (% of 1133)
Lack of trust	90	24%	8%
Lack of funding	79	21%	7%
Personal experience negative	65	17%	6%
Ideas	59	16%	5%
Negative emotional talk	57	15%	5%
Negative impact on child	47	12%	4%
Proposal needs to be more specific	36	10%	3%
Poor survey	34	9%	3%
Insufficient comms and info to families	34	9%	3%
EHCP	31	8%	3%
Insufficient support other	28	7%	2%
Other enablers to strengthening communities	28	7%	2%
Liquid gold	28	7%	2%
Negative impact on family	27	7%	2%
Mainstream not meeting needs	24	6%	2%
Staff need better knowledge	24	6%	2%
Training and development	24	6%	2%
Early help and SEN Support	21	6%	2%
Proposals – For	20	5%	2%
Resources - other barriers	20	5%	2%
Accessibility barriers - distance	20	5%	2%
Insufficient specialist provision	20	5%	2%
Insufficient user participation	18	5%	2%
Insufficient partnership work	17	4%	2%
Other barriers to strengthening communities	16	4%	1%
Delays accessing services	15	4%	1%
Best Practice	14	4%	1%
Focus on finance not on need	14	4%	1%
Early Intervention good	13	3%	1%
Other enablers to working together	13	3%	1%
Early years	13	3%	1%
Most complex needs	12	3%	1%
Staff retention	11	3%	1%
Accessibility barriers - other	11	3%	1%
Diagnosis	11	3%	1%
Transition points	11	3%	1%
Principles - agree with	10	3%	1%
Personal experience positive	10	3%	1%
Post 16	8	2%	1%
Resources - other enablers	7	2%	1%

Staff in schools need support	7	2%	1%
Primary	7	2%	1%
Secondary	7	2%	1%
Admissions process	6	2%	1%
Delays in identification of need	6	2%	1%
Delays other	6	2%	1%
Insufficient opportunities autism	6	2%	1%
Insufficient therapy provision	6	2%	1%
Poor communication between practitioners	6	2%	1%
Share with Family Resilience	6	2%	1%
Principles not currently true	5	1%	0.4%
Staff recruitment	5	1%	0.4%
Insufficient accountability	5	1%	0.4%
Positive emotional talk	5	1%	0.4%
Delays - waiting for crisis	4	1%	0.4%
Difficulties with CAMHS	4	1%	0.4%
Insufficient local opportunities	4	1%	0.4%
Thresholds too high	4	1%	0.4%
Health services - barriers	4	1%	0.4%
Other barriers to working together	4	1%	0.4%
Share with bus travel	4	1%	0.4%
Proposals - Against	2	1%	0.2%
Delays accessing therapies	2	1%	0.2%
Transport	2	1%	0.2%
Accessibility barriers - out of school activities	1	0%	0.1%
Share with Community Recycling	1	0%	0.1%
Share with Libraries	1	0%	0.1%

5.3 Quotes

The full responses arranged by tags and themes are recorded in a separate document. The tables below show a selection of quotes to give a snapshot of some of the views shared.

Quotes across the five principles and four proposed areas of transformation

Principles	
<p>Principle 1: Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing.</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Early identification and intervention needs to start from birth.</i> <p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>This is great for 'new' cases but concerned how existing SEND children will be supported if resources are focused elsewhere.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents shared current experiences to show that what needs to improve</p> <ul style="list-style-type: none"> • <i>This sounds good in theory, but will only work in practice if school SENCos and SLTs are fully onboard, and are able to identify possible SEND issues early on.</i> • <i>Dyslexia assessments should be offered to children who are suspected to be dyslexic without parents having to pay.</i>

	<ul style="list-style-type: none"> • <i>Children are often left to get on with it for far too long in ordinary school settings leading to exclusions far too often</i> • <i>In principle this sounds great but staff at local schools are often not trained in spotting and dealing with SEND.</i> • <i>How does the LA propose to deal with the current cohort of SEND children who will not fall under the new strategy (because they're past the early identification stage) but will be needing support for many years to come?</i>
<p>Principle 2: There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions.</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>With early intervention some SEN needs could be solved earlier</i> • <i>The principles are good, better early intervention should create better outcome.</i> • <i>Early intervention and identification of SEN (however severe) is definitely needed.</i> • <i>Early intervention is absolutely key for their development and parents need the support and tools to do so.</i> • <i>With early intervention some SEN needs could be solved earlier</i> • <i>If SEND support was initiated earlier in Early years and KS1 there would be fewer children not meeting educational attainments, fewer children who need CAMHS or emotional support and fewer children at risk of using violence or having severely disruptive behaviour at school. This would make life better for the children, their families, their class peers, their teachers, support workers and reduce the workload of headteachers it would save money and improve expectations for children. Just provide the support early.</i> <p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>This strategy to intervene earlier to my eye seems aimed to remove the need for EHCP, and the obligations and costs that it places on the council - rather than actually aiming to improve the lot of the children. I'm in favour of earlier identification, but ABSOLUTELY NOT these attempts to avoid EHCP.</i> • <i>I don't understand your use of the word "Prevention". I work in education and most SEND families would be appalled that SCC believe that SEND can be prevented</i> • <i>The focus on early intervention and reducing the number of EHCPs seem to be all about cost cutting and nothing to do with concern for our children</i> • <i>It is unclear to me what is being 'prevented' here: it may be true that some areas of SEND arise from situations where intervention in the situation and with the child can reduce their SEND and enable them to remain in or return to mainstream provision. However, there are a not insignificant number of children whose SEND arise from genetic or medical causes and the suggestion that somehow their SEND can be 'prevented' is not at all inclusive</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy Some respondents gave examples of current delays and barriers to this principle currently</p>

	<ul style="list-style-type: none"> • <i>Teachers have to file endless amounts of paperwork and evidence to access services for children and families. This often leads to months of delays. Huge waiting lists for speech and behaviour support.</i> • <i>When Speech Therapists are only carrying out statutory work, children who need assessing are missing out, and experience delays in appropriate support.</i> • <i>My son is now in an private specialist school, unable to interact with his local friends because of a lack of early intervention as parents concerns are not listened too</i> • <i>Told that as my older daughter was not showing multiple signs of ASD, that assessment would not happen at the moment (despite her father and sister being diagnosed), as girls were harder to diagnoses.</i> • <i>More specialist nursery provision is needed, especially in the SW of the county</i> • <i>Early intervention must start with a cultural shift so that Health services liaise with education and social care to identify young clients with developmental delays or diagnosed learning difficulties or disabilities.</i>
<p>Principle 3: Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Would strongly agree provided the right provision is there.</i> • <i>Make people more resilient by making them feel loved and cared about and valuable and capable and have life chances and choices. Then they will be productive happy resilient people. You can't just make people more resilient. You need to build resilience with love and care. It's not just a few techniques, it's lifelong learning.</i> <p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>Some children with more complex needs will struggle to achieve independence, and I therefore wonder if this principle is too divisive.</i> • <i>Whilst independence and resilience is a worthy goal and appropriate for many, the strategy again fails to recognise the fact that for some, resilience and full independence may never be achieved and does not comment on how it will help to prepare children and young people in that situation for their future.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <ul style="list-style-type: none"> • <i>Regarding no 3 include: empower parents to support their children</i> <p>Some respondents mentioned current disadvantages faced by children and young people with SEND</p> <ul style="list-style-type: none"> • <i>Not all resources are accessible disadvantaging those who are at risk of marginalisation. It is a struggle to get access to services</i> • <i>Permanent exclusion as school could then meet needs.....then out of education further increasing anxiety and MH issues. This does not make children resilient</i>

