CHILDREN, FAMILIES, LIFELONG LEARNING AND CULTURE SELECT COMMITTEE



Tuesday, 30 July 2024

#### HOME TO SCHOOL TRAVEL ASSISTANCE UPDATE

#### **Purpose of report:**

The purpose of this report is to provide the Committee with a further update on the Home to School Travel Assistance (H2STA) Improvement Programme undertaken by the Surrey School Travel and Assessment Team (SSTAT) and the current performance of the service provided to children, young people, and families in Surrey. The report sets out a comparison of Key Performance Indicators since June 2023, and an update on the ongoing improvement work to the service and our end-to-end system since December 2023 as well as initiatives to enhance families experience for the school year beginning September 2024. The report also provides an update on the 10 recommendations put forward by Family Voice in their survey findings report in October 2023.

#### Introduction

- Approximately 160,000 pupils attend education settings each day in Surrey. A small proportion (around 7%) qualify for home to school travel assistance. The Home to School Travel Assistance (H2STA) service currently provide travel support to 10,693 children and young people of which 5,291 (49.5%) have additional needs and disabilities (AND). Provision of travel assistance is statutory in certain circumstances, as set out in the Education Act 1996.
- 2. In December 2023 the CFLL Select Committee requested that an update be made available on the service's performance and progress as we approach the summer and put forward accompanying recommendations which are accounted for in this report with an update on their progress.
- 3. A separate report, part of the same agenda, was presented by Family Voice Surrey detailing families' experiences during the summer, accompanied by a detailed survey. This included an additional 12 recommendations (19 actions) on how to improve the customer experience for residents.
- 4. The report will first focus on a summary of the key operational performance indicators followed by a look at the key efficiencies that the Service is working towards over the 2024-25 financial year. We will then provide an update on service improvements further digital innovation and improvements to communications and stakeholder engagement.
- 5. We detail a number of challenges presented over the next few weeks and months as we approach the start of term in September, and as we continue along this current

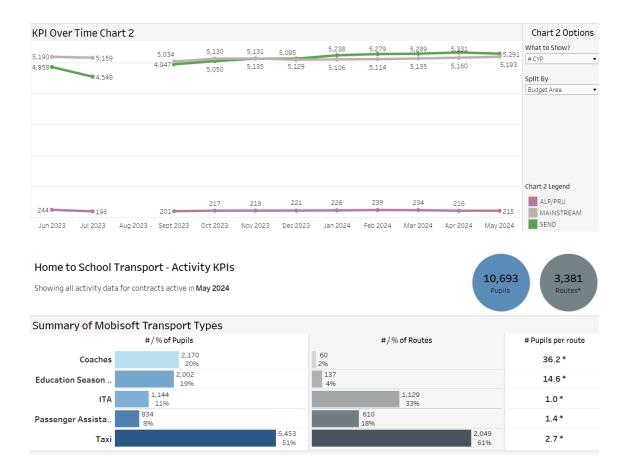
- financial year. Some of the challenges are situated both upstream and downstream but we have captured mitigations.
- 6. Included in the report, found in the appendix, are thoughts and experiences that we have captured from a number of stakeholders that we have engaged with through surveys, including transport operators, families and young people from the ATLAS youth participation group as we continue to centre the thoughts of who we work on behalf of and support.

#### **Data and Reporting**

- 7. Since January 2024 we have implemented a series of changes to our reporting. The service has gone live with a new and improved format of the Commissioning Compendium, the standard reporting tool. The new format of the Commissioning Compendium looks at the performance of the service "end to end", from the management of transport applications through to route review, including elements of user feedback, success stories and identified risks, as well as budget monitoring information. The new reporting format provides senior managers with the data and context necessary to support decision making.
- 8. We have refined reporting to support financial forecasting, including identifying internal movement across transport types and any associated savings.
- 9. Our Tableau dashboard reporting capabilities have evolved over the last 12 months, with more rigorous connection with both our application storage area (Sharepoint) and route planning systems (Mobisoft).

#### **Current Performance and Demand**

- 10. The number of Children and Young People accessing the service has increased by roughly 400 (or 3.8%) over the last 12 months to a current total of 10,693:
  - 5,291 SEND
  - 5,193 Mainstream (CYP who do not hold an EHCP)
  - 215 ALP/PRU (CYP attending Alternative Learning Placements or Pupil Referral Units).
  - There are now 1,144 children and young people (11%) who are travelling to their education settings more independently via the Independent Travel Allowance (ITA), an increase of 18% since June 2023.
- 11. The increase in numbers as a trend is expected to continue in the years ahead when aligning our trends with those within school place planning and Education, Health and Care Plan (EHCP) forecast modelling.



12. As of June 2024, the average cost per annum of a travel arrangement for a child or young person with additional needs and disabilities is £9,283 and is currently significantly higher than that of mainstream at £2,162. These differences increase the time and resource needed by staff from the point of application through to the delivery of transport.

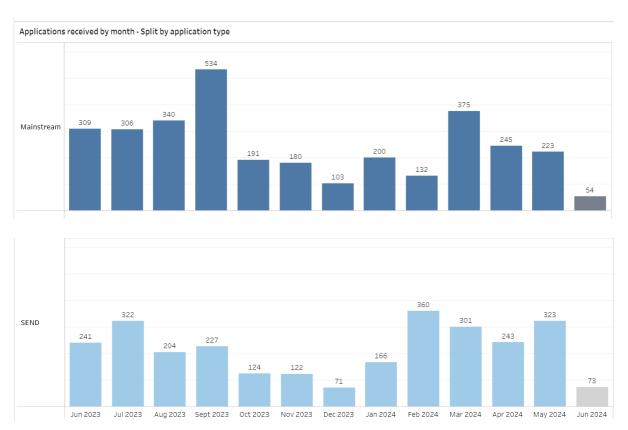
#### **Applications**

- 13. Applications since June 2023 have remained steady with notable surges in mainstream applications between August and October 2023 and a 26.8% increase in mid-year SEND applications in 2024 compared with the same point last year. However, these peaks are in not comparable to the size of the peak in May 2022 (910 applications). We have also extended travel assistance beyond key stage again this year for around 160 children remaining at their special school, further reducing potential demand later in the year.
- 14. The increase in the number of SEND requests are those which are not bound by the annual process for the start of the new academic year in September (in-year travel assistance applications).

2023	2024
351	473

(In-Year SEND applications (Under 16 yrs - up to June 12)

15. Notably, applications are broadly in-line with last year in terms of overall numbers, with further evidence of the proactive communications undertaken in 2023 which led to manageable increases in the spring continuing to breed success.



- 16. The mainstream breakdown above does not include bulk assessment (a process used to review eligibility of mainstream pupils as part of the annual admissions process), which represents a separate process that led to 360 pupils eligible for travel assistance from September 2024. This is a decrease from 2023, where 630 pupils were deemed eligible.
- 17. The drop in eligible numbers is down in part to a streamlining of the bulk process this year, with updated communications issued to all families encouraging them to apply for travel assistance. Along with a reduction in eligible students owing to a review of safe walking routes undertaken, resulting in other appropriate travel routes being identified.
- 18. The bulk process was completed by the 22 March, a further improvement on last year, with eligible families notified during the last week in March.

