

Cabinet

Wednesday, 14 March 2018

Additional Information

Supplement - Appendices referred to in agenda item nos 9, 10 and 12

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Swindon Borough Council Highway Asset Management Performance Management Framework



January 2018

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1.0 Framework

The Vision for Swindon 2030 sets out how the Council will shape the Borough and deliver growth that allows communities to prosper, families to live healthy and happy lives, and children to fulfil their potential. In order to deliver the Vision, the Council has developed four priorities and thirty pledges, which will enable Councillors and officers to prioritise their work.

The priorities and pledges championed within the Vision are effected through a series of objectives in the Council Plan and the ancillary Departmental Business Plan for Highways and Transportation.

These documents are supported by a Highway Infrastructure Asset Management (HIAM) Policy and Strategy which identify how efficient and sustainable management of highway assets can contribute to the overall Vision.

Swindon's current Highway Asset Management Policy and Strategy were approved by Cabinet in October 2015 and are available to view on the Council's website. They cover the period 2016-20 and will be reviewed periodically as required.

The Strategy called for the development of a suite of linked documents including a:

- *Performance Management Framework*,
- Communication Strategy;
- Highway Information Strategy; and,
- Individual Highway Asset Management Plans for each core asset group.

A summary of the framework and hierarchy of these documents is depicted in figure 1 (page 2).

2.0 Purpose

Swindon's highway infrastructure is the biggest capital asset that the Council owns and is vital to the town's economic and social prosperity. Our highway network is growing as new businesses and residents are attracted to Swindon.

The financial pressures we face in ensuring our network is fit for purpose in serving the needs of the wider community mean that we must become smarter, more flexible and innovative in our approach to managing these assets within the funding that is available to ensure that they continue to support our aspirations for the town.

Publishing and monitoring our performance against defined levels of service will enable the authority to balance the needs of communities and the council's aspirations, with the resources that are available, to ensure that the activities we carry out contribute to the success of the town.

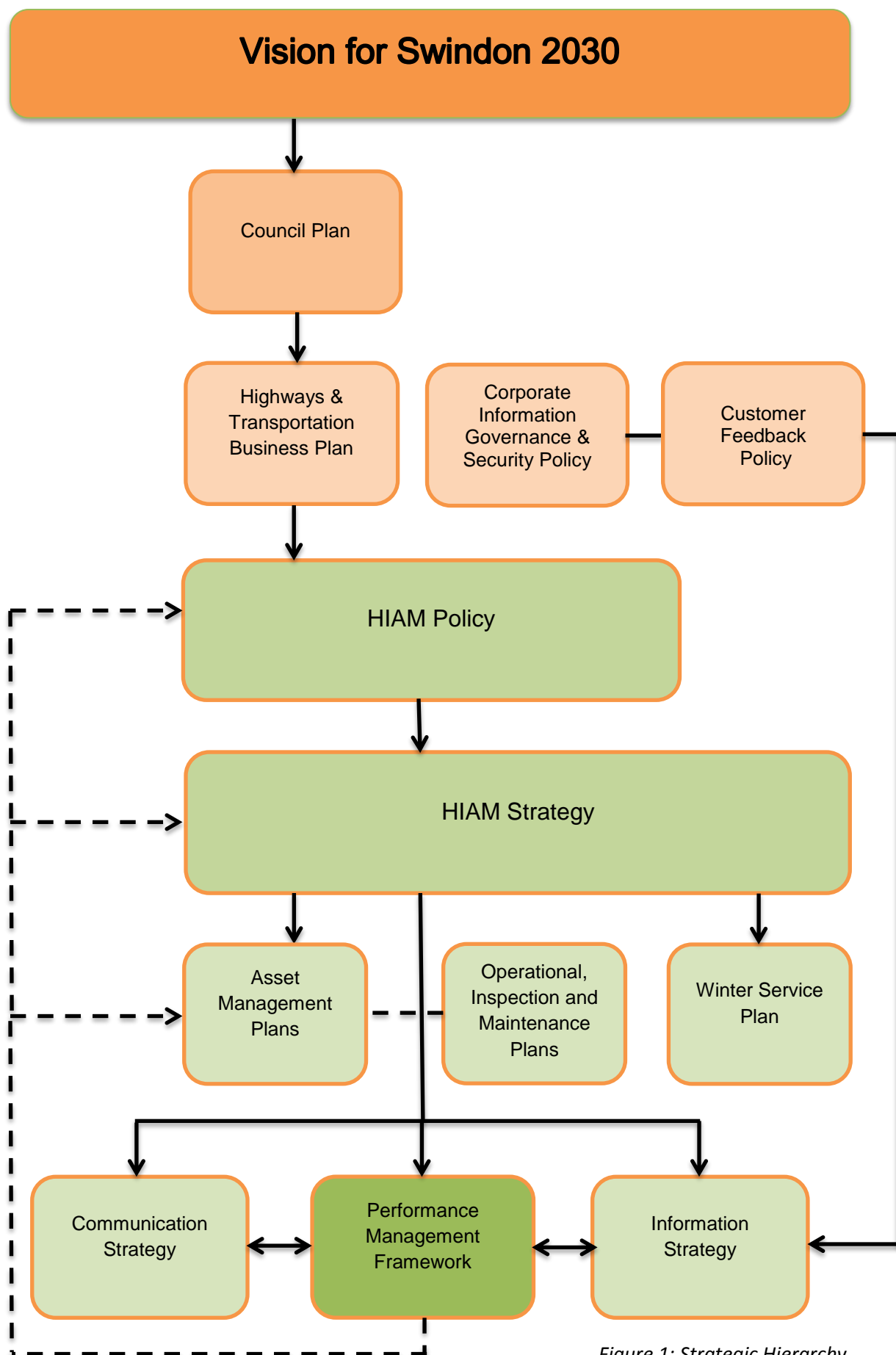


Figure 1: Strategic Hierarchy

3.0 Aims and objectives

The aim of the Performance Management Framework is to link Swindon's vision for 2030 through to how operations are planned and managed on the ground.

The Performance Management Framework is a key document which identifies what information needs to be collected to measure performance against delivery of the vision and how frequently the information should be collected. The requirements for this data are one of the key inputs recorded in the Information Strategy.

The Performance Measures detailed in appendix 1 will be reported in accordance with the protocol published in the Highway Asset Management Communications Strategy. The reports may be used to refine activities to increase performance and ensure that outcomes remain aligned with the council vision.

4.0 Levels of service and targets

The levels of service detailed in figure 2 were developed by a group of stakeholders in order to translate the high level vision and policy statements into an operational context.