	<ul style="list-style-type: none"> • <i>Resilience and independence are obviously worthy goals, however instilling a sense of ambition and motivation in children with SEND might be more important..... I believe specific support to maintain his self belief and motivation at a younger age would have made him more likely to aspire to achieving his best.</i> • <i>Needs to be a lot more social / emotional support for children to grow their confidence in those areas not just academically.</i> • <i>Children with special needs are often targets for bullying, some schools deal well with this others don't.</i> • <i>If you are a signing deaf or deafblind child/teen there is very little support or school provision in Surrey. BSL for everyone is the way forward.</i> • <i>I raise the issue of PDA. As this disorder is not recognised by Surrey the concern for parents with children who are diagnosed with this disorder is that Surrey can't and won't take the appropriate measures to recognise, diagnose and support children who will need very specialist assistance to help them be independent in later life</i> • <i>Not all children are able to live independently and focus should be on that, when SCC are deciding who is and who isn't able to live independently it should be on an individual basis</i>
<p>Principle 4: The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Young disabled adults deserve to be heard</i> • <i>Families/CYP should be listened to respectfully, and engaged with, at all stages of the process, without the burden of design or implementation falling on them necessarily.</i> • <i>We need to give equal weighting to the voices of our children and families. Currently some families are heard in Surrey and others are hard to reach/easy to ignore.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents shared current barriers to children and young people and families being heard</p> <ul style="list-style-type: none"> • <i>Some children are unable to have their voice heard either because they have communication issues or cannot make decisions in the best long term interest.</i> • <i>Parents voices are NOT listened to even though we know our children the best. The only opportunity we have of being heard is via a tribunal which is often inaccessible to many families.</i> • <i>Parents preferences not always taken into account, case workers hard to get hold off.</i> • <i>Panels meet but do not include parents who are the very people that deal with special needs every day.</i>
<p>Principle 5: Surrey's early years settings, schools, colleges and other providers are able to support children to live, learn and grow up locally and achieve their full potential.</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>If the right provision is available and accessible locally then this would be the ideal.</i> • <i>Local provision must be high quality and experienced, knowledgeable staff able to fully meet needs.</i> <p>Negative Impacts</p>

	<p>Some responders were concerned that the best provision a child’s need currently may not be the most local.</p> <ul style="list-style-type: none"> • <i>These principles are sound but are not a FITS ALL as there will be some children for whom thus approach is not best. Some children will still need specialist schools because they need a smaller class size, or a school with access to therapies on site, or a school with experience of their disabilities. The Surrey SEND offer should not prevent these children from easily accessing schools out of area where the need still requires it.</i> • <i>I do not always agree that local is best for children especially if the provision provided is not of such a high standard.</i> • <i>With insufficient services and places available parents don't realistically get much choice even if there voice is heard.</i> • <i>My concern about principle five us that there is a hidden implication to close specialist settings which are needed for some children</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents shared current barriers to this principle</p> <ul style="list-style-type: none"> • <i>There is not enough provision in local areas so my son currently has an hours journey each way to a school</i> • <i>Schools need more trained specialist staff to support children.</i> • <i>SCC should aim to have more special needs facilities around the county to keep SEND pupils in a more effective environment.</i> • <i>If young people are to be able to grow up and live locally and achieve their full potential, Surrey's post-16/19 provision must be better able to provide meaningful vocational training for young people with additional needs and to support them to find meaningful work placements and ultimately paid employment.</i> • <i>I believe schools are actively filtering out children with high level needs for budgetary reasons.</i> • <i>Poor provision for post 16 education in east Surrey.</i> • <i>Specialist provision is non-existent in Surrey for my children's needs unfortunately, and I am happier with a very specialist provision out of county. The personal costs through Tribunal to achieve that has detrimentally effected our family longterm.</i> • <i>There is also a disparity in the provision for boys & girls in Surrey, with less choice available to girls.</i>
<p>All Principles</p>	<p>Positive Impacts</p> <p>Overall respondents who left comments agree with the five principles.</p> <ul style="list-style-type: none"> • <i>These are excellent principles, I hope you are able to follow through.</i> • <i>The principles are fantastic and would make the service cheaper in the long run.</i> <p>Negative Impacts</p> <p>Some respondents commented that they lacked trust in Surrey County Council being able to adhere to the principles and wanted more information about what would change to make a difference</p> <ul style="list-style-type: none"> • <i>Wouldn't it be great if these things actually happened</i>

	<ul style="list-style-type: none"> • <i>The principles are what should already be happening sadly, Surrey County Council has not been doing this. Many young people have not had the interventions they require and as a result will have difficulties that are harder to resolve through put their lives.</i> • <i>The principles are good- but how will this actually work?</i> • <i>If these are new proposals then what was the strategy before? Surely it included lots of these things anyway? Is it just new wording?</i> • <i>Re write them without the involvement of any professionals better consultation with the public needed.</i> <p>Some respondents felt the principles would need more financial investment/resource</p> <ul style="list-style-type: none"> • <i>nothing wrong with the principles. They sound expensive though</i> • <i>Available resources and funding for the development of these (physical and human) are the main inhibiting factors in applying these principals, at every level of service.</i> • <i>I agree with the five strategies of principle but I don't see where the funding will be coming from or where the staff to support will come from.</i> • <i>How can this be achieved by cutting services and funding?</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents felt that the question was unclear and selected that they disagree with the principles as they do not feel they are currently being adhered to.</p> <ul style="list-style-type: none"> • <i>I think none of the above statements are currently true.</i> • <i>None of the above has been in place</i> • <i>All very good in principle but this in my experience has not been delivered.</i> • <i>Unclear whether this is asking if I agree with the principal themselves, or with whether they are being upheld currently (I have answered the latter interpretation)</i> • <i>I agree with the strategy aims but these are not currently being achieved.</i> • <i>This is badly worded and so it is unclear if these questions should refer to current provision or planned provision. I have answered based on current provision.</i>
Proposed areas of transformation	
Early Identification and Support	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Help needs to come early & be consistent. The paperwork involved needs to be reduced & families should not need to fight for help fir the children.</i> • <i>Early intervention will help everyone concerned.</i> • <i>Early identification is vital but so is support throughout their development as often on-going support/provision is required.</i> • <i>Yes if caught earlier, then there can be better support in place. Save money down the line.</i> <p>Negative Impacts</p>

	<ul style="list-style-type: none"> • <i>These proposals won't support professionals working with SEND unless they come with enhanced training to identify and manage SEND.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents were concerned about funding and current barriers</p> <ul style="list-style-type: none"> • <i>Nurseries and school settings need funds not just training to manage children with SEND needs</i> • <i>If you can't afford to do something don't falsely raise expectation</i> • <i>Early intervention and assessment requires fully funded teams with adequate capacity to work with c&yp</i> • <i>We have only spoken to a couple of professionals who even had any knowledge of autism in girls</i> • <i>Schools may need to introduce more things like sensory rooms and additional SEN staff/TA's to support children whose need cannot be met by a teacher with 34 kids in a class.</i> • <i>More focus on identifying and assisting children in early years with lower level issues.</i> • <i>For the last year we have paid for private speech therapy as the waiting list is long.</i> • <i>Surrey council apparently do not offer help just for dyslexic pupils. It is a complex disability but life skills to cope like the use of tech and typingsupport groups for families and pupils to help each other.</i> • <i>It is already difficult to get an EHCP and even more difficult to get the right provision for the child included in the plan.</i> • <i>Clarity on the 'Graduated Pathway' is needed to ensure all are clear on what is it and how it is different from the previous SEN support or 'right support at the right time'</i>
<p>Developing local services and managing the market</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Strongly agree with an increase in the range of specialist provision within our locality which meets the increasing level of need, based on the principles of inclusion.</i> • <i>Local provision will certainly encourage more community support and this is welcomed. Currently (as you identify in the document) SEN provision often requires long journeys to a suitable provision and this doesn't help the child to form friendships with other local children as they are often living a long way from each other.</i> • <i>As long as the right level of skill and expertise is provided, then an improvement for children and their families should have positive outcomes.</i> • <i>I very much welcome an increase in places/provision locally. The most useful provision is SEN units in mainstream schools plus Special Schools for the most high need. Families usually have children without SEN as well. I personally don't want to send my SEN child some-where else, possibly far away.</i> • <i>The proposed increase in local specialist provision is welcome.</i> • <i>The aspirations are very positive. We need more detail about how they will be achieved.</i>