19. Application timeliness has remained generally consistent over the last 12 months, with an average of 95% of applications being considered within the 20-day standard Service Level Agreement. Reasons as to why application assessments are delayed can be due to a number of factors including complex medical needs requiring further assessment, or an inability to assess an application to a lack of documentation (e.g. the EHCP) where the Team have had to contact colleagues in SEND and update a parent or carer of the progress.



- 20. So far in 2024, application numbers in May increased by 36% compared with January 24. Application eligibility is at 61%, a decrease of 9 percentage points on March 2023. The proportion of applications for pupils with additional needs has returned to 45% after an increase in March following the Key Stage Transfer (KST) placement deadline (February 15).
- 21. The Service has continued with ensuring that timeliness for the assessment of applications for travel assistance has been maintained. April's Children, Families and Lifelong Learning compendium includes a snapshot of key KPIs. In April 2024, 97% of applications were assessed within our 20-day timescales for assessment. This is in spite of an overall increase in in-year numbers where immediate travel is required.

#### **Transport Delivery**

- 22. The monthly Children, Families and Lifelong Learning (CFLL) compendium includes reporting on eligible children and young people awaiting transport for over 10 working days. This measure was introduced last year and accounts for children and young people requiring travel assistance mid-year (outside of September). Currently, the process of gathering data on this KPI is undertaken manually using information provided by our route planning software Mobisoft and added to the monthly CFLL compendium.
- 23. Ongoing developments include a monitoring dashboard for compliance against our service level agreement for in-year and September, which will enable a more efficient

of reporting on the 10-day KPI. The dashboard will also include the total number of arrangements outstanding that are within 10 working days at any one time.

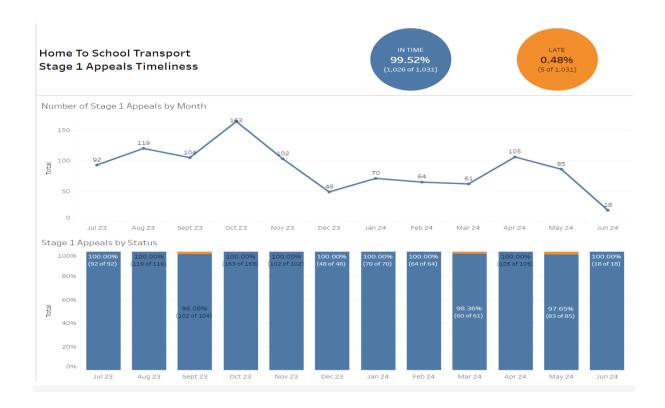
Children and Young People waiting for transport arrangements longer than 10 days. Since inception in the Autumn last year, no families have waited longer than 10 working days for confirmation of their travel arrangements:

Dec '23	Jan '23	Feb '24	Mar '24	Apr'24	May'24	Jun'24
0	0	0	0	0	0	0

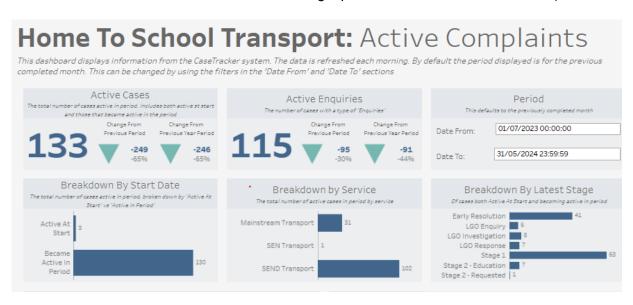
24. The Summer Review of all transport routes and operators commenced towards the end of May, and we have a significant ambition of completing this early that will allow earlier communication to families as well as giving time for applications that we receive during the summer. We have agreed with Family Voice a new transport delivery KPI for families whose CYP are due to start in September 2024.

#### Appeals, enquiries and complaints

- 25. From July 2023 to June 2024, timeliness of issuing stage one appeal outcomes has continued, with an average of between 97% and 100% of outcomes issued within the statutory timeframe of 20 working days. An increase in stage one appeals during September and October coincided with a surge in mainstream travel assistance applications submitted during the summer and into the autumn term 2023.
- 26. The Service is currently experiencing an increase in appeals for discretionary travel assistance (children aged Under 5 and aged 16-19 and 19-25) as we look to align more closely with our current policy while also ensuring that we fulfil our statutory duty and meet the demands for travel assistance for children of statutory school age, remaining mindful of the current budgetary pressure.

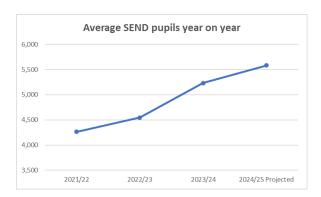


27. From July 23 to June 24, there has been a consistent decrease in the number of complaints and MP enquiries received in comparison to the same period the previous year. On average there has been an 65% decrease in active complaints and a 44% decrease in active enquiries. All have been responded to within timescale (other than in cases where the team were awaiting input from another service/LGSCO).



#### **Financial Position**

- 28. The total net spend for the financial year 2023-24 to date (including costs recovered from other local authorities) was £64,675,000, which is £10,347,000 above budget. The increase in cost is mainly due to an increase in both price and volume. Inflationary prices along with driver shortages and increasing complexity of need has driven up prices. Recovery work on EHCPs has driven up the volumes of SEND pupils on transport, accounting for the volume increase year on year.
- 29. Transport costs continue to rise with increasing numbers of pupils with additional needs. As highlighted earlier, a pupil with additional need costs 8 times more on average than a mainstream pupil. Pupil numbers with additional needs have been growing year on year as shown in the table below;



- 30. 2023/24 saw a sharper increase in pupil numbers following the EHCP recovery work, which is now drawing to a close. 2024/25 is projected to see continued growth in SEND pupils, projecting to end the year with 5,750 pupils compared to 5,525 at the start of the year.
- 31. The forecast position for 2024/25 projects a £7.4m overspend, with a further £2.5m risk. This reflects a multitude of factors, including growth in pupil numbers exceeding the assumptions applied at the time of budget setting. Continued increases in rates, partially driven from the increased average distance being travelled and from a worsening mix in transport type with increased use of solo taxi's.
- 32. Blind bidding was introduced in January 2024 and is having a positive impact on actual rates being paid, but this may be being offset by continued new routes at greater distances in solo taxi's. Work continues to analyse the data to get to a clear understanding of the position.
- 33. The forecast projections assumes the sufficiency strategy for SEND placements will meet a large proportion of demand within Surrey and assist the H2STA budgets by reducing demands on transport need. Continued work on efficiencies across numerous programmes at improving the transport type by promoting personal budgets where possible, or independent transport arrangements.
- 34. The Authority has seen a steady increase in rates paid to transport operators for both shared and solo taxis. The average shared taxi rate in June 2023 was £46 per day, which has risen to £51 in March 2024 and the end of the financial year. The average solo taxi rate has increased from £133 per day in June 2023 to £150 in March 2024, partially attributed to increased distances being travelled. We are continuing our investigations into average distances and mileage compared with last year for a complete picture.