The stakeholders considered the requirements of the HIAM and Communications Strategies; the data recorded in the Information Strategy and the measures which had previously been developed to support regional benchmarking exercises, and identified 50 possible measures of performance against the levels of service.

The possible measures were refined following consultation with senior decision makers into 15 key performance indicators which were agreed to best reflect the council vision; support business needs and be transparent to stakeholders. The performance measures which were agreed are detailed in appendix 1.

In order to determine an appropriate target for each performance measure, the level of risk associated with maintaining a low, medium and high level of performance was assessed. The risk was considered in relation to the desired service levels, current performance and budgetary impact. The performance targets which were agreed are detailed in appendix 1.

Vision Priority	HIAM Policy Statement	Service Level
1) Improve infrastructure and housing to support a growing, low-carbon economy.	1) By adopting a long term approach to asset management, we will increase the resilience of the network; promote consistent journey times and utilise sustainable solutions including low and zero carbon energy technology to reduce waste; environmental impact and whole life costs.	1) Ensure resilience on the network
2) Offer education opportunities that lead to the right skills and right jobs in the right places.	2) Our long-term approach to asset management; partnership working; development and maintenance will promote sustainable recruitment practices and enable skilled resources to be employed in the right place at the right time.	2) Promote sustainable solutions

3) Ensure clean and safe streets and improve our public spaces and local culture.	3) We will adopt a risk-based approach to asset management and will regularly inspect and maintain highway infrastructure assets to keep our highway network safe and working; reduce accidents; crime; the fear of crime and antisocial behaviour.	3) Sustain a safe & working network
4) Help people to help themselves while always protecting our most vulnerable children and adults.	4) We will regularly engage with the communities we serve by surveying public opinion to ensure that our strategy and supporting commissioning; financial and delivery plans work effectively as a whole, and that their combined effect meets agreed levels of service	4) Provide an accessible network
		5) Engage with stakeholders

Figure 2: Golden Thread

5.0 Performance management process

Performance reports will be made available to senior decision makers at the frequencies detailed in appendix 1.

The review process will not be limited to the measures detailed in Appendix but will be contextualised by using the results of benchmarking exercise discussed in section 6.0 together with other operational and business efficiency measures, for example the effect upon the service of implementing:

- Changes to the operational service delivery arrangements;
- Suggestions shared by supply chain partners;
- Any recommendations made by transformational reviews;
- Collaborative working arrangements; and
- Procurement changes such as entering into an HMEP Standard contract or similar good practice procurement model.

The review process will identify strengths and weakness and action plans will be developed as required. Any lessons learnt will be documented and fed into staff appraisal and development discussions or used to refine Policies; Strategies and Plans, including reviewing the Performance Management Framework as appropriate.

Investment decisions related to maintaining the highway asset are agreed annually by Cabinet as part of the Local Transport Plan (LTP) Implementation Plan. The Implementation Plan includes a 3 year indicative programme of works, subject to the annual resource decisions of the Council.

The performance report will be considered in depth as part of the annual strategic investment planning process to determine how historic investment decisions have impacted upon the performance of the network and to determine whether future investment decisions may be refined to increase performance and ensure that work activities remain aligned with the council vision.

6.0 Benchmarking

In addition to the local performance measures detailed in appendix 1, Swindon Council monitor a number of national and regional key performance indicators and commission annual surveys from the National Highways and Transport Network (NHT) to determine the level of public satisfaction with Council Highway Services.

In order to contextualise the performance we measure, and the feedback we receive from customers, Swindon Council is an active member of a number of regional and national benchmarking and improvement groups including:

- The NHT Network - Where Customer Quality Cost (CQC) methodology is used to monitor and compare service efficiency;
- The South West Highway Alliance - Where local and national key performance indicators of performance and efficiency are compared and benchmarked; and
- The Ringway Client Forum – Where opportunities for partnership working and innovation are discussed and shared between like-minded authorities.

Participation in these forums enables the authority to directly compare our performance with that of other authorities against regional and national trends.

A summary of the results of these benchmarking exercises will be collated by the Highway Asset Manager for discussion at the Service Manager meeting as appropriate. This review process may be used to direct action plans to research, and where appropriate implement, initiatives which have proved successful in other authorities. Conversely a plan may be developed to share, and where appropriate help other authorities to implement initiatives which have proved successful in this authority.

Significant findings will be fed into the annual strategic investment planning process through future Implementation Plan reports or Cabinet Member Briefings. Where appropriate, the findings will be used to refine Council services including reviewing and amending the HIAM strategy.

In order to ensure that benchmarking data is accessible and available to officers and stakeholders to improve services across the authority, key information will be published in a performance dash-board, hosted on the Council website by the Council's E-Communications team.

7.0 Evaluation and review

The Performance Management Framework will be reviewed annually and updated as required in consultation with the relevant Cabinet Member.