	<p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>Being schooled nearer to home is not the most important decision when it comes to where a child with SEN is educated. In many cases it is better the child travels to the school that best suits their needs rather than goes to a more local school that doesn't.</i> • <i>Would the disabled children be able to reach full potential in a mainstream environment— I'm not convinced and my child is profoundly disabled so it's a huge worry for me</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents shared current barriers they face in accessing local support</p> <ul style="list-style-type: none"> • <i>There are not enough local schools my children's schools are 24 miles and 36 miles away from our home so they cannot teach my children to access their local community.</i> • <i>There are very few autism specific residential settings in this county.</i> • <i>In order for this to work there needs to be more specialist provision especially in secondary education and for further education.</i> • <i>For some families (including ours) SEND provision is currently working well. And, where that is the case, these plans need to avoid unnecessary disruption. Some reassurance that the council aspires to do so would be appreciated.</i> • <i>My son has CP and wheelchair bound and for all of his education he has had to go out of Surrey.</i> • <i>We have been refused an assessment at home many times in order for our daughter to have supported experiences in the community without us and for us to have respite.</i> • <i>It's key that these provisions are well thought through so please do consult the parents and the children!!</i> • <i>I feel that SCC are missing the issue here. Lots of special places for low level needs are highly expensive, it would be better to invest in schools to meet the needs of pupils with low level needs with some specialist training.</i>
<p>Partnership working</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>Joined up thinking and co-ordinated multi agency involvement is critical in achieving the best outcomes for young people</i> • <i>As long as the proposals actually translate into reality, things should improve</i> • <i>I think the plans are good but will only be effective if health feel valid partners in the transformation and not just informed.</i> <p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>I have to 'tend to disagree' because I do not want my feedback to count as a vote to basically cut the service provision which is what it will be.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <p>Some respondents stated that mainstream schools need support in order to meet the needs of children with SEND</p>

- *The mainstream establishments are not equipped or staffed to the right levels to support these children adequately*
- *Some schools do not wish to spend their funding on contributing to the support given to children with SEND. This is hugely detrimental to these children. They struggle to cope in a mainstream setting and behaviour and education fall behind. More needs to be done to support these children and enable schools to do this*
- *Not enough funding and support in mainstream schools.*
- *Yes it's lovely that children with ehcps should be at mainstream but the skill isn't always there, long periods of time are spent out of class with one to one and child loses friends.*
- *The local mainstreams looked at for my son when I mentioned his additional needs told me they will not have them in their school. 3 schools told me this.*
- *Many mainstream schools are too results driven given the current educational climate and are not interested in children with SEND despite the fact they should be*
- *I would like to know how you are, in particular, going to bring inclusion into mainstream schools? As this is something they are not great at and if the school is an academy, which many are becoming, how are you going to enforce inclusion with in them?*
- *Make better use of the specialists that exist in the excellent specialist provision you have in the county to provide this support*

Some respondents raised issues of improvements needed

- *Its not about saying these things will happen, its about making sure they will happen with an effective implementation strategy. Who will do it, how where and when?*
- *Since 2014, collaboration has been minimal between health, care and education with much of the responsibility, action and co-ordinating led by schools with minimal support from other services / bodies.*
- *Parents relatives and carers still have to answer the same questions over and over again every time they encounter a new service. It should not be so difficult in the modern computer age for records to be shared.*
- *The problem with spreading the responsibility is every department has its own budget and will aim to protect it.*
- *It makes sense that all agencies should work together, but I have still seen no evidence of this happening as has been promised previously , and again no detail on how you will actually achieve this.*

Some respondents discussed flexible and blended offers

- *Sharing expertise between schools is obviously a sensible idea, however, I would be concerned if 'flexible and blended offers' means that a child would be regularly attending different schools on different days of the week: this may be difficult for a child with SEND socially and may exacerbate issues rather than help. If the proposal is that staff relocate to bring expertise to the children, then this may be more successful.*

	<ul style="list-style-type: none"> • <i>Flexibility is good in terms of provision for CYP with SEND, however it is equally important that these children have a sense of belonging, and I would be wary of flexible and blended offers that do not provide this necessary stability.</i> • <i>There should be more flexibility in the system for pupils to move between settings whether into mainstream or out of mainstream and there should be specialist help to support this.</i> <p>Some respondents gave positive examples</p> <ul style="list-style-type: none"> • <i>Recent success: SaLT moving to SCC means that the service is now better able to work within schools and the schooling system, and it is now far more integrated and responsive.</i> • <i>I worked in an SEN school where health support staff were also based. It was excellent for the children to be getting all their needs met at school.</i>
<p>Improving Policy and Practice</p>	<p>Positive Impacts</p> <ul style="list-style-type: none"> • <i>This is tricky to implement but would be great if it happened.</i> • <i>It's so hard to know how much these will help until they are put into practice. But it can only be a good thing that SCC is putting more resource and joining the dots between professional and support services in SEND provisions.</i> • <i>Of course this would improve things.</i> <p>Negative Impacts</p> <ul style="list-style-type: none"> • <i>The plan will not meet the need of the children.</i> • <i>By commissioning do you mean involving the private sector more? I am against this, as outsourcing has negative consequences on continuity of care. There is definitely a gap in provision for children finishing secondary education.</i> • <i>You have less control over how the money is spent and the outcomes that are expected frequently do not happen. Public money should be spent through the Surrey county council system, not filtered off for private profit.</i> <p>Things to consider in the co-design of the detailed proposals in the SEND Strategy</p> <ul style="list-style-type: none"> • <i>Every child is different same approach won't work for all children</i> • <i>Again it all sounds great, I am worried about how mainstream schools are going to be made to do things to become inclusive. I also think clear guidance for practitioners and teachers is vital to this working.</i> • <i>I tend to agree with these proposals but to improve the quality of practice with partners requires a long term commitment of resources and I am concerned that the current funding framework is wholly inadequate to meet SCC's aim taking into account the high level of demand from young people with SEND in Surrey.</i> • <i>In theory it sounds good, but have concerns about how it is going to be made accessible to all schools and staff.</i> • <i>Good working relationships with parents are key to achieve this, so the experience the parents have of the system is likely to affect co-operation and achieving the outcomes for the children.</i>

	<p>Staff and workforce development</p> <ul style="list-style-type: none"> • <i>The service professionals are (in my experience) excellent, there is a wider issue in terms of the management, management structure and support to ensure these personnel are rewarded, supported and not overstressed.</i> • <i>I think a key consideration in developing practice is looking at the support and training for learning support assistants. They face challenges every day and come back to work the next day smiling. The mental health and wellbeing of these individuals needs to be seriously considered as they are the ones working with the children every day, facing extremely challenging behaviours- verbal and physical. They need recognition and support.</i> <p>EHCP quality</p> <ul style="list-style-type: none"> • <i>Measures need to be more specific to an individual child's outcome and SEND teams need to be accountable.</i>
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5.4 Quantitative data

The embedded document is the quantitative summary report produced using Surrey Says



SEND consultation
summary report.xps

5.5 SEND Strategy Consultation Questions

A list of questions in survey is provided for reference (this does not include the demographics questions 6 – 16 but these are provided in the SEND consultation summary report above)

1. Thinking about the feedback on what young people with SEND and their families have told us, to what extent do you agree or disagree with the following statements?