# H2STA - Taxi analysis - rates paid

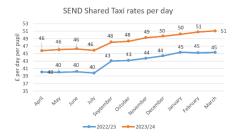


Shared taxi arrangements are similar to the solo taxi arrangements with steadily increasing rates. The jump in rates in September has not been as dramatic as in the prior year, but still reflecting a 4.3% increase.

The Graph shows the steadily increasing rates paid for solo taxi's as explained earlier. The trends year on year show a level of consistency, with a step change seen in September for the new contracts being entered into and the ability of the market to dictate the price.

Average rates increased by 10.6% in September alone.

Rate increases appear to be slowing from January, blind bidding was introduced in the dynamic purchasing system in Jan 24 to drive competition.





The slides below represent actual outturn for 2023-24 of transport spend and comparison figures.

# The 2023/24 outturn for H2STA was £64,665k, £10,325k adverse to budget. £54,667k of the spend relates to SEND (85%), an increase of £12,612k from 2022/23 (30%) £45,988k relates to SEND taxi's, 71% of total H2STA spend. Number of EHCP's maintained by Surrey EHCP's Mar-24 Mar-23 Movement % Movement Numbers maintained 14,770 13,146 1,624 12.4% Number of SEND pupils on transport SEND transport Mar-24 Mar-23 Movement % Movement Numbers transported 5,525 5008 517 10.3%



#### **H2STA SEND breakdown**

Total spend £000's	2023/24	2022/23	Movement	% Movement
Taxi's Solo	13,756	10,186	3,570	35.0%
Taxi's shared	32,231	27,070	5,162	19.1%
Coaches	57	42	15	35.0%
Passenger Assist	5,743	4,494	1,249	27.8%
ITA	2,780	1,444	1,336	92.5%
Railcards	100	51	49	95.6%
Total	54 667	43 786	11 381	26.3%

The chart shows the main increase in spend in year is in taxi's, with increases seen across all transport types.
Independent travel allowances has seen the largest increase of 92.5%



The increase in pupils spread across the transport types shows the drive to ITA's being a more cost-effective methods of transport, with 59% of SEND pupil growth being met through an ITA.

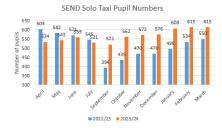
Average pupil numbers	2023/24	2022/23	Movement	% Movement
Taxi's Solo	625	512	113	22.1%
Taxi's shared	3,693	3,504	189	5.4%
Coaches	37	31	6	20.9%
Passenger Assist	772	724	48	6.6%
ITA	883	605	278	45.9%
Railcards	75	43	32	74.1%
Total	5,231	4,639	473	10.2%

Note, pupils may have multiple transport types dependent on the circumstance, i.e. shared transport for school but solo arrangement for therapy, therefore the sum of pupils will not equal the tota SEND pupils

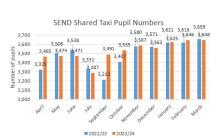
Average rates per day £	2023/24	2022/23	Movement	% Movement
Taxi's Solo	£137.71	£120.06	£17.65	14.7%
Taxi's shared	£48.14	£42.74	£5.40	12.6%
Coaches	£8.69	£7.43	£1.26	16.9%
Passenger Assist	£46.43	£31.89	£14.54	45.6%
ITA	£16.67	£15.59	£1.08	7.0%
Railcards	£6.37	£6.03	£0.34	5.7%
Total	£58.16	£51.79	£6.37	12.3%

Rates have increased significantly across all transport types, reflecting inflation, negotiation of 3 year contracts, lack of market competition in places, driver shortages, promoting the green agenda, increase in miles per journey and increasing complexity of need.

## H2STA - Taxi analysis - pupil numbers

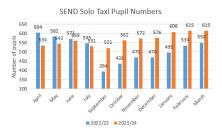


The Graph shows the increasing numbers in solo taxi's, with trends in 2023/24 not following prior year trends. This is in part due to the H2STA team addressing referrals into the team in a timelier manner.



Shared taxi arrangements are similar to the solo taxi arrangements in that the trend line has not followed prior year trends, again due to the improved response to referrals into the team.

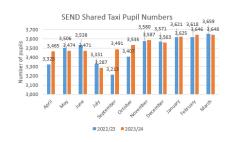
## **H2STA - Taxi analysis - pupil numbers**



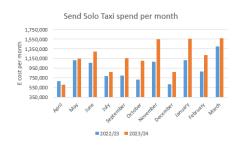
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# **H2STA – Taxi analysis – Spend**



Shared taxi arrangements are similar to the solo taxi arrangements showing increase in spend on a monthly basis. It is clear spend has significantly increased month on month against the prior year. Monthly spend varies significantly with the number of academic days in a month.

Spend reflecting both the increase in pupils being transported on average 7.7% up on 2022/23 and price increases of 28.2% higher than prior year It also needs recognising 2022/23 had an additional bank holiday.





In terms of spend on taxis, while pupil numbers have risen by 3.8% over the last 12 months (where the Council provides travel assistance for an additional 400 children and young people), taxi costs have risen by 28.2% in total.

#### **Efficiencies**

- 35. Whilst the budget remains a challenge, cost avoidance or savings made in the financial year 2023-24 amounted to £2.8m.
- 36. From May this year, monthly meetings have been set up with colleagues from Finance and Analysis and Evaluation to map and monitor how the Team is progressing with

identified efficiencies. The first meeting was held in April. A Terms of Reference has been developed which details the agreed method for calculating savings and cost avoidance, available at the end of this report.

Target area	Aim	Progress			
Post-16	Increase allocation of the ITA and more robust eligibility process to reduce taxi cohort	Post-16 project underway, more robust eligibility mechanism in place and only offering an ITA to Year 11 transition students.			
Personal Travel Budgets	Shift families off of taxis on to higher rate PTB	Current saving of £830,000 since September 2023 from 41 families accepting a PTB			
Sole Providers	Shifting to one provider per education setting in some circumstances. Improving service quality and reducing cost with an emphasis on less solo arrangements by introducing a set cost per mile.	Bids received across 5 different schools. Analysis underway to evaluate the costs prior to award of contract for September 2024 start.			
Under 5s	Reduce the number of Under 5s accessing travel assistance:  Currently 165 children under the age of 5 are being transported on solo taxis.  56% of which are on solos with PA's.	More robust decision- making around eligibility, with a separate parameters document in place to ensure we are fair when considering stage one travel appeals.			
Blind bidding	Implement pilot process where transport operators cannot see other bids for the same route	Full year projection - £600,000 saving so far. Further 183 routes due to be optimised this summer.			
Alternative Learning Placements	Reduce current high cost taxi burden	Engagement ALP providers in order to encourage more students to access their			

placements transport	via	public
'		

# Benchmarking with CCN members (Out-turn net expenditure on SEND transport for eligible pupils in 2022-23).

37. The County Council Network's (CCN) report, issued in November 2023 builds on the established national picture of spiralling H2ST costs and illustrates the national challenges facing local authorities coalescing around a number of similar and competing demands including an increase in the numbers of children and young people with additional needs and disabilities who hold an EHCP by 50% from 105,000 in 2015 to 230,000 in 2023.