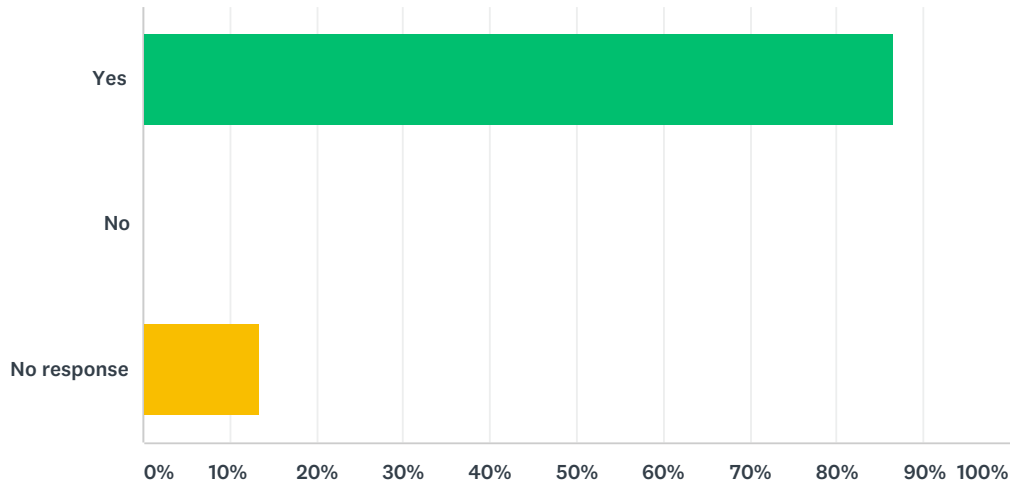
Service Level	Ref	Description	Measurement Criteria	Report Frequency	Levels of Risk			Performance - January 2018			Team Responsible
					Low	Medium	High	Trend	Current	Target	
1. Ensure resilience on the network	1.1	% of carriageways within the resilient network in good condition	'Good' is the % of the network where maintenance is not considered as defined by the national indicator. Carriageway length and hierarchy as reported for WGA purposes. 'Resilient network' as published on the SBC web-site.	Annually	>90%	80-90%	<80%	↓	73.40%	85.00%	HIAM
	1.2	% of gullies within the resilient network operating as required	'Resilient network' as published on the SBC web-site. Measure records the percentage of gullies which were attended during the reporting period, were able to be cleaned and did not surcharge when flushed.	Annually	>95%	85-95%	<85%	↑	99.80%	95.00%	HCS
2. Promote sustainable solutions	2.1	% of excavated material from carriageway resurfacing works being recycled	Measure records materials which have been removed during carriageway resurfacing works. 'Recycled' includes excavated materials which have been re-used using in-situ and ex-situ methods, together with material transported to a licensed transfer station for use elsewhere.	Bi-Annually							HCW / HPPD
	2.2	% of lighting stock using energy efficiency lighting measures	'Stock' is the number of lanterns maintained by the highway authority, irrespective of mounting type or proximity to the adopted highway. 'Energy efficiency lighting measures' includes LED lights and control measures such as dimming and trimming.	Annually	>50%	25-50%	<25%	↑	7.00%	35.00%	HIAM
3. Sustain a safe & working network	3.1	No. of insurance claims paid	Total number of claims citing poor condition of the highway network which are paid during the reporting period.	Annually	<15%	15-30%	>30%	↓	26.00%	15.00%	Insurance
	3.2	No. of reported killed and seriously injured road casualties	Incidents as recorded on the STATS 19 Police reports	Monthly	<5	5-10	>10	↔	4	4	Traffic
	3.3	% of carriageway network in good condition	'Good' is the % of the network where maintenance is not considered as defined by the national indicator, irrespective of road class. Carriageway length and hierarchy as reported for WGA purposes.	Annually	>80%	70-80%	<70%	↑	77.40%	75.00%	HIAM
	3.4	% of footway network in good condition	Measure is the aggregated length of functionally impaired and structurally unsound footways as recorded against UKPMS FNS criteria.	Annually	>90%	80-90%	<80%	↔	81.70%	85.00%	HIAM
	3.5	% of structures in good condition	Measurement in accordance with BCI system of Inspections. Good condition where BCIav score >80	Annually	>90%	80-90%	<80%	↓	84.90%	85.00%	HIAM
	3.6	% of lighting columns which have not reached their estimated lifespan	Number of assets and estimated lifespan as defined for WGA calculations.	Annually	<25%	25-50%	>50%		62.00%	35.00%	HIAM
	3.7	% of traffic signals which have not reached their estimated lifespan	Number of assets and estimated lifespan as defined for WGA calculations. Calculations for traffic signals per approach and pedestrian crossings per site.	Annually	>85%	85-75%	<75%		85.65%	80.00%	HIAM
4. Provide an accessible network	4.1	% of street works completed on time	'Street works' include works carried out by Statutory Undertakers and major council highway projects. 'On time' is in accordance with the programme approved by the street works team.	Quarterly							Street-Works
	4.2	% of highway structures without formal restrictions	The term 'restrictions' includes restriction to the width, weight or height of vehicles who may wish to traverse the structure.	Annually	>95%	95-85%	<85%		100.00%	100.00%	HIAM
5. Engage with stakeholders	5.1	No. of subscribers to SBC 'Highways News'	The measure records subscribers who receive the highways newsletter by email.	Monthly	>1750	1750-1250	<1250	↑	1769	2000	HPPD
	5.2	Level of customer satisfaction with condition of roads	Satisfaction criteria as defined within the national NHT survey question 6.01	Annually	>50%	49-40%	<40%	↑	40.00%	50.00%	HIAM

Risk Categories Key	
RISK	HIGH LIKELIHOOD OF:
LOW	Some minor impact on service OR less than £50k financial loss OR interest contained within the department OR litigation claims £5k to £50k OR minor personal injury
MED	Disruption to service OR £50k to £500k financial loss OR local public or press interest OR litigation claims £50k to £500k OR major personal injury
HIGH	Serious disruption to service OR greater than £500k financial loss OR national public or press interest OR litigation claims greater than £500k OR serious personal injury

- Notes
- Base date for completion of annual reports is 1 month before the LTP Annual Implementation Plan is presented to the Leadership team for approval.
- Bi-annual and quarterly reports to be made at 3 monthly and 6 monthly intervals from the base date.
 - Monthly reports will be collated by the Highway Asset Manager for discussion at the Service Manager meeting as appropriate.

Q1 Do you agree with the proposed Admission Arrangements for Community and Voluntary Controlled Schools?

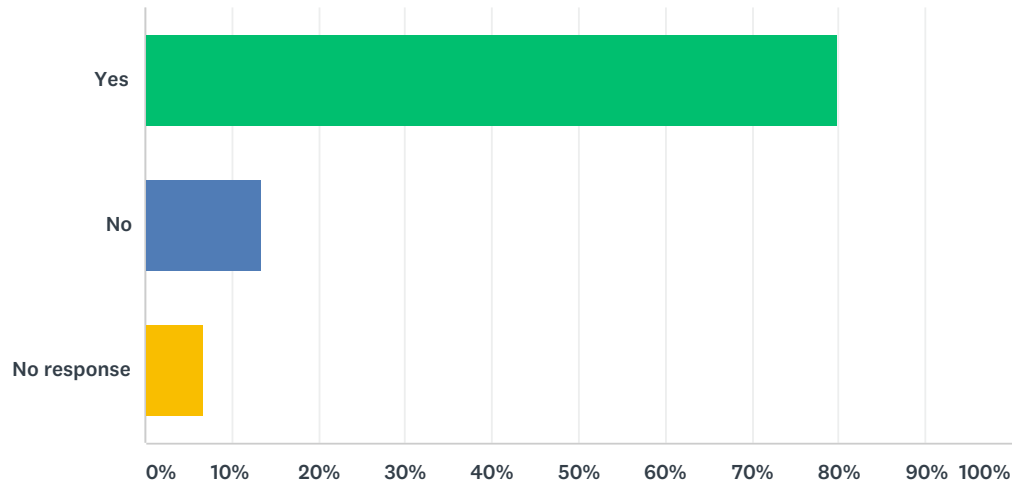
Answered: 15 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	86.67%	13
No	0.00%	0
No response	13.33%	2
TOTAL		15

Q2 Do you agree with the Co-ordinated Admission Scheme?