Respondents were asked to rate the following statements from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. Children, young people and families are able to get help early before situations get worse and know what is on offer
- B. Children, young people and families are contacted when things are going well, not just when there's a problem.
- C. There is not enough support or provision for lower level needs and thresholds are too high.
- D. Families have to wait a long time to access services, which can lead to a lack of trust.
- E. Families want to be engaged in the design and management of services that their children receive.
- F. Families don't feel they have a choice of provision and haven't had a clear explanation about why decisions have been made.

Respondents were then asked if they had any further comments to question 1.

2. Thinking about the five principles that the SEND strategy is based on, to what extent do you agree or disagree with each?

Respondents were asked to rate the following principles from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. Children with special educational needs are identified earlier and supported in a timely and effective way in order to improve their outcomes and wellbeing.
- B. There is an increased focus on earlier intervention and prevention to offer help and meet needs at the earliest opportunity, reducing the demand on high cost, high need interventions.
- C. Children and young people are helped to become resilient and independent so that they can lead independent and fulfilling lives in their own communities.
- D. The voices of our children, young people and families are heard so they can shape and inform how we work together to get the best results.
- E. Surrey's early years settings, schools, colleges and other providers are able to support children to live, learn and grow up locally and achieve their full potential.

Respondents were then asked if they had any specific comments about the plans described in question 2.

3. In early years settings, schools and colleges, we will ensure children and young people with additional needs are identified earlier and receive the assessment and support they need when they need it.

Respondents were asked to what extent they agreed or disagreed with the following plans summarised from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. These proposals will better meet the needs of children and young people with SEND.
- B. These proposal will better meet the needs of families who have children with SEND.
- C. These proposals will better support professionals working with children and young people with SEND and their families.

Respondents were then asked if they had any specific comments about the plans described in question 3.

4. We will provide more local provision to enable children and young people with SEND to achieve their full potential and be part of their local community.

Respondents were asked to what extent they agreed or disagreed with the following plans summarised from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. These proposals will better meet the needs of children and young people with SEND.
- B. These proposals will better meet the needs of families who have children with SEND.
- C. These proposals will better support professionals working with children and young people with SEND and their families.

Respondents were then asked if they had any specific comments about the plans described in question 4.

- 5. Working with partners in health, care and education to ensure educational provision is effective, of a high quality and delivers the best educational outcomes for children and young people with SEND.**

Respondents were asked to what extent they agreed or disagreed with the following plans summarised from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. These proposals will better meet the needs of children and young people with SEND.
- B. These proposals will better meet the needs of families who have children with SEND.
- C. These proposals will better support professionals working with children and young people with SEND and their families.

Respondents were then asked if they had any specific comments about the plans described in question 5.

- 6. Improve the quality of our practice with partners to provide a better experience for children and young people with SEND and their families.**

Respondents were asked to what extent they agreed or disagreed with the following plans summarised from strongly agree, tend to agree, neither agree or disagree, tend to disagree, strongly disagree, and don't know:

- A. These proposals will better meet the needs of children and young people with SEND.
- B. These proposals will better meet the needs of families who have children with SEND.
- C. These proposals will better support professionals working with children and young people with SEND and their families.

Respondents were then asked if they had any specific comments about the plans described in question 6.

- 17. Please provide any additional comments you may wish to make.**

SPECIAL EDUCATIONAL NEEDS AND DISABILITIES TRANSFORMATION CASE STUDIES

Surrey County Council Children and Education Select Committee: Wednesday 6 March 2019

Abstract

The following case studies explore some of the issues and challenges children and families face in relation to Emotional Wellbeing and Mental Health, Speech and Language Therapy, and Graduated Response and how the transformation work in these areas will make things better. The cases are based on real experiences that colleagues have encountered, all personal details have been altered to protect anonymity.

Emotional Wellbeing Mental Health and Behaviour: A new joined -up Pathway for Surrey's SEND and EWMH Transformation

Steven's Story

Steven is aged 12 and is an intelligent young man with lots of potential. He loves outdoor activity and wishes to join the police force. Steven's Dad has served a prison sentence in an open prison; his absence in the home has impacted on Steven's mental state and his behaviour. His Grandfather has also recently died and Steven has found it hard to deal with his grief, losing concentration in lessons and becoming angry when challenged. Steven has had over 8 school placement provisions, which were unable to meet his needs, with Steven being excluded from a high number of them. He has therefore missed a considerable amount of school. He is currently accessing Surrey's A2E provision but he wants to go back to school. He is being assessed for an Education Health and Care Plan to support his SEMH needs (social emotional and mental health needs) but he feels that no-one has really listened to him or wants him in their school.

How the transformation work will make things better

The new joined-up pathway will provide wraparound support for Steven at school and in the home by connecting services across SEND, Family Resilience and CAMHs. Its emphasis on early intervention and prevention means that the issues at home impacting on Steven's EWMH and behaviour at school would have been picked up early and an immediate response provided. If this had happened the school exclusions could have been avoided and an EHCP might not have been necessary. If Steven had been offered this new pathway, his story might have looked like this:

Early intervention for Steven would probably take the form of the kind of 'activity and relationship building' offered by voluntary sector partners or police cadets, engaging Steven in the outdoor activity he loves. This could include activity that involves the whole family to strengthen relationships around Steven. At the same time, Steven could access peer support from other young people who have a parent in custody or who have suffered bereavement. Steven would be given the chance to build his own resilience, asking for more help if he needed it. 'More help' could be in the form of counselling for him, digital self-help tools, or through school staff accessing advice and training from the new EWMH services that will be offered by the Emotional Wellbeing Specialist Teaching Service. There is every possibility that immediate and positive support that focuses on building Steven's strengths and supporting his family and school to help him will result in him settling back down into school and pursuing his ambition to be a police officer. However, if he needs more help, then he or his family or his school would be able to access the next level of support from a Primary Mental Health Worker, Educational Psychologist or Emotional Wellbeing School Nurse. At every stage in this pathway, Steven and his family will be involved in decision making and building their own resilience and Steven's ambition to join the police would be on track.

Speech and Language Therapy: An increased offer at SEN support

Ella's Story

Ella is 12 and has just transferred to a mainstream secondary school. She was referred to speech and language therapy in Early Years due to having delayed language and disordered speech. She received a pathway of support and as was making progress she was discharged from the service. She then entered a large mainstream primary with high pupil premium and a high number of children on both SEN support and with an EHCP/ statement.

Ella found the transition to school quite challenging; she didn't always understand what people were saying and her peers found her hard to understand so she became quite isolated and withdrawn. In her reception class there were several children with challenging behaviour who took up time from the class teacher, LSA and SENCO. As Ella continued through her primary years her class teachers began to realise that she was not meeting expected levels but she didn't ever meet the threshold for an EHCP and as was not the neediest child, the SENCO did not refer to the school speech and language therapist.

Now in secondary school Ella's behaviour has changed, she has become a school refuser and her self-esteem is really low with incidences of self-harming. Now that her needs have escalated no one is worrying about her language and communication needs as they are focusing on the behaviours.