LA	Number of SEND CYP receiving transport	Yearly spend on SEND transport (financial year 2022-23)		
Staffordshire	2,715	£25,000,000		
Hampshire	3,131	£33,438,839		
Kent	7,675	£57,636,965		
Devon	2,316	£25,095,802		
Surrey	5,291	£54,667,000		

Figure 6-1 shows that English counties, English rural unitary authorities, English urban unitary authorities and Scottish authorities have all seen increased costs per pupil.

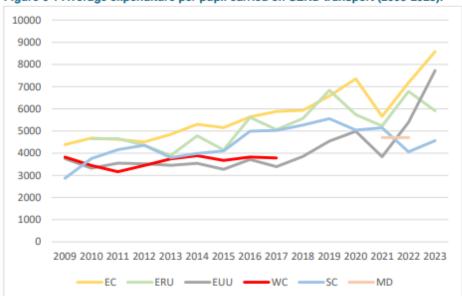


Figure 6-1 Average expenditure per pupil carried on SEND transport (2009-2023).

#### (ATCO Survey 2023)

38. We have been in discussion with several local authorities to share best practice and discuss their budget positions. The ATCO (Association of Transport Coordination) is a rich resource as well as a cathartic platform for information and testing market strategies. The Service hosted the regional meeting this year as well as attended the half yearly conference. Further information is shared on the ATCO PT Survey Report 2023 (see sources and background information at the foot of this report).

#### **EHCP Recovery Plan**

- 39. A comprehensive multi-agency recovery plan has been underway with the objective of 60% of Education, Health and Care Assessments (EHCNAs) being completed within the statutory timeframe of 20 weeks, by the end of May 2024. This target surpasses the national timeliness percentage and aligns closely with the 2021 performance.
- 40. The recovery plan was in response to a dip in timeliness and the development of a backlog of overdue EHCNAs as a result of a shortage of available educational psychologists who are required to provide advice as part of the EHCNA process and reduced SEND service staffing.
- 41. A £15 million investment was allocated for Special Educational Needs (SEN), Educational Psychology (EP), and early intervention capacity over a three-year period. This enabled the enhancement of resources to complete overdue assessments and ensure timely assessments for children with higher risks.
- 42. The plan encompasses three key objectives:

#### Reducing Long Waiting Times:

 To complete the EHC needs assessments for all children, young people, families, and schools who have been waiting longer than the statutory timescales as soon as practically possible.

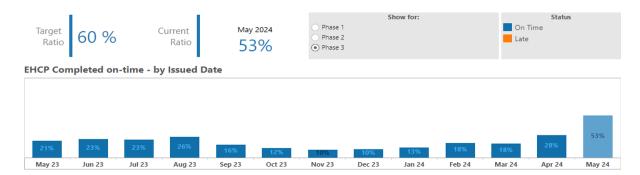
#### Better Support While Waiting:

 To support children, young people, families, and schools as effectively as possible whilst they are having to wait longer than they should.

#### Securing a Sustainable Service Model:

- The goal is to restore a sustainable service quickly, ensuring that the majority of EHC needs assessments are completed within statutory timescales, beginning with achieving a 60% rate and ultimately striving for 100%.
- 43. The impact of the recovery plan to date has been:
  - The backlog of overdue educational psychology statutory advice has been cleared.
  - Over 1000 EHCPs have been issued between March 2024 and May 2024.
  - We have improved from 10% if EHCPs being issued on time in November 2023 to 53% May 2024.
  - In the last week of May we issued 74% of plans on time.
- 44. We anticipate EHCP timeliness remaining at around 60% of plans being issued on time in June, before seeing further improvements from July. We have already issued 68% of the plans due in June on time (as of 11<sup>th</sup> June).

Figure y – Timeliness of EHCPs by month in which plan issued



45. The recovery plan has meant that a large number of EHCPs have been issued this year which has led to an anticipated demand for transport.

#### Modelling demand for H2STA

- 46. The link between the number of EHCPs maintained by the local authority and the number of young people requiring transport arrangements is well established, as 85% of the H2STA spend is on young people with AND.
- 47. On this basis, work is currently underway to develop an in-house model looking at projecting the number of CYP on an EHCP. The model is being set up to look not only at the overall number of plans, but also at the type of need and expected destination of young people on a plan (in terms of placement type), based on historical data on placement moves within and outside of key stage transfer.
- 48. The model is a probabilistic model, in that it is built by assigning to individual CYP on a plan a probability score in terms of whether they might move placement and their likely destination. The probability score is calculated based on historical data about cases with the same need and placement type. The model is run for a set number of instances (usually one thousand), which returns brackets of values for the overall number of EHCPs Surrey can expect to be maintaining and for each of the placement sub-categories. Each bracket is formed of a top value (maximum number of CYP in that category across all instances of the model), a bottom value (minimum number of CYP in that category across all instances of the model), and average value (sitting between minimum and maximum and showing the number of placements deemed most likely to occur by the model).
- 49. The model is currently being finalised, and it is expected to be operational at the end of June 2024.
- 50. Data from the EHCP model is then going to be used for the development of a dependent H2ST demand model, which will triangulate the values produced by the EHCP model with the expected rate of CYP accessing H2STA support for each placement category to produce a top, bottom and average value in terms of the number of young people expected to access H2STA transport arrangements.

- 51. Finally, average spend for each placement category will be adjusted to expected inflation and will be brought into the model to produce a financial forecast of spend, again returning a three-point projection as described above.
- 52. It is crucial to highlight that while models of the type described above are important planning tools and are crucial in the development of strategies and budgets, they cannot take into account unforeseen circumstances such as sudden developments in the market, changes in statutory duties and policy, or inflationary pressures beyond the nationally expected picture, and they are therefore to be taken as useful guidance based on the available knowledge at the time of development. Any changes in the circumstances surrounding the service that might impact on the number of CYP accessing the service, the type of service being offered, or the cost of the service, will need to be carefully monitored and used to progressively develop the financial forecast accordingly.