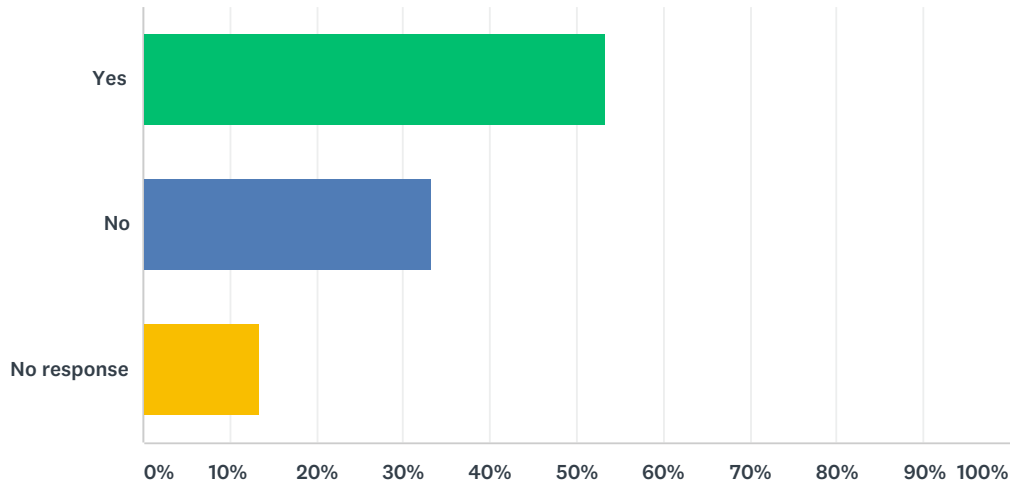
Answered: 15 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	80.00%	12
No	13.33%	2
No response	6.67%	1
TOTAL		15

Q3 Do you agree with the In Year Co-ordinated Schemes for 2018-19 & 2019-20

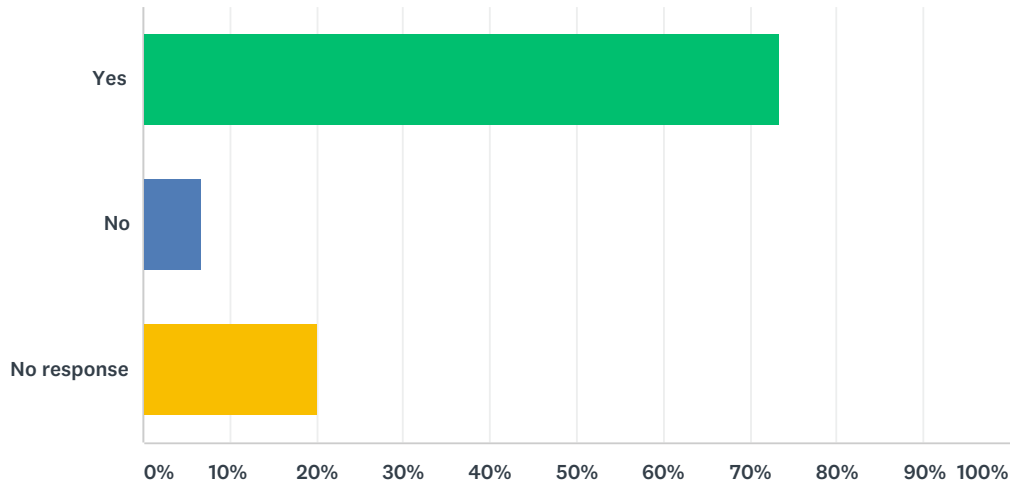
Answered: 15 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	53.33%	8
No	33.33%	5
No response	13.33%	2
TOTAL		15

Q4 Do you agree with the proposed Education Transport Policy for 2019-20?

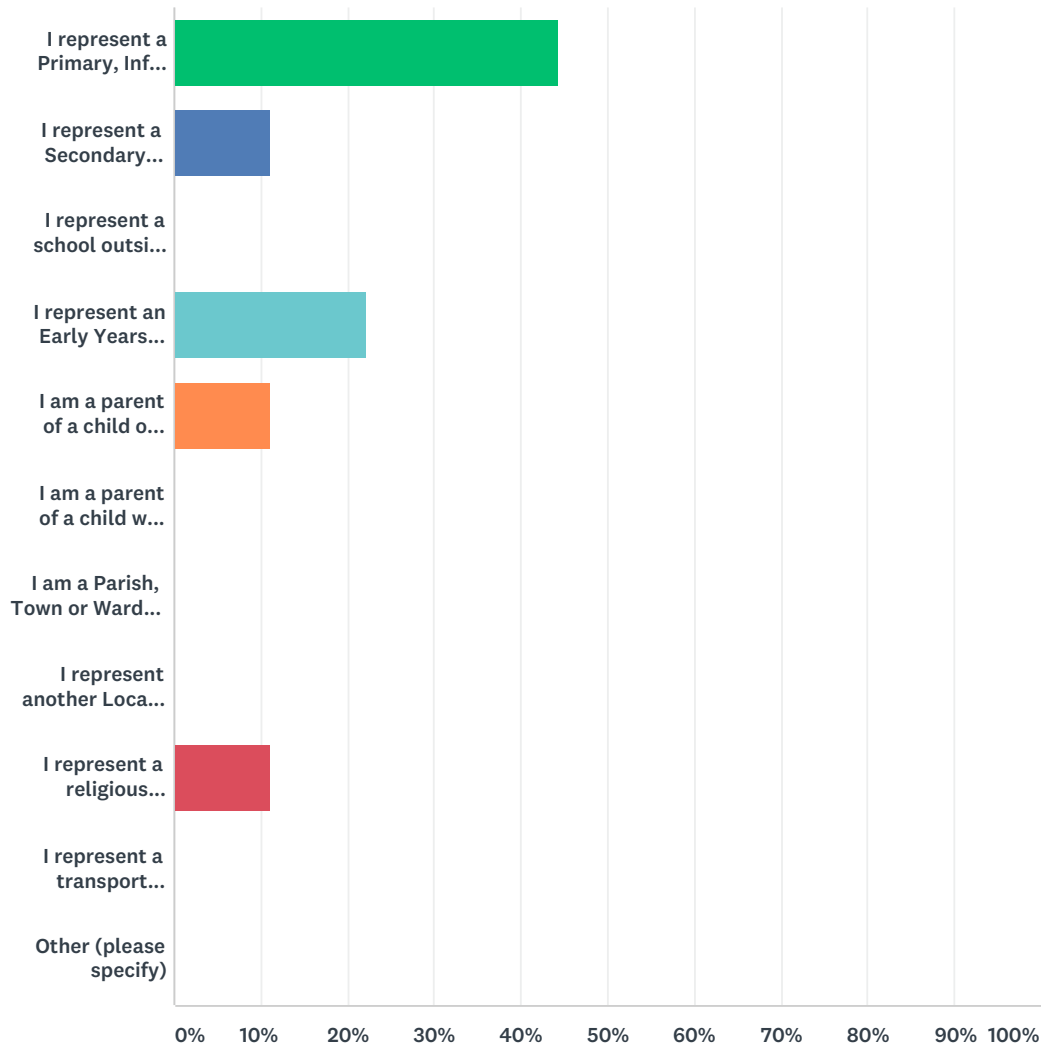
Answered: 15 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	73.33%	11
No	6.67%	1
No response	20.00%	3
TOTAL		15