How the transformation work will make things better

Increased speech and language therapy provision at the universal and targeted level (SEN support) means that schools would have training around identification of speech, language and communication needs. Ella's school having received this training would have discussed Ella at her meeting with the school link therapist during her reception year. The therapist would have been able to see Ella within that term and determine the best pathway for her, this could mean working directly with the therapist/therapy assistant or the therapist supporting the school to meet needs. Ella would have received the right support early and the school teaching team would have understood her needs sooner. She would then be supported in order to reach her expected levels of attainment, develop her language and speech, develop her confidence, wellbeing and social skills. Staff in both her primary and secondary schools would be aware of any additional support needed to support the transfer. Ella would have had a successful transfer to school.

Integration of Speech and language therapy into the Emotional Wellbeing Mental Health and Behaviour pathway will also ensure that when there are behaviours exhibited beyond what is expected that language and communication needs are explored as a potential cause and support put in place.

Graduated Response

Sally's Story

Sally is 7 years old and attends her local primary school. She lives with her Mum. Sally was born prematurely and the birth was traumatic. Sally spent her first year in the care of her maternal grandmother as Mum found it very hard to take care of Sally while also getting over a traumatic split from Sally's Dad. Sally didn't attend pre-school.

Starting school was difficult. Sally would cry and get very upset with other children and staff within the classroom. Sally finds the routine of school life difficult and is increasingly disruptive; e.g. calling out, distracting other children and sometimes pinching, hitting or calling other children names. She doesn't have a wide vocabulary and finds it hard to communicate how she is feeling. She finds relationships difficult. Sally's attendance is poor (72%). Reasons given for missing school are due to ill-health; coughs, flu, colds, stomach bugs and ear infections. Sally's Mum finds it hard to get Sally to come to school so she lets her stay at home instead. Sally's progress is falling significantly behind that of her peers in numeracy, reading and writing.

Sally's class teacher informs the SENCO and Sally's progress and behaviour are monitored. The SENCO suspects that Sally has communication and interaction difficulties and advises Sally's mum that a statutory Education, Health & Care Plan (EHCP) should be requested so that Sally's needs can be properly assessed. Whilst the request for statutory assessment is in process, Sally's class teacher does not have a clear assessment of Sally's needs to be able to personalise her teaching strategies. Sally falls further behind in her learning and her behaviour deteriorates. This situation is very stressful for Sally's mum. She suffers from serious anxiety which has a negative impact on her parenting.

The request for an EHCP is unsuccessful as Sally's needs fall below the statutory threshold. Over the next two years Sally falls further and further behind in her learning. Her self-esteem, attendance and behaviour worsen. Sally's mum struggles with Sally's behaviour at home and their relationship becomes strained. By the time Sally is 9 years old, she has been excluded on a fixed term basis for her behaviour. Sally's mum is advised that Sally's needs have escalated to such a degree that without specialist support Sally will be unable to access the secondary curriculum. She will be vulnerable to permanent exclusion and placement breakdown. As a consequence, an EHCP is to be requested before the transfer to secondary school. Sally's mum feels angry that she has to fight so hard for her daughter's needs to be met.

How the transformation work will make things better

In one year's time, if Sally was to demonstrate the same need, the school and Sally's mum will be confident that Sally's needs will be promptly assessed and met, without the need to request a statutory assessment. Sally will be seen as soon as concerns are raised by an educational psychologist to help identify strategies to support her learning and agree targets. This will include the identification of strategies to support Sally to develop her social skills and help her to make and maintain friendships. School will then work closely with

mum to put an Individual Support Plan in place. The school may also arrange a Team around the Child meeting to discuss the difficulties that Sally is experiencing. It may be decided that:

- The School Nursing service will provide advice and support around Sally's physical well-being as well as encouraging Sally's mum to take Sally to her G.P. with respect to her ear infections and apparent hearing difficulties. This could result in a referral to the Audiology Department in her local hospital;
- Discussion with Sally's Mum will result in an offer of parenting support, either provided within school or through a parenting course, to offer her strategies to help her when Sally doesn't want to come to school;
- Speech and Language Therapy will provide a programme to help Sally develop her communication skills with activities suggested for both home and school.

The Individual Support Plan will be revised to include all the needs and outcomes for Sally and her mum, ensuring a co-ordinated package of support. Review of the plan will show whether progress on the outcomes agreed is being achieved and ensure that everything that was agreed is happening. This will help Sally to move on to achieving her next set of outcomes.

Sally's mum will have confidence that a coordinated plan is in place and that Sally's needs are being met without the need for a statutory assessment. She will not have to fight for a statutory plan. Sally will make the progress required to ultimately make a successful transition to secondary school.

If there is limited or no progress in some or all areas of the Individual Support Plan, it might be because Sally's needs are more severe and are not fully understood. This may result in the need for a broader SEN Assessment & Support Plan to ensure that all relevant professionals understand the issues for the family and ensure the correct support is being offered. This more intensive support will be achieved without the need for a statutory assessment or plan.

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Children and Education Select Committee



6 March 2019

FAMILY RESILIENCE PHASE 1: CHILDREN'S CENTRES, INCLUDING CONSULTATION RESULTS

Purpose of report: Scrutiny of Services and Budgets

1. To review the transformation business case, consultation feedback and impact on service change.
2. Understanding of the case for change, the expected benefits and how the Council has responded to consultation feedback. To hold decision makers to account for expected financial and non-financial benefits via future scrutiny.

Introduction:

1. Surrey County Council believes that every child in Surrey should have the opportunity to reach their potential and that the best place for children to achieve this is within their own families. Whilst many children will do that without support, some will need help. That might be because of additional needs they have, their family circumstances or problems they are dealing with. We want to help these children, and their families, as soon as we can.
2. We know that we haven't been doing this well enough. Ofsted inspected the Outcomes for Children in Need of Help and Protection in Surrey in 2018 and 2014 and reported these services were 'inadequate'. That means we haven't been keeping some children and families safe and giving them the right help when they need it.
3. We are also facing significant challenges to meet the needs of the most vulnerable children and families, whilst managing very difficult financial decisions. We need to make sure that the money we have makes the biggest difference to the

children and families who need support the most. This means we need to spend less on universal provision and focus our resources on children and families who are more likely to experience poor outcomes without support.

4. We think the best way to do this is by helping families to become more resilient. That means they will be able to cope with change and bounce back when difficult things happen. To support family resilience, we need to change the way we do things and our culture – our values and the way we behave.
5. This will mean changes to a range of services and activities that children, young people and families use at the moment.
6. The service has embarked upon a comprehensive transformation programme involving: restructure of the children's services department to remodel early help, the front door, how we deliver statutory interventions to families and to enable the department to operate within budget. This is largely an internal exercise at this point (with the exception of remodelling the MASH and the early help offer).
7. The critical external focus of the Family Resilience transformation has been the public consultation on the role that we propose Children's Centres will play in the delivery of early help as part new family resilience delivery model. This aspect will be covered in detail in this report.

The transformation programme

8. The **restructure of children's services** is progressing in line with the 'go live' date of 01/04/2019.
9. The restructure of the CFLC Directorate was planned to achieve savings of £8m in 2019/20. As a result of reviews of staffing structures to support the transformed service this has been reduced to £6.3m with alternative savings being identified on contract spend. (see para 14)
10. The first and second phases of the structure have been completed (Directors and Assistant Directors) with the third at Service Manager level currently underway. These phases have resulted in a reduction of 47 budgeted FTE reducing costs by approx. £2.6m in isolation.
11. The final phase of the restructure is currently subject to consultation and is due to close on 18th February.