#### **Improvement Plan Update**

#### 5-16 statutory school age policy

- 53. The Council is refreshing the Home to School Travel Assistance (H2S TA) policy in a number of key areas. In doing so we will proactively engage with parents, carers, schools and colleges and other stakeholders. The policy will help align the Authority's commitment to moving away from an offer of school transport to a travel assistance model, with an increased focus on sustainability and Surrey's green agenda. Moving forward, the Council wants to focus on:
  - Updating the Council's School Transport Policy to reflect current national guidance which was issued in June 2023, and ensure that the language we use to define travel assistance is also in-line with other Local Authorities.
  - Personal Travel Budgets (PTBs) to replace Independent Travel Allowances (ITA's) and to available to families where a child or young person's needs or circumstances mean that suitable transport is difficult to find, or not available at all, in the local operator market.
  - Enforcing eligibility parameters around the implications for travel assistance
    when a family does not their nearest geographical school when a family
    applies for a school place, ensuring that we are aligned with national
    guidance.
  - Updated the guidance to reflect the sometimes bespoke and complex nature of packages of provision that the Council is increasingly agreeing Education Other Than At School (EOTAS) and what travel assistance we would provide for eligible children and young people. We will consider these requests on an individual basis.
  - Guidance on our approach to dual placements has not changed from the travel assistance policy issued in April 2022.
- 54. We are working with SCC's Residence Intelligence Unit to ensure that we communicate effectively with families who may be affected by the refreshed policy

and target messaging accordingly. The Community Engagement Plan will ensure that we communicate with stakeholders who may be potentially affected by the updated policy in a more nuanced fashion than via a blanket consultation.

#### Post-16 (16-25) Policy Statement

- 55. An updated post-16 statement was issued on the 4 April 2024 and included a number of updates from 2023:
  - We have amended the 1<sup>st</sup> term (Autumn) payment due date for the post-16 contribution, where local authorities can levy a charge for 16-19 travel assistance. We have added in the policy statement that any transport arrangements may be withdrawn if the 1<sup>st</sup> term's payment hasn't been submitted by the start of term in September.
  - While we will, in exceptional circumstances, continue to provide travel assistance in the form of contracted transport (private hire vehicles such as taxis and minibuses), we have removed reference to 'taxi' from the statement as we continue to prioritise the independent travel allowance and public transport as the main discretionary travel solution.

#### **Communications**

- 56. Building on the improvements to messaging last year, there is now one point of contact within the management team to oversee all large communication pieces that are issued. Our communications plan has been developed further to unify messaging across the four main teams within the SSTAT.
- 57. Feedback from Family Voice in October 2023 pointed to a number of families receiving confirmation of travel arrangements much closer to the start of the autumn term in September than previously anticipated. This was partly driven by the SSTAT arranging travel arrangements for children whose applications were submitted late in the summer (August) causing a number of reviews of schools with high numbers of travel routes being finalised late.
- 58. This year, we have worked with Family Voice, and listened to feedback, paying particular attention to the travel assistance survey issued in October 2023. Our approach to the review this year and the associated communications has changed along with how we prioritise requests for travel assistance.
- 59. This year, for children and young people starting their school or other education settings in September 2024, we will provide confirmation of travel arrangements to all eligible families who have submitted an application for travel assistance up to seven days before the start of term if a family has applied for travel assistance before the 31 July. Whereas the information provided to families has been automated, the gathering of this data will continue to be a manual collation exercise until a Tableau dashboard has been implemented which is still in development by colleagues in Analysis and Evaluation.
- 60. For applications that are submitted in August, travel assistance in the form of contracted transport will not be in-place for the start of term. The LA will offer an interim travel allowance, and we will start considering arrangements for eligible children and

young people whose families have applied in August after term starts. In 2023, we received 114 requests for travel arrangements in August for children with additional needs and disabilities. It is difficult to project the number that the Service will receive this year, but we will target our messaging to ensure that eligible families affected will be kept up to date with developments.

#### 61. Our messaging around this has included:

- The Key Stage Transfer letters issued with a child's final Education, Health and Care Plan.
- The application auto-responses that are issued with eligible applications.
- The travel assistance operational guide.
- The SSTAT website pages, which now includes Under 16 and Post-16 FAQs.
- A service updates webpage providing key updates and information.
- The Parent Guide jointly developed with Family Voice which will be reissued this summer with the updated Travel Assistance Policy.
- The planned creation of a 'how to guide' for eligibility and travel assistance appeals.

#### Surveys and stakeholder engagement

62. We have continued our plans for further engagement with families and since December have focused more on targeted surveying. The aim is to capture the sentiments of specific areas of development and improvements.

#### So far this year we have:

- Issued a survey to families who currently receive a Personal Travel Budget as part of the pilot programme.
- Issued a survey to families who currently receive the post-16 travel allowance, to capture the views since we increased the allocation of the allowance since September 2022.
- Created a general feedback form where families who have recently can provide feedback.
- Held two transport operator forums in April with transport providers and issued two surveys, a general survey and a survey relating to usage of the ADAM Dynamic Purchasing System (DPS).
- Held an initial meeting with the ATLAS group, discussing their personal travel requirements, along with how we could further improve the travel offer (both funded and non-funded) across SCC.

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2024 Survevs	Jan	Feb	Mar	Apr	Mav	Jun	Jul	Aua	Sep	Oct	Nov	Dec
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Personal Travel Budgets						
General feedback - external						
Operators						
P16 Independent travel allowance						
Family Voice - Joint survey SEND						
Eligible families - Mainstream						
Department health Checks - internal						
General feedback - internal						
Communication from Service						
Youth participation Group - tbc						
Schools - tbc						
Internal learning review from complaints & appeals						
Composing Survey						
Survey Live						

Appendix A details the survey feedback from the following:

Review & analyse data

- Operator forumPost-16 ITA survey
- General feedback form
- Personal Travel Budgets

#### Family Voice – response to recommendations

63. Progress that the Service has made in implementing the 8 recommendations proposed by Family Voice and supported by Select Committee is outlined below, and includes feedback that the group received from families who engaged with the SSTAT during 2023, in particular during the summer in anticipation of the start of the academic year in September.