Q5 Respondent details (select option which best describes your status)

Answered: 9 Skipped: 6



ANSWER CHOICES	RESPONSES	
I represent a Primary, Infant or Junior School within Swindon	44.44%	4
I represent a Secondary School within Swindon	11.11%	1
I represent a school outside of Swindon	0.00%	0
I represent an Early Years Provider	22.22%	2
I am a parent of a child of school age	11.11%	1
I am a parent of a child who will start school for the first time in September 2015	0.00%	0
I am a Parish, Town or Ward Councillor for Swindon Borough Council	0.00%	0
I represent another Local Authority	0.00%	0
I represent a religious organisation	11.11%	1
I represent a transport provider	0.00%	0

Copy of SBC Admissions Arrangements & Education Transport Policy Consultation 2019-20

Other (please specify)	0.00%	0
TOTAL		9

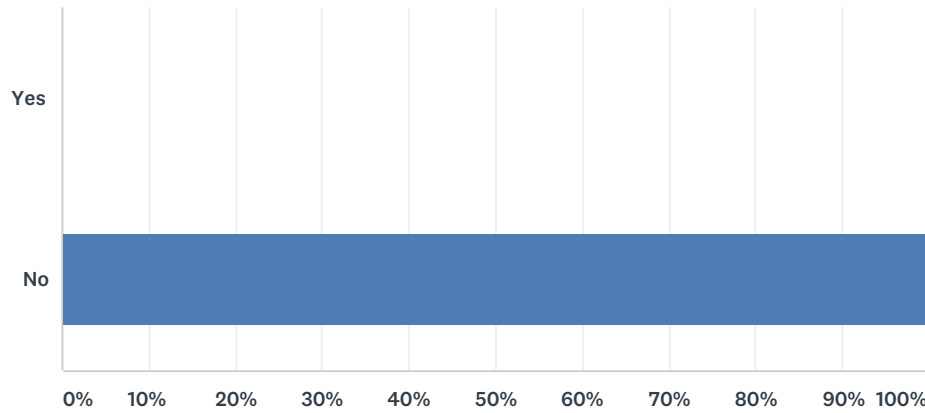
Q6 Respondent Details

Answered: 9 Skipped: 6

ANSWER CHOICES	RESPONSES	
Name	100.00%	9
Organisation	88.89%	8

Q7 Do you consider yourself to have a disability?

Answered: 9 Skipped: 6



ANSWER CHOICES	RESPONSES	
Yes	0.00%	0
No	100.00%	9
TOTAL		9

Q8 Of the following options, which best describes your ethnicity?

Answered: 9 Skipped: 6



ANSWER CHOICES	RESPONSES
White - British	100.00% 9

Copy of SBC Admissions Arrangements & Education Transport Policy Consultation 2019-20

White - European	0.00%	0
White - Other	0.00%	0
Black - British	0.00%	0
Black - African	0.00%	0
Black - Caribbean	0.00%	0
Black - Other	0.00%	0
Asian - British	0.00%	0
Asian - Indian	0.00%	0
Asian - Pakistani	0.00%	0
Asian - Bangladeshi	0.00%	0
Asian - Other	0.00%	0
Mixed - White & Black Caribbean	0.00%	0
Mixed - White & Black African	0.00%	0
Mixed - White & Asian	0.00%	0
Mixed - Other	0.00%	0
TOTAL		9

Admission Arrangements Consultation 2019-20 Responses – Hard Copies

Question	Yes	No	No Response
1) Do you agree with the proposed admission arrangements for Community and Voluntary Controlled Schools for 2019-20?	3	0	2
2) Do you agree with the In Year Coordinated Schemes for 2018-19 and 2019-20?	2	1	2
3) Do you agree with the Coordinated Schemes for the Point of Entry for 2019-20?	2	1	2

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In-Year Coordinated Admissions Scheme - September 2018 & September 2019

This is the proposed policy for In Year Coordination for September 2018-19 and September 2019-20.

The main components of this are:

- Parents **MUST** apply for any school using an In-Year Transfer form expressing up to 3 preferences and this **must** be submitted to the Admissions Team at the Council.
- All applications will be considered under the Equal Preference Scheme (like allocation applications for the normal point of entry) and therefore all preferences will be considered at the same time. This will speed up the consideration of each application as every parent will have an offer / refusal on the entire application (all preferences).
- Under the Equal Preference Scheme, places will be offered to the highest preference possible.
- This Scheme can apply to **all** schools including VA, Foundation, Academy, Community, Free School and VC. The LA is the admitting authority for Community and VC schools and this scheme is applicable to these schools. Schools which are their own admitting authority are able to opt into the scheme otherwise all in-year admissions will be administered directly by them and will not be coordinated by the LA. At this time all schools have opted in. Any schools that inform the LA that they do not want to opt into the scheme will be published on the Council's website so that parents will be informed that they should apply directly to that school.
- This scheme only applies for children wishing to transfer to a Swindon School. If Swindon residents wish to apply for a place outside of Swindon they will need to apply to the school / or that Local Authority directly, and not through this system.
- Information regarding children's applications will be sent electronically via Egress. There will no longer be the need for the LA to scan or send paper applications to schools. This also allows for the opportunity for the LA to be able to send additional admissions information (relevant to the admission authority) with the applications / offers including the UPN number for example.
- All applications will be considered in process periods (batches) and not individually in preference order.
- As one of the peak times for in year admissions is September to October, and to ensure that we offer as many places before the October census, there are 3 offer dates during September to October. Thereafter, we propose that we offer places every 30 school days, which works out as one offer date per month. This ensures that clear dates are available to parents for when they need to submit their in year applications, and when offers will be made.
- Each process period has an open and close period within them in which the LA will receive applications. On each closing date any application must

be with the Admissions Team at Wat Tyler House by **12 noon** of that day for it be considered in that process period.