12. In respect of Family Resilience we have proposed:
 1. A Family Safeguarding Hub and an Early Help Hub to replace the MASH: the Early Help Hub will be co-located with CAMHS, SEND and 0-19 Health.
 2. 22 Family Safeguarding Teams in line with the acclaimed Hertfordshire model.
 3. 15 Targeted Youth Support teams and 8 Safeguarding Adolescent teams to deliver youth justice programmes and contextual safeguarding.
 4. Co-location of disabled children's teams with quadrants
 5. Co-location of fostering teams with quadrants
 6. Locating leaving care teams with looked after children's services in the quadrants.
 7. Locating newly qualified social workers in the main teams with additional support.

13. Whilst these is an imperative to have the structure finalised and in place by 1st April, the real work to transform the culture and practice with the workforce will begin when the structure is finalised. In anticipation of this a number of readiness work streams have been established both internally and with partners, training in motivational interviewing (the cornerstone of family safeguarding) has begun. The DfE is supportive of Surrey County Council implementation of family safeguarding (it plans a national roll out) and ministers are currently considering what that support to Surrey CC may look like.

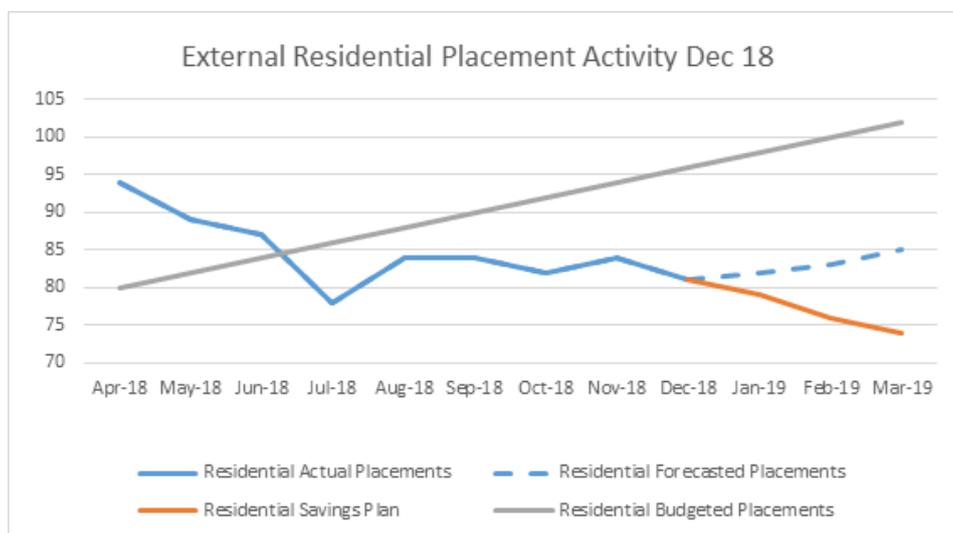
14. Saving to be achieved through scrutiny of contracts with external providers. To date £1m has been identified and achievable in 2019/20 - including £0.5m from the public health Community Providers contract and a 35% reduction in Early Help contracts.

15. Further work is being undertaken to review detailed spend and contract data identifying areas of lower priority or where value for money can be improved.

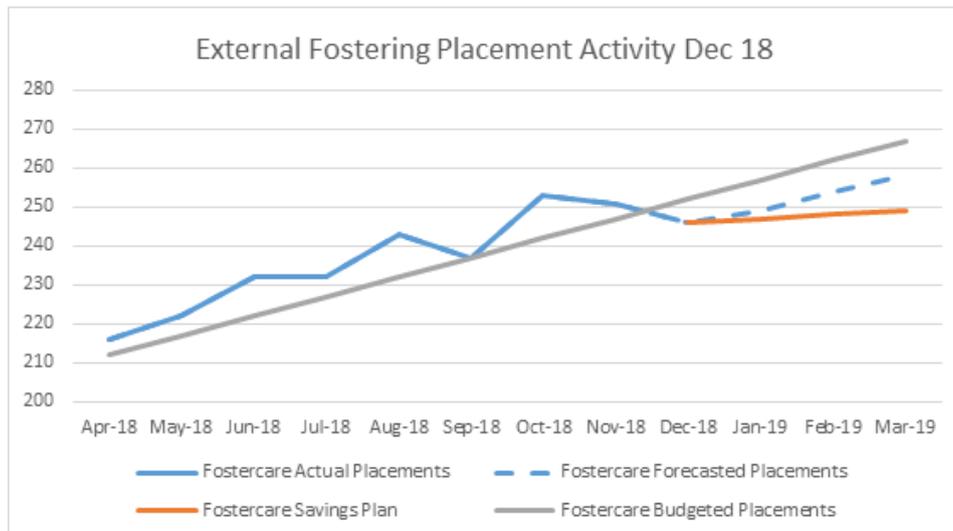
16. **Surrey Children's Academy** launched 17/01/2019. The Academy has 7 faculties and will develop staff at all levels throughout their careers – including those in partner agencies working with children and families.

17. **Savings in the Children's Placements.** The transformation recognised that spend on placements for looked after children did not reflect robust child focused commissioning. A project has been established to enable the service to achieve £10.4 million savings by the end of 2019/20: thus far the project is on track.

18. For external residential placements the plan assumes that there will be 74 placements by the start of April this will continue to reduce gradually during 19/20 to 31 by March 2020. The graph below shows the overall number has reduced since November, there are currently 81. The forecast line is still based on the demand during the last financial year which was a net increase of two placements per month. In recent months this has slowed and if this trend continues there will be lower. The financial impact in 2018/19 is minimal but the key is that the numbers are at 74 from April and continue to reduce during the year. The savings line is a gradual reduction of numbers to get the April 19 starting point.



19. For external fostering placements the plan assumes that there will be 249 open placements by the start of April and numbers will gradually continue to fall to 210 by March 2020. The graph below shows the overall number have reduced since October 2018, there are currently 246; therefore we are ahead of the plan. As with the external residential the forecast line is still based on the demand during the last financial year and at points in this year which was a net increase of five placements per month. Again the savings line is on track for April 19 and allows some scope for new placements.



20. The new Access to Resources Team is now up and running which means a new level of challenge and review is being applied to placements, the benefits we are seeing over the last two months are without this team being fully in place, we should see further improvements.
21. A project manager was appointed two weeks ago to review all of the residential placements. We are reviewing children's needs against their placement and there are plans to end some placements in the next 2 months. All placement costs are also being reviewed in a drive to reduce the unit cost in 19/20. If new demand is contained and the reviews are successful we will be on track with the 74 placements for April 19.
22. There are currently 33 households being assessed to become fostering households; this is the greatest number ever at a single point in time in Surrey.
23. One of the critical factors to our future success is a **joined up early help** offer that focuses on those families where children and young people need quick responses to emerging problems. Our ambition, as part of family resilience, is to have a clearly articulated early help offer for ages 0-19. The first stage in this has been the consultation about Surrey Children's centres and the proposed transformation to 0-11 family centres with a hub and spoke model. The proposal, consultation and response is detailed below.

The New Family Centre Model

24. The Children's Centre Cabinet paper proposed 3 recommendations, these were:

- Endorse the remodelling of the remaining Children's Centres to create Family Centres as part of a wider Family Service to support families with children aged 0-11 that are the most vulnerable.
- Agree to the reduction in number of Children's Centres in Surrey from 58 centres to 21 centres and satellite sites, to be located in areas where children are most likely to experience poor outcomes. At least one main centre in each district and borough supported by the use of satellites, outreach workers and community venues.
- Agree to reduce the number of mobile Family Centres in Surrey from two to one in order to reach areas where there are small numbers of vulnerable children and families.