	Recommendation	Status	Update
1.	Family Voice: To have a clear and robust roadmap of how the current application/assessment and delivery processes are going to be significantly changed to ensure that families are not:  • Left without transport at the start of term.  • That families are given a fair and timely decision.  • That families have regular communication and updates throughout the process at different stages of the year.  • That families are given clear and consistent information about the specific transport arrangements at least 7 days before the start of term so that they can prepare their child or young person.	Complete	Communication remains a high priority for the team, a full review of how we communicate to our families and carers, internal partners and key stakeholders has been undertaken and a schedule has been created to identify the services key activities. We have a working document that holds the services key activity along with a quick reference sheet that will be shared internally to support this.  Automation has been further developed this year with easier notification for operators, schools and families through our Mobisoft system.  The Summer Review has already started, and we have a significant ambition of completing this early that will allow earlier communication to families as well as giving time for application that we receive during the summer.
2.	Family Voice: To have a robust communication process which should include a central one point of contact email address and telephone number that parents can contact the transport team on.	Ongoing	We use the Online Enquiry form to channel all our communications. This clearly stated that we aim to respond within 5 working days, unless it is a safeguarding, incident, or accident report, in which case we will respond to you as a matter of urgency.  Home to school enquiry - Surrey County Council (surreycc.gov.uk)  Telephone contact can be made via our Contact Centre on - 0300 200 1004, these lines are open 9am-5pm Monday to Friday. The teamwork from a 'live' call back sheet and aim to respond with a call back in 24 hours. This may be adjusted during peak periods and will be communicated to the caller to manage their expectations.  We have developed a family journey roadmap (Appendix B) which we are aiming to loop in with the communications review that colleagues in SEND and Customer Relations are undertaking in an effort to map a families' start-to-end journey, and where teams and services intersect.  A high-level communications plan for the Service is included in Appendix B and covers the various comms points across the teams within the SSTAT  Appendix B also includes a table of key communication points and our method for engaging with families.
3.	Family Voice: To have a clear and transparent information available to families about the training and safeguarding checks drivers receive prior to driving children. This should also detail refresher training and checks  A clear and transparent process of how to report concerns about drivers or PA's or incidents with other children and the process that follows this. This should include clear timescales and how to escalate if this is not followed.  Clear steps and guidance on measures to keep children safe to include;  Car seats	Ongoing	Our operational guide was launched in April we have included a section on our service standards. Here we detail that all Surrey County Councils contracted drivers and PA's must carry authorised ID badges which include Enhanced DBS Disclosure and additional checks, a parent, carer, educational setting can ask to view this at any time.  All drivers and PAs will undertake Safeguarding training prior to their badges being issued. They will then undergo further Safeguarding and Disability Awareness training as soon as possible and within the first year of service. This information is available within the Parent Guide and is part of the ongoing review of our web pages.

- · Drivers use of mobile phones
- Seatbelts
- Information about a child passed to the driver

To implement a safeguarding contact line that parent carers and schools can report urgent safeguarding concerns about transport (driver or other occupants) These concerns should be responded to within 24 hours and dealt within 5 working days depending on the level of risk. Guidance should be put together to demonstrate how parents and carers and schools will be kept up to date and the process they will follow.

Our teams take safeguarding and allegations extremely seriously and will work with the families, educational settings, and operators to ensure measures are put in place to support the pupil and address the situation in a timely manner

In terms of initial screening and action: we automatically suspend both the driver and/or PA (they are removed from the route and from all of our existing contracts). This we consider is an immediate removal of risk and therefore dealt with quickly. We also notify the family submitting the concern.

Investigations can take longer if a full investigation (involving disciplinary hearings) however in the 1<sup>st</sup> instance, the above action still applies.

We have started to regularly meet with schools, operator and school collaboration is being developed. We are also developing operator quality by offering several Sole Provider contracts building even better relationships between school, family and operator. A dedicated phone line for Operators is in place to report any safeguarding concerns. This is manned by the SSTAT Delivery and Contract and Control Teams between the hours of 7.30 - 17.30 (termtime) and 9.00-17.00 (during holidays).

We are reviewing the viability of opening a phone line to report incidents, mindful of its intended purpose to ensure that only concerns deemed severe are raised. While we do not currently operate an official 'RAG' rating, we can continue reviewing our incident logging processes.

Attached in Appendix C are the following:

Code of Conduct

Suitability Policy

Code of Practice for Allegations, Complaints and Safeguarding Concerns.

4. Family Voice: To develop a robust process where SEND, Admissions and transport work together and communicate effectively to ensure the experience for the family is joined up and seamless journey.

This should include journey times being factored

into placement decisions and communicated with

the transport team at the earliest opportunity.

Ongoing as part of SEN Recovery Plan We continue to work with our colleagues across SEND and admissions and attend key meetings to ensure we are included earlier in conversations and that Transport is a consideration.

Working with our colleagues within Analytics is supporting the timeliness of sharing information which is helping to support the SST&AT to schedule in work and prepare for future weeks / months. This will continue to build as we approach our busier period.

Training regarding Travel assistance has been developed and is in the process of being uploaded to our online training portal and will be mandatory for all SEN case workers to undertake. This will help to educate workers of the transport process, our statutory duties, and processes that we adhere to within the service.

5. Family Voice: To have clear guidance on how you intend to adhere to the recommended statutory timescales (max journey of 45 mins for primary and max 75 mins for secondary) whenever possible, and assurance that these times won't be exceeded by adding too many children to a route.

Completed Review and Ongoing monitoring Routes continue to be planned, supporting statutory timescales, with the planning software we have available to us.

This should include journey times being factored into placement decisions and communicated with the transport team at the earliest opportunity.

We continue to work with families, educational settings, and operators to provide us with feedback on journey times and where timescales have been exceeded and a review will be undertaken. Consideration is taken to outside influences such as road works, traffic congestion, weather conditions, loading and unloading of passengers etc. All concerns

6.	Information should be readily available to families about what to do in the instance that the child's driver changes suddenly or frequently.  This should include:  What should happen if there are changes.  How should changes be communicated to	Complete	raised are dealt with in a timely manner to provide alternative solutions where appropriate.  We continue to monitor this carefully as our data and information systems improve.  Where possible for existing passengers who access their educational settings via contracted transport, where possible, transport will be the same or similar. There will be occasions where we will need to change a service, or where arrangements may change.  It is the responsibility of the operator if there are any
	<ul> <li>families (by who and within what timescales)</li> <li>What to do if there are frequent changes</li> <li>How to escalate concerns or request a change</li> </ul>		changes to transport to families and SST&AT. This information to families is contained in the new Operational Guide.
7.	Initiate a working party to ensure that children accessing alternative provision or EOTAS have transport in place this will ensure children who are receiving this type of provision are able to attend their education setting and receive the education they are entitled to without unnecessary delays. (Explore ITA's, SEND team budget, who is responsible)	Complete	We have approached the review of how we assess and delivery travel solutions to our Alternative Learning Placements (ALPs) by engaging with both the operational SEND teams and through a consultation process which was set up for the provisions themselves. We have identified several inconsistencies with the existing process which escalated over time due to little oversight of the process, from the assessment of eligibility through to the type of travel assistance agreed and put in place. Through this review, and to improve the consistency of decision-making, we have provided clarity on circumstances where travel assistance is provided and instances where the Authority will not provide it. Discussions with the operational teams and provision have now been complete and a new framework has been agreed which has now been introduced.
8.	To have preparation for adulthood in mind for all young people and ensure families are aware of the independent travel training offer and can consider this for their young person where appropriate. To look at existing public transport routes and commission more routes to enable young people to travel independently if they are able to.	Complete	Independent travel training (ITT) remains a key focus as a travel assistance offering. Training has been developed for the team at the point of eligibility to see if ITT would be a suitable offering. Conversations are starting earlier with families around suitability along with access to public transport links to support the requirement for the pupil.  We recently launched an online self-referral form which was sign posted in a recent communication piece sent to our year 10 & 11 cohort. Please follow this link to the self-referral form Independent Travel Training self-referral - Surrey County Council (surreycc.gov.uk).  We continue to work with our colleagues from Surrey Choices to help promote this offering and hope to gain some further insight from our colleagues within the Youth Participation Group on how this offering is perceived by young people and how they might be able to help us in driving this offering forward.