- If the school parents are applying for also need a supplementary form these are available on the Council's website and the LA will also send out supplementary forms if it has copies of these. However, these must be submitted at the same time as the application (or before the closing date) and if these are not submitted it may affect the rank of the application. It is preferable that supplementary forms are submitted to the school.
- The Admissions Team will send the applications received in each process period and waiting lists to own admitting authority schools, and those not buying into the LA's traded service, for them to rank in order of their oversubscription criteria, and send back to the LA within the required time limit.(dates in the calendar).
- Even if schools have space, they must not admit the child until they have completed the In-Year Transfer form and the application has been processed by the School Admissions Team, regardless of the circumstances. This is to ensure that the correct application is considered for any place available.
- All preferences are considered equally, at the same time, and the LA therefore ensures that the highest preference is offered wherever possible.
- On the offer dates, the LA will send all schools an electronic list of all the children offered a place at their schools, and for own admitting authority schools that do not buy into the LA's traded service, the LA will send the waiting lists.
- On the offer dates the LA will send out the offer letter via second class post, but own admitting authority schools may also send their own letter.
- Once the places have been offered, all schools will then have to undertake any investigative work that they deem necessary for that particular student, including obtaining the child's school records and history. No admissions should be held up waiting for this information.
- The Admissions Team will need up to date numbers for children in each year group for all schools on a regular basis to ensure that we can offer the correct number of places.
- As the LA is considering applications in process periods (batches), offers will be made for all year groups at all schools and therefore waiting list places will be offered at the same time, thus speeding up the process.
- For schools that are their own admitting authority and do not buy into the LA's traded service, the LA will need a copy of the schools waiting list for all year groups at the start of September for the LA to add into the first process period to ensure these children are considered for a place alongside any new applications.
- Parents should refer to each individual schools admissions policy with regards to how they hold waiting lists and for how long children are on waiting lists.
- If a child is offered a place at a lower preference, they will remain on the waiting list for any higher preferences.
- There will be very exceptional cases that can be considered outside of an process period, for instance Looked After Children, Children who are

subject to Domestic Violence and living at the Women's Refuge, Year 11 protocol children, and children with EHCP's.

- Children who are new to the Country or area and do not have a current school place in Swindon will continue to be offered an alternative school place to speed up the process of them being able to go to school. Schools that are their own admitting authority can opt out of this and all Catholic Schools in Swindon have chosen to do this.
- The Alternative school will be the next nearest school with a place available at that time.
- Parents cannot apply on line for In Year Admissions at this time. They must apply using the hard copy application form.
- If parents are making applications for more than one child, the LA will consider each application separately. If one child is offered a place it does not necessarily mean that the other child will also be offered a place as this depends on the number of places available. The application form does request that that parents inform the LA if they would like to be allocated places at one school for all children even if this means it is a lower preference.
- Places must be taken up at the offered school within 28 school days. After this date the place will be withdrawn.
- Schools must inform the LA as soon as a child starts at their school by completing a School Starter Form. Schools must inform the LA if a child has left the school, for any reason, via a School Leaver Form.
- Children will be expected to remain on roll at the current school (if it is a Swindon school) and attending there, whilst their transfer to another school is in progress, unless they are new to the Country or area.

In effect, the LA coordinates all in year applications, all 3 preferences will be considered at the same time, waiting list places will be offered at the same time, and places will be offered every 30 days apart from in September to October.

The calendar of dates for the process periods are advertised on the Council's website, along with the in-year scheme and the application form.

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**Education Transport Policy 2019-20
Consultation**

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1. Introduction

- 1.1 This document sets out the Local Authority's duties and responsibilities on school transport.
- 1.2 The aim of this document is to set out policies and approaches that provide the very best service to our customers by producing information in one document that is widely available to all parties with an interest in school transport.
- 1.3 It therefore clarifies the Local Authority's responsibilities for the delivery of mainstream, Special educational needs and post-16 transport and includes additional policies on transport for students, school transport operations in extreme weather conditions, behaviour and drugs and alcohol policy on school transport.
- 1.4 The policy is reviewed on a regular basis in consultation with other Council directorates and stakeholders, including schools, transport providers, neighbouring Local Authorities and Diocesan Authorities.
- 1.5 This policy only applies to those students living with the borough boundary of Swindon.
- 1.6 This document has been reviewed in line with the Home to School travel and transport guidance published by the Department for Education (DfE) in July 2014.
- 1.7 For the purposes of this document, the Local Authority (LA) is defined as the department within Swindon Borough Council that administers Education.
- 1.8 For further information and advice on this document, please contact:

School Admissions Manager or
SEND Commissioning Manager

School Admissions
Swindon Borough Council
Wat Tyler House
Beckhampton Street
Swindon
Wiltshire
SN1 2JH

Telephone – 01793 445500

Email –

schooladmissions@swindon.gov.uk

2. Legislation

- 2.1 The Education and Inspections Act 2006 inserted sections 508(b) and 508(d) into the Education Act 1996. These sections place a duty on Local Authorities to ensure that suitable travel arrangements are made where necessary to facilitate the student's attendance at school.
- 2.2 The duty applies for home to school travel arrangements made at the start of the day and school to home travel arrangements at the end of the day for students of compulsory school age. It does not relate to travel between educational institutions during the school day.
- 2.3 Parents are responsible for ensuring that their children attend school regularly. However section 444 of the Act outlines the situation where a parent may have a defence in law against prosecution by a Local Authority for their child's non-attendance at school. Section 444(3)(b) provides a defence if he or she provides that:
- a. The qualifying school at which the student is a registered student is not within statutory walking distance.
 - b. No suitable arrangements have been made by the Local Authority for boarding accommodation at or near to the school
 - c. No suitable arrangements have been made by the Local Authority for enabling the student to become a registered student at a qualifying school near to his/her home
 - d. The Local Authorities has a duty to make travel arrangements in relation to the student under section 508(b) and has failed to discharge that duty.
- 2.4 The definition of eligible students (s.35 (b) of the Act) is "those categories of students in an authority's area for whom travel arrangements will always be required".
- 2.5 Section 508(b) prescribes that every feature of these arrangements must be provided free of charge. In the case the students do not qualify for free transport, section 508(c) provides a discretionary power for authorities to provide assistance by paying all or part of the student's reasonable travel expenses. Each authority decides whether and how to exercise these powers.
- 2.6 The Special Educational Needs and Disability Regulations 2014 section 53) indicate that the following must be published in the local offer in relation to transport assistance. Schedule 2(14) Transport arrangements for children and young people with special educational needs or a disability to get to and from school or post-16 institution, or other institution in which they are receiving special educational provision or training provision including—

- (a) arrangements for specialist transport;
- (b) arrangements for free or subsidised transport;
- (c) support available in relation to the cost of transport, whether from the local authority or otherwise.