All 3 recommendations were agreed by Cabinet on the 29th January 2019.

25. The Cabinet report is [available on the council's website](#).

26. The Cabinet paper summarised and responded to the consultation results and are detailed below. Full results from the consultation [are available on the council's website](#).

27. Full results from the consultation [are available on the council's website](#).

Anticipated impact

28. The aim of the transformation is to enable families to receive robust evidenced based help before their difficulties reach statutory threshold, this will mean fewer families in the statutory system.

29. Our use of relationship based practice, our emphasis on working with consent and parental partnership and use of motivational interviewing will result in use enabling families to realise change in how they function.

30. We will know the transformation is having an impact on families when:

- The number of families subject of statutory assessment decreases. This will tell us that early help is making a difference and that the decisions made at the front door are in line with the Children Act 1989 and our 'Effective Family Resilience' levels of need.
 - The number of children who are subject of statutory assessment and who do not go on to receive a statutory service will reduce. This will be an indicator that decisions at the front door are robust.
 - Families will tell us they feel respected, helped and enabled to change: they will have benefited from effective intervention programmes to address risks to children arising from domestic abuse, parental substance misuse and parental mental health.
 - Children will tell us they were heard and understand how their families will be helped to change.
 - Those children who are not able to continue living with their families will have stable placements close to their communities.
31. Hertfordshire has a similar population to Surrey. Evidence from Hertfordshire's implementation of Family Safeguarding has shown for families accessing the intervention:
- 38% increase in school attendance
 - 66% reduction in repeat domestic abuse call outs
 - 53% reduction in A&E attendance by adults
 - 50% reduction in use of care for children
 - 70% reduction in use of Public Law Outline (pre-proceedings)
 - 50% reduction in child protection plans
 - 12.7% repeat referrals
32. The current turnover of staff in some parts of the county presents a real challenge to making and embedding improvements in the experience families will have of Children's Social Care. We know that the reasons staff choose to remain in a service is about the system conditions in which they operate. We anticipate that:
- Caseloads will reduce as the number of families in the statutory system declines.
 - Staff will experience better quality supervision that enables them to reflect on and strengthen their impact on children's lives.

- The robust continued professional development through Surrey Children's Academy will upskill our workforce thus enabling families to change.
 - The high turnover of both agency and permanent staff will reduce.
33. Senior Officers understand that this is a challenging programme of transformation. All officers who are subject of consultation and restructure are understandably anxious about what this means for them and we are in a very unsettled period. We have high expectations that our staff will be able to provide the high quality service children in Surrey deserve
34. Any organisation undergoing this level of change would expect to see a dip in performance. The recent Ofsted Monitoring letter commented on the emerging learning and quality assurance culture which enables senior managers to have a realistic view of front line practice. This is pivotal over the next 6 months as workers move to different teams and develop new ways of working.
35. Each of the Quadrant Assistant Directors has monthly performance meetings with all of their managers to maintain expectations about compliance. We have built in additional capacity for 12 months in the Front Door, in Assessment and in Family Safeguarding to lend resilience as new ways of working with families and with partners begin to embed.
36. Our expectation for 19/20 is that compliance with statutory processes will improve, our recruitment and retention will stabilise and improve. We will subject fewer families to care proceedings that end in Supervision or no order and the number of children subject of child protection plans will reduce. Managers will have a clear understanding of what good looks like and this will be evident through our auditing process. We will know that practitioners are receiving regular supervision and that this is having an impact on all of the above.

<p>Conclusions:</p>

37. **Family Centres.** The suggestions and alternatives put forward in the consultation have been considered together with the Equality Impact Analysis. The suggestions to either keep Centres open as they are now or with reduced hours have been considered. These suggestions however would

increase how much is spent on buildings and leadership rather than supporting vulnerable families and have therefore not been proposed.

38. Charging for services and encouraging volunteers are both aspects of the new delivery model that will be taken forward by individual centres in the future but we will need to ensure that charges are not a barrier for families who need the services and volunteers are used effectively. Neither of these proposals however would prevent the need to close the centres as proposed.
39. The suggestions to increase outreach support and maintain the use of the mobile Children's Centres are being taken forward by keeping the use of one bus and wherever possible increasing the number of outreach workers as the Family Centres are implemented.
40. Pooling resources, working in partnership with other agencies and improving access to information are features of the wider family services improvements and transformation. The new Family Centres will enable and develop local partnership working to meet the needs of the families in communities using the Family Centres and through outreach using community venues.
41. The new model is planned to start from September 2019 achieving a £1m saving in 2019/20 and £3.4m in a full year from 2020/21
42. In respect of the **service transformation**, the timetable is ambitious but it is imperative that the resource is in the right shape so that families can access the right help and support at the right time. The restructure of the CFLC Directorate was planned to achieve savings of £8m in 2019/20. As a result of reviews of staffing structures to support the transformed service this has been reduced to £6.3m with alternative savings being identified on contract spend (see below)
43. The first and second phases of the structure have been completed (Directors and Assistant Directors) with the third at Service Manager level currently underway. These phases have resulted in a reduction of 47 budgeted FTE reducing costs by approx. £2.6m in isolation
44. The final phase of the restructure is currently subject to consultation and is due to close on 4th February for most staff and two weeks later for business support staff.
45. The programmes that are actively seeking to reduce spend through placements are progressing according to plan. Their

success is predicated on greater management oversight leading to increased demand management in concert with enhanced placement commissioning and brokerage.

46. Saving to be achieved through scrutiny of contracts with external providers. To date £1m has been identified and achievable in 2019/20 - including £0.5m from the public health Community Providers contract and a 35% reduction in Early Help contracts. Further work is being undertaken to review detailed spend and contract data identifying areas of lower priority or where value for money can be improved.

Recommendations:

47. The select committee considers the information in this report and offers support and challenge to the service to drive forward improvements for children in Surrey.

Next steps:

48. The Family Centre implementation phase can begin in February following the Cabinet decision and call-in phase. Immediate next steps are:
- **February 2019:** the specification will be issued to providers to confirm which existing providers agree to become the new lead providers in the Districts & Boroughs.
 - **March – April 19:** once this is determined a tender process can begin in the District & Borough areas where there are no agreed proposals for a local solution, to identify a lead provider.
 - **Borough and District individual implementation plans are in development.** There will be different timescales for:
 - D&Bs where a local solution being proposed. It is expected that implementation will be complete in September – October 2019.
 - D&Bs where there are no agreed proposals for a local solution and therefore will go out to tender. It is expected that implementation will be January 2020.
49. In respect of the transformation of the culture and practice in Children's Social Care the immediate priorities are:
- Launch of 'Effective Family Resilience' across the partnership. This is our levels of need and partner

commitment to working together to meet children's needs.

- The safe transition to the new structure 1st April
- Relocation of the front door out of Guildford Police station
- Remodelling of the front door arrangements with a focus on consent and direct advice and support to Surrey Families and our partners.
- Training staff in motivational interviewing.
- Recruitment to partnership positions within the Family Safeguarding model (adult mental health, domestic abuse and substance misuse).
- Continued focus on tight governance in respect of children's placements.
- Increasing our focus on the quality of practice and learning within the service so that we are constantly improving the offer for families in Surrey.

Report contact: Jacquie Burke, Director for Family Resilience and Safeguarding

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Sources/background papers: [List of all documents used in compiling the report, for example previous reports/minutes, letters, legislation, etc.]