#### Join up of SEND and H2ST Processes

64. Reassuring families that they are aware of the key points regarding travel assistance is an ongoing aim and we are encouraged that the SEND end-to-end review will establish learning around decision-making and highlight the key communication points where families and the Authority intersect. This will enable guidance relating to travel assistance to be communicated earlier and frequently during the assessment and Key Stage Transfer process, in-light of the Council's vision for children and young people to be educated closer to home, with plans around the increase in school places,

#### Post-16

65. We have attended a number of Post-16 Commissioning Panels and provided prospective travel assistance costs where requested. We have also engaged with Commissioning colleagues on a number of placements with a potential high travel cost.

#### **Under 5 Assessments**

66. We have been liaising with colleagues in Early Years and Commissioning and it is recognised that for Key Stage Transfer 2025, decisions around placements will require input from the SSTAT, particularly in respect of travel costs.

#### **Future plans**

- Continued input into the SEND End-to-End review.
- Wider representation at decision-making panels, providing travel costs to influence placement decisions.
- Termly meetings with SEND Area Managers

#### **Program of works**

67. While the H2ST Oversight Board concluded in September 2023, the Service has continued on its improvement journey with a program of works monitoring the longer-term objectives from the Learning Review in November 2022. This is a continuation of the significant change programme that we anticipate will run until September 2025. The majority of our initiatives will continue to evolve as part of our continual improvement approach and learning framework.

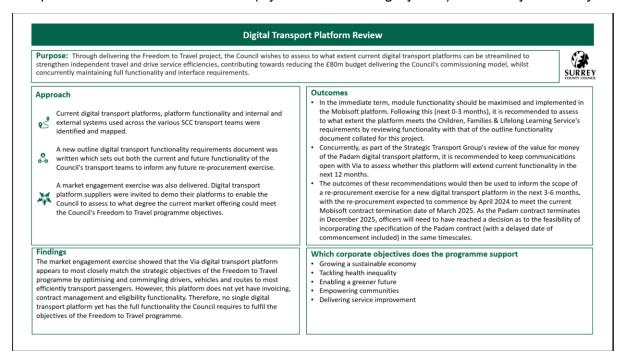
	Area of work	Status	Update
1.	Travel Assistance Policies	Partially complete	Post-16 statement issued April 2024. Statutory school age policy refresh due late summer.
2.	Route planning system review	Complete	Undertaken by Freedom to Travel working with external consultants Peopletoo.
3.	Operational Guide	Complete	Issued to families who are eligible for transport in the form of contracted vehicles (taxi, minibus), starting their placements either mid-year or September 2024 and beyond.
4.	Mandatory training for SEND colleagues	Modules complete (launch due July 2024)	Produced Olive training for SEND colleagues and other internal staff where appropriate.
5.	Under 16 application form	Ongoing	Designed and being built by colleagues in IT&D. Improved automation of outcomes, shorter form for families and quicker assessments.
6.	Parent Guide with Family Voice	In progress	Due to be reissued mid-June
7.	Schools Guide	Ongoing	Includes general transport guidance and expectations around travel for schools and colleges.
8.	Further automation	Not started	Improving the efficiency of communications from transport officers to families awaiting travel arrangements for September 2024
9.	Self-serve exploration	Ongoing	Explore the option of introducing a self-service/application and appeals portal for families to improve automation and reduce customer contact and enquiries
10.	Independent Travel Training	Partially complete	Agreement to extend the current ITT contract by a further year while working with Freedom to Travel on a long-term plan for the provision.
11.	How-to guides	Not started	To aid understanding of both eligibility and appeals for families.
12.	Up-front offering of a PTB	Ongoing	Providing eligible families with an up-front calculation of the PB amount they would be eligible for, with increased marketing around the scheme.

#### Route planning review and market testing

**68.** In response to recommendation 5 from Select Committee held in December, aligning with the original proposal, Freedom to Travel, working with an external consultancy firm (Peopletoo) undertook a program of works between October 2023 and December 2023 which included a full review of required functionality for route planning, a review of alternative market providers and identification of a number of modules and features within Mobisoft which are available which SCC are not utilising.

- 69. A key recommendation is that "SCC reviews and improves current contract management practices to maximise officers using the full range of module functionality from the Mobisoft platform."
- 70. Freedom to Travel have also undertaken a high-level project to map out key systems and interfaces. In the interim, they have been working with the Service to implement a number of key service and operational enhancements including Active Travel and Independent Travel Training.

A separate review of the ADAM DPS (Dynamic Purchasing System) is currently underway.



# 71. Challenges and Risks

We have outlined what we feel are challenges facing the Service as we approach the summer holiday and into the autumn term.

Risk arising around:	Impact	Likelih' d	Mitigations	Owner
<ul> <li>Upstream Pressures: sub-categories likely to impact H2STA service are as follows (c. 35% of SEN CYP require travel assistance):</li> <li>Large numbers of CYPs currently under assessment for EHCP</li> <li>Phase 1 of the SEN Recovery plan is currently seeing SEND demand move into H2STA earlier than we had anticipated.</li> <li>Phase 2 will result in a significant volume of applications moving through the system earlier than our trajectory modelling had profiled This will materially impact in-year and the MTFS.</li> <li>Tribunal cases and further new cases will continue to enter the system</li> <li>These will impact operational demand (in addition to the c.35% which is in year rather than seasonal), and potentially our finances. Those CYF unallocated school placements may result in EOTAS packages being put together which may mean an increase in individual transport arrangements</li> </ul>	3		<ul> <li>End to end Working group across the system; weekly KST working group and data sharing between Admissions, SEND and H2STA for prework.</li> <li>Using the data we have available to work early with families and look at expediting eligibility.</li> <li>Focussing on early resolution through direct working with families and comms across the end-to-end system.</li> <li>Simplified policy and website to support clarity for our customers.</li> <li>Monthly monitoring and trajectory work for H2STA demand, operational impact, and finances, informed by current data, figures and plans from upstream colleagues.</li> <li>Ascertain any specific work or activities from Education colleagues and plan resource re-allocation.</li> </ul> Despite several key activities this remains our most significant pressure with increasing pupil numbers to placements where solos are necessary.	Julia Katherine/ Gerry Hughes
<b>Finance:</b> A +/- 1% of the budgeted future demand or inflation is equal to c.£300k change in spend. Budgeted inflation for 23/24 was 5% and SEND demand growth in H2STA was forecast at 5.4%. We have a number of initiatives to manage demand and inflation but if levels are higher than these assumptions it will place pressure on the in-year position and the MTFS.	r n		<ul> <li>Live monitoring incl upstream future demand</li> <li>Long term trajectory modelling and linking to anticipated trends from SEND on the recovery plan phasing of demand.</li> <li>Review of our Dynamic Purchasing System.</li> </ul>	Gerry Hughes/ M att Marsden