3. Mainstream School Transport Policies

Eligibility

- 3.1 Students will be entitled to free transport from a suitable pick up point near to their home to a suitable set down point near the school they attend if:
- a. They attend the designated appropriate school
- and either**
- b. They are aged between five and seven years old and live more than 2 miles (3.218688 kilometres) from the school they attend;
- or**
- c. They are aged between eight and sixteen years old and live more than 3 miles (4.828032 kilometres) from the school they attend;
- 3.2 Distances will be measured by the safest walking route as agreed with the Road Safety Officer.
- 3.3 To qualify for transport assistance the student must be attending the designated appropriate school **AND** qualify under the distance criteria.

The designated appropriate school

- 3.4 The designated appropriate school for the purposes of assessing eligibility is the school within the **designated transport area** for the home address in **Appendix 4**.
- 3.5 When such a school is unavailable (i.e. there is no space in the relevant year group), the designated appropriate school will be considered to be the next nearest school with a place available. The next nearest school is measured as a straight line between the Local Land and Property Gazetteer (LLPG) address point of the applicant's home address and of the school with those living closest to school receiving higher priority.

Home address

- 3.6 Transport to and from school will be determined and approved from a single permanent residence. This is the one where the student spends most time with the parent/guardian and has been used for admission purposes and the school.
- 3.7 Transport provision will normally cease if there is a change in the home address that would lead to attendance not being at the designated appropriate school for the new address.

- 3.8 In exceptional circumstances, where there is a change in the student's home address, or placement if in public care, the Local Authority may consider the continued attendance at the current school to be the student's best interest. Consideration will be given to whether the change of address was entirely outside any parental control.
- 3.9 Recognised exceptions to the rules given above are as follows
- 3.9.1 In some cases of temporary disability of the student on the advice of the Local Health Authority. Evidence of this would be required.
- 3.9.2 For some students resident in Swindon in Year 10-13 whose families move out of the designated area for the Swindon school they are attending and live more than three miles by a safe walking route and receive Income Support or income-based Job Seeker's Allowance, to help them complete a GCSE or A-level Course.
- 3.9.3 Where a student studies somewhere other than the designated appropriate area school, sixth form or college to follow a course that is not provided, in broadly similar terms by the designated area colleges and the student's family receive Income Support or income-based Job Seeker's Allowance.

Road Safety

- 3.10 Transport is assessed for a safe walking route using "Assessment of Walked Routes to School Guidelines" published by Road Safety GB which identifies hazards and the assessment of risk of walked routes to school.

The assessment of a safe walking route

- 3.11 As it is the duty of parents to ensure that students attend school, the law on safe walking routes assumes that a responsible adult will accompany students to and from school.
- 3.12 A safe route will be on footpaths along the majority of its length. Short sections of road with a speed limit of 30mph or less may be acceptable, subject to assessment by the Road Safety Officer.
- 3.13 Crossings of major routes, including all routes with a speed limit of more than 30mph, will either be by controlled crossing or by under- or over-pass. This can legitimately involve a diversion or even doubling back on a route, but any additional distance will be included in the route measurement.
- 3.14 In determining entitlement to free transport, the route used in assessing the distance is the shortest safest available walking route in accordance with National Road Safety Guidance.

Primary School Aged Students

- 3.15 Transport can be provided, on road safety grounds if the journey to the designated appropriate school would involve the use of roads without footpaths or lighting.

Secondary School Aged Students

- 3.16 There are a number of criteria that need to be met for Secondary School students to receive transport on road safety grounds. The following criteria are based on the expectation that parents will accompany their children to and from school where they consider it necessary:

- a. There is no footway, or;
- b. Students have to walk along a dual carriageway with a speed limit of 40 mph or higher, and they have to cross a dual carriageway, and there is no safe crossing point available. A safe crossing point is defined as any of the following:

- Light Operated Crossings
- Zebra Crossing
- Pedestrian Refuge
- Foot Bridge
- Underpass
- School Crossing Patrol in Operation

Students unable to walk to school by reason of their disability, or mobility problem (including temporary medical conditions).

- 3.17 Where a student is attending their nearest qualifying school (or designated school if this is not the nearest) which is within the relevant walking distance (i.e. within 2 miles if aged under 8, and 3 miles if aged over 8), but is unable to walk to that establishment (accompanied as necessary) by reason of their SEN and/or disability, he or she will be eligible for transport assistance.
- 3.18 Transport may be provided to the designated appropriate school on medical grounds for either short-term provision, where a student has a temporary medical problem or on a long-term basis if the student has a particular long-term condition. In both cases recommendations must be received from the Local Health Authority.
- 3.19 Evidence would be required and any application would be considered on a case by case basis. In all cases recommendations must be received from an appropriate medical officer from the Local Health Authority. This should be a Consultant looking after the student.
- 3.20 If assistance is granted this would be reviewed termly, with the need for new evidence to be submitted. If assistance is granted the LA, in the first instance would seek to provide petrol expenses. If a parent cannot provide evidence from the Local Health Authority, the LA will remove that assistance.

The Nature of Transport Arrangements

- 3.21 The arrangements for assisted travel which may be made under this policy will be at the LA's discretion and area made on the most cost-effective basis. These arrangements may take the form of:
- a. Travel pass for use on public transport (season ticket);
 - b. A parent consenting to use their car in return for a mileage allowance;
 - c. Travel pass or other authorisation for use on private contract services;
- 3.22 Rail passes for public service routes will be issued to students where appropriate and at the discretion of the LA.

Parental preference

- 3.23 The Local Authority has no duty to provide transport where parents exercise their right to express a preference for their child to
- a. Attend a particular school other than the school which the LA has designated as serving the area where they live, or
 - b. Attend a particular school other than the designated appropriate school.