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**CHILDREN & EDUCATION SELECT
COMMITTEE**



6 March 2019

**Forward Work Programme and Recommendations &
Actions Tracker**

1. The Committee is asked to review its Forward Work Programme and Recommendations and Actions Tracker.

Recommendations:

- That the Committee reviews its Forward Work Programme and makes suggestions for additions as appropriate.
- That the Committee review the recommendations and actions from previous meetings and check these have been actioned.

Next Steps:

The Committee will review its work programme and recommendations tracker at each of its future meetings.

Report contact: Ross Pike, Committees Business Manager

Contact details: 020 8419 122

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Children and Education Select Committee (Chairman: Kay Hammond, Support Officer: Ross Pike)

Date of Meeting	Scrutiny Topic	Description	Outcome	Method
6 March 2019	SEND Transformation	To review the plans for transformation in Surrey's Special Educational Needs and Disabilities services and to look at the improvement of SEND services based on the points raised in the response to the Written Statement of Action	Assurance gained that the transformation of SEND services addresses the key points of concern raised, while meeting children and young people's needs.	Review of business case
	Family Resilience Phase 1	To review the transformation business case, consultation feedback and impact on service change.	Understanding of the case for change, the expected benefits and how the Council has responded to consultation feedback. To hold decision makers to account for expected financial and non-financial benefits via future scrutiny.	Review of business case
	Children's Services Performance Monitoring	To receive a quarterly update of key performance measures, and highlight areas of sustained downwards trend with a narrative of the service's response.	To have assessed the trend of performance in Children's Services, assured itself that the service is improving sufficiently and at the expected pace.	Review of performance data
26 June 2019	Early Help/Family Resilience Transformation Phase 2	To identify key areas of improvement needed in the current early help offer, and whether the proposed transformed offer will alleviate these areas.	To have assessed the transformation of EH and determine whether the redesigned offer will be able to effectively target children before they enter statutory services and provide effective support and to alleviate key areas of improvement identified in the Ofsted inspection of Children's Services (2018).	Formal report

	Children's Service Performance Improvement	To continue to review the Children's Improvement Plan designed by the Children, Families and Learning Directorate, identify performance trends and determine the effectiveness of the Improvement Plan in improving Performance across the Directorate.	To have assessed the capability of the Improvement Plan to have continued to resolve the identified performance issues and assured itself that the plan is working to improve services at a good rate.	Formal Report
	Impact of the change to Schools Led System	The Council has fundamentally changed how it works with schools and progressed towards a schools led arrangement in delivery and improvement. It is important to understand the impact that this has had on schools and their performance.	To have monitored the progression towards a schools led arrangement and the impact that this has had upon the Council and schools. To have taken into consideration the views of the service and schools on these changes, the risks that this could entail in future and understand the impacts of any potential future changes.	Mid 2019
5 September 2019	Children's Services Performance Monitoring	To receive a quarterly update of key performance measures, and highlight areas of sustained downwards trend with a narrative of the service's response.	To have assessed the trend of performance in Children's Services, assured itself that the service is improving sufficiently and at the expected pace.	Formal report
Future items in Development				
26 June 2019	Children and Adolescent Mental Health Services Re-commissioning	CAMHS in Surrey will be re-commissioned this year under a joint arrangement. The Committee will review plans and options for the future service.	The Committee will be assured of plans to improve the service for Surrey young people and parents/carers.	

TBC	Educational Attainment of Children with Multiple Disadvantages	To explain the causes for current lower educational attainment for disadvantaged children and impacts that this can have on wider wellbeing.	To have assessed the educational attainment for disadvantaged children as a means of identifying potential underlying issues for disadvantaged children and suggest methods to alleviate these	
Task Groups				
March 2019	Out of County Placements Task and Finish Group	To identify the prevalence of out of county placements, whether there are “in house” options and the potential to increase the numbers of placements that are kept within Surrey.	That the Committee understands current levels of provision available for Children’s placements, why they are currently provided as they are, and to suggest options for how to deliver these differently in future.	Membership: Chris Botten Chris Townsend Victoria Young Lesley Steeds
	Learning Disabilities and Transition Task and Finish Group	To scrutinise how the council plans care and support for young people with complex needs as they transition into adulthood, and how future demand will be met.	The review will seek to make recommendations in respect to improving the experience of young people and their families/carers, and to optimise public value for the benefit of the council and Surrey residents.	TBC

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**CHILDREN AND EDUCATION SELECT COMMITTEE
ACTIONS AND RECOMMENDATIONS TRACKER – UPDATED FEBRUARY 2019**

The recommendations tracker allows Board Members to monitor responses, actions and outcomes against their recommendations or requests for further actions. The tracker is updated following each Board. Once an action has been completed, it will be shaded out to indicate that it will be removed from the tracker at the next meeting. The next progress check will highlight to members where actions have not been dealt with.

KEY			
	No Progress Reported	Action In Progress	Action Completed

Date of meeting	Item	Recommendations/ Actions	To	Response	Progress Check On
7 September 2018	Questions & Petitions	That an item of Educational Psychologists (EP) and the issues facing the service regarding recruitment and utilisation of these be brought to the Committee in early 2019.	Democratic Services Officer	This suggested item is currently in scoping	Early 2019

7 September 2018	Surrey Children's Services Academy	That the Cabinet Member ensures that the service works with the Chairman and Vice-Chairman of the Children and Education Select Committee to embed into the development of the business case for the Children's Academy measureable success criteria, including: <ul style="list-style-type: none"> a. Incremental improvement upon the rates of retention of social care staff; b. Improvement and maintenance of professional standards in Children's Services; Which can be used as key performance indicators for the Academy upon start of its operation in early 2019.	Cabinet Member for Children/ Consultant on the Surrey Children's Services Academy Design	An update has been requested from Sheila Norris and will be provided in January 2019	Early 2019
7 September 2018	Children's Services Academy	That the proposed model for the Children's Service Academy be circulated to the Committee before its start of operation in January 2019.	Cabinet Member for Children/ Consultant on the Surrey Children's Services Academy Design	An update has been requested from Sheila Norris and will be provided in January 2019	December 2019
16 November 2018	Surrey Alternative Learning Provision	That the Cabinet Member ensures that the service carefully considers the Primary Sector and Early Intervention as part of its SEND Transformation Programme and that it is mindful of the impact on children and that it considers how best to work with partners, and that this is reported as part of the Transformation Programme Update in Spring 2019.	Vulnerable Learners Strategic Lead/ Cabinet Member for Children	SEND Transformation is an item on this meeting's (March) agenda	June 2019

16 November 2018	Internal Audit Report Initial Health Assessments 17/18	The Committee receive an update from internal audit on the completion of the follow-up audit in 2019 to assure itself that progress has been made on the Management Action Plan agreed to improve IHA quality.	Audit Manager		
16 November 2018	Children's Improvement Plan	<p>That the key indicators are supplied by the Cabinet Member for Children and continue to be regularly reviewed each month and assessed against national performance and quarterly regional benchmarking to assess Surrey in the national and regional context, and:</p> <ol style="list-style-type: none"> 1. That the Chairman and Vice-Chairman of the Committee receive this monthly update, with the Cabinet Member for Children, to consider the detailed performance indicators used. 2. That the Committee receive a quarterly update of key performance measures, and also highlights areas of sustained downwards trend with a narrative of the service's response to this. 	Director of Quality Assurance	<p>Performance updates have been requested for each meeting of the Committee and have been added to the forward plan.</p> <p>The Director of Quality Assurance has agreed that Performance Measures will be shared with the Chairman and Vice-Chairman on a regular basis and that an officer will support understanding of these indicators.</p>	March 2019

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