<b>Suppliers:</b> Supplier and driver shortages are a national issue, with numbers lower than pre-pandemic levels. There is also scarcity of new vehicles (wait times of over 16 months reported). These conditions are creating a lack of competition, higher costs, and difficulty with longer term planning. This is an area of significant concern across the country with limited number of quick fixes.		<ul> <li>Develop long-term supplier strategy.</li> <li>Promotion of Independent Travel &amp; benefits.</li> <li>Actively working with Community providers.</li> </ul> Freedom to Travel Progra mme
Reduction in Fixed Term Staff In October 2022 the then Oversight Board granted 5 x additional staff to support the transformation of the service. This has been pivotal in the work the service has undertaken. It is recommended that the service continue with these staff and will endeavour to make additional savings in order to retain a cost neutral approach in the staff budget.		<ul> <li>Service to make additional savings over and above the required £2.6m efficiencies to enable them to keep the additional resource (£250k). Gerry Hughes</li> <li>Need to have resource to undertake efficiency work.</li> </ul>
Appeals will increase over summer period without resource to hear. Increase in Appeals owing to more stringent application of policy (Post 16 and Under 5's) may lead to appeals not compliant with SLA.  Specific resource issue around Clerking, Member presence and review of appeal and background.		<ul> <li>Service have employed (bank) their own clerk to enable panels to be administered appropriately.</li> <li>Select Committee to be updated on the lack of Members available for panels and to ask for further support.</li> <li>Other members of the team have been trained to undertake Appeals and can be moved to support any increase in volume (imperative to have a separation of duty for appeal work).</li> </ul>

#### **Conclusions:**

- 72. While the Oversight Board finished in December 2023, the Service has continued on its improvement trajectory with providing timely outcomes to families, via application assessments, appeals and complaints, updating the monthly CFLL Compendium which is provided to Senior Leadership Team. The Oversight Board will be re-instated this month to specifically review service transformation and costs.
- 73. Development has continued at pace, encompassing analysis and evaluation, communications, system improvement, policy refreshment and design, digital development, and automation. The breadth of continued change across the Service has been outlined in this report.
- 74. We have increased the scope of our stakeholder engagement work with families while broadening out to young people with additional needs, with further plans to centre their perspectives. Increased school visits and building key relationships.
- 75. Budgetary pressure remains an ongoing concern, particularly in respect of SEND where children and young people are educated significant distances from home with associated high travel costs. Whilst Surrey has significant budget pressure the spend within other authorities is commensurate with our planning, in most cases the cost per pupil is significantly more than within Surrey suggesting our efficiency and planning processes are comparable and better in some cases. We constantly monitor and speak to our comparable authorities to share best practice.
  - 76. The Team has explored and has mapped several avenues for cost avoidance through efficiency streams outlined in this report and has created an appropriate reporting and monitoring mechanism with colleagues in Finance.
  - 77. Continued governance of the travel assistance improvement and program of works via the monthly CFLL Compendium and weekly communications from Gerry Hughes (to Clare Curran, Maureen Atwell, David Lewis and senior officers) highlighting risks, mitigations, and good news stories. The update communication has shifted to weekly during peak season (from May onwards). A new Oversight Board has been initiated to continue to review the service transformation and review budget on a monthly basis. Any member who would like to visit the team and have a more detailed overview are welcome.
  - 78. Member availability for panels remains a challenge and we thank those members who make themselves available regularly for panels. We politely request more members to become involved in this important decision-making process.

#### Contact

Gerry Hughes, Assistant Director Support Services
Chris McShee, Travel & Assessment Team Manager (Stakeholder Liaison)
Matthew Winnett, Travel & Assessment Team Manager (Delivery & Assessment)
Clare Wiggin-Feak, Travel & Assessment Team Manager (Customer Relations)
Deborah Hunt, Senior Project Manager (Transformation)

#### Sources/background papers

Budget monitoring Terms of Reference <u>Terms of Reference</u>
Under 5 FAQ – Local Offer - <u>Under 5s FAQ</u>
SSTAT Service Updates Page - <u>Service Updates</u>
Travel Assistance Operational Guide - <u>Travel Assistance Operational Guide.pdf</u>
Post-16 Policy Statement: <u>Post-16 Policy Statement</u>
General Feedback Survey link -



ATCO PT Survey 2023 Report FINAL.pc

#### Compendiums

CFLL Compendium December 2023 - Compendium 12.23.pdf

CFLL Compendium January 2024 - Compendium 01.24.pdf

CFLL Compendium February 2024 - Compendium 02.24.pdf

CFLL Compendium March 2024 - Compendium 03.24.pdf

CFLL Compendium April 2024 - Compendium 04.24.pdf

CFLL Compendium May 2024 - Compendium 05.24.pdf

CFLL Compendium June 2024 - Compendium 06.24.pdf

#### Appendix A

#### **Survey Analysis**

Post-16 Travel Allowance Survey - Post-16 Travel Allowance survey - analysis.pptx
Rolling General Feedback Survey - Survey
Supplier Forum - Presentation and Analysis
Personal Travel Budget - Personal Travel Budget feedback.pptx

#### Appendix B

**Key Communication Points** 

An overview of some of the key communication points that a family may encounter throughout their travel assistance journey along with any timescales and how we communicate key information to them.

Communications type	Timescale	Method
General enquiry	5 working days	Online enquiry form
	Urgent queries – we aim to	
	respond within 24 hours.	
General Service Updates	Updated termly	Local Offer
		SCC transport webpages

FAQs	Reviewed termly	Available on the SCC website
Notifying a family of their application	Immediately once application has been submitted	Auto-response from application confirming receipt
Confirming outcome of an application	20 working days	Auto-response from application
Summer Review of Transport	June – August	Reviewing education settings individually before communicating arrangements to families
Confirming travel arrangements	September start: up to 7 days before the start of term	Taxi: gov.uk email confirming transport operator
	In-year: 10 working days	Public transport: passes posted to family.
		ITA: family complete online BACS form.
Stage one travel assistance appeal	20 working days	Auto-response from application confirming receipt
Stage two travel assistance appeal	40 working days	Email confirming receipt and letter confirming date and time of appeal
Health questionnaire notification (for CYP who present with complex health and/or medical needs	Within 20-day application assessment	Auto-response confirming requirement to complete form and email confirming receipt.
Online payment form	Link issued in auto- response if family selects ITA	Confirmation email that payment details have been received

Service Communications Plan 2024 - Master H2STA Comms Plan 2024.xlsx

H2STA families' journey (graphic) - H2STA families journey.vsdx

#### Appendix C

Code of Conduct - <a href="https://www.surreycc.gov.uk/schools-and-learning/schools/transport/existing-users/code-of-conduct-and-behaviour-standards">https://www.surreycc.gov.uk/schools-and-learning/schools/transport/existing-users/code-of-conduct-and-behaviour-standards</a>

Behaviour Standards - <a href="https://www.surreycc.gov.uk/schools-and-learning/schools/transport/existing-users/code-of-conduct-and-behaviour-standards#standards">https://www.surreycc.gov.uk/schools-and-learning/schools/transport/existing-users/code-of-conduct-and-behaviour-standards#standards</a>