Education and Inspections Act 2006

- 3.24 The Education and Inspections Act 2006 provides extended right for students from low income groups.
- 3.25 Low income groups are defined as where the student is entitled to free school meals or where the parents receive the maximum Working Tax Credit are entitled as follows
- a. Students aged between eight and eleven years old – where the nearest suitable school is beyond two miles
 - b. Students aged between eleven and sixteen
 - i. To one of the three closest schools to the home address between 2 and 6 miles, or
 - ii. To a school between 2 and 15 miles where preferred on the grounds of religion or belief
- 3.26 The LA may review all eligibility for transport on a yearly basis. If the student is no longer eligible for transport assistance on these grounds then the transport will be withdrawn.
- 3.27 There is a right of appeal for parents to the Education Transport Appeals Sub-Committee for transport on road safety grounds, in relation to the issue of their ability to accompany their children to school. (The need for parents to be at work would not usually be considered as a reason why transport should be provided). Details of the Appeals process are set out later in the document.

4. Mainstream School Transport – Discretionary

The Key policies involving discretionary transport are:

Students of pre-statutory school age

- 4.1 Transport may be provided for students of pre-statutory school age where transport is already running and where there are spaces available on current transport.

Education other than at School (EOTAS) and elective home education

- 4.2 Where parents, in conjunction with the school if appropriate, have chosen to educate their child other than at school, no assistance will be available from the LA in connection with any transport need arising.

Education other than at School (EOTAS) and referral units

- 4.3 Where the LA arranges for a student to have education other than at school, the LA will provide transport subject to normal eligibility rules on home to school transport.

Students without Statements of Special Educational Needs or Education, Health and Care Plans (EHCP)

- 4.4 All transport for students without statements of special educational needs or EHCPs who are attending mainstream schools will be provided on the basis of normal eligibility criteria.
- 4.5 If a Local Authority places a student at a school or unit this will be deemed as the **designated appropriate school** for school transport purposes irrespective of the Local Authority's normal zoning arrangements

Children in the care of the Local Authority

- 4.6 The school at which a student is placed by the LA will be deemed the **designated appropriate school** for school transport purposes irrespective of the LA's normal zoning arrangements in order to provide continuity of educational provision for such students. The allocation of a school place will be reviewed as part of the student's regular Care Plan review.

Continuity

- 4.7 Where students resident within the Borough move home during Years 10 and 11 out of the designated area for the current Swindon school in which they are studying, the LA may provide free home to school transport.
- 4.8 This is applicable when the current Swindon school is more than 3 miles from home and the parents are in receipt of the relevant qualifying benefits, (Income support or income-based Job Seeker's Allowance). This is to assist the student to complete their GCSE courses.
- 4.9 Any entitlement under continuity grounds must fulfil all the criteria in the paragraph above.

School Transport Appeals

- 4.10 Parents have a right of appeal to the Education Transport Appeals Sub-committee of Swindon Borough Council set out in part 8 of this policy

5. Special Educational Needs Transport Policy

- 5.1 Students with special educational needs have the same entitlement to transport assistance under legislation or policies agreed by Swindon Borough Council as all other students (please see section 3 of the policy, Eligibility). The special educational needs of the student may also be taken into account (please refer to page 6 of section 3).
- 5.2 However, where a student has special educational needs the nearest appropriate school/ establishment (i.e. that provides education suitable to the age, ability and aptitude of the student, including any special educational needs) may well be different than that for other student.
- 5.3 Where a School is named by the Local Authority on a student's Education Health and Care Plan (EHCP) or Statement of Special Educational Needs, that school will be deemed to be the student's nearest appropriate school for the purposes of transport eligibility, unless named as a result of parental preference, and in the Authority's view, the child's needs could be met at a nearer school, which has also been named in the Statement or EHCP.
- 5.4 The appropriate transport provision for a student with special educational needs will be determined by the Council based on the student's needs.
- 5.5 Parent/carers may chose a different school to the nearest suitable school, as long as the school will still meet the needs of the student as outlined in the statement / EHCP. However, the parent/carers will then become liable for the transport costs to that school.
- 5.6 If the Local Authority names a residential school at some distance from the parent / carer's home, the SEN code of practice states that the Local Authority should provide transport or travel assistance. The frequency of such journeys will be determined at time of placement and reviewed as appropriate.
- 5.7 All transport arrangements will be subject to an Annual Review for those children with an EHCP or statement of SEN. The type of transport or level of support may change to reflect the changing needs of the student. The provision of transport may change or cease to be necessary as the child grows older, and if they become more independent. Such decisions will be taken on an individual basis and will take full account of the child's needs.
- 5.8 When a student with an EHCP transfers to post 16 provision they will then be assessed using the post 16 transport policy (section 6).
- 5.9 Transport assistance will not be provided for:
 - 5.9.1 Parents or students to attend extra-curricular activities
 - 5.9.2 Students to attend doctors, dental or any other appointments
 - 5.9.3 Students to attend breakfast or after school clubs / activities
 - 5.9.4 Students excluded during the school day
 - 5.9.5 Students to attend work experience placements

5.9.6 Students that are unwell and have to be collected from school during the school day

Students undergoing Statutory Assessments in Special Schools

5.10 The assessment period will not exceed more than the statutory 20 weeks by which time the assessment should have been completed and a decision made as to whether the student has an EHCP.

Provision of Escorts

5.11 An escort will only be provided following the outcome of an assessment of the student's Special Educational Needs and / or medical needs in order to meet the needs of the students travelling to and from school. This determination will be made by the Special Educational Needs and Disability Assessment Team in liaison with the Passenger Transport Team taking into account:

5.11.1 A student's medical needs, particularly where rescue medication is required.

5.11.2 Where an individual student's needs create a clear danger or health and safety risk to themselves and other passengers on the vehicle

5.11.3 Where an assessment of the students on the vehicle and the journey to be undertaken highlight a clear danger or health and safety risk to all passengers on the vehicle.

5.12 The consideration for escorts will be made by the Special Educational Needs and Disability Assessment Team and Passenger Transport Team based on evidence received from all relevant parties and will be reviewed regularly, where appropriate and whenever a contract is re-tendered.

Change of address

5.13 If a student changes address, even temporarily, their entitlement to transport assistance will need to be reassessed. Parents /carers must inform the Special Educational Needs and Disability Team well in advance of the moving date to ensure the student's case is re-assessed for transport assistance, and if they are not informed in good time, parents / carers will be responsible for the student's transport to school until new arrangements can be made.

Travel arrangements made by the local authority or other bodies/persons:

5.14 Other bodies or persons making travel arrangements might include:

- A parent consenting to a personal travel budget to enable travel arrangements for the student.
- A parent consenting to use their car in return for a mileage allowance
- A school or group of schools reaching an agreement with a local authority to provide transport in minibuses owned by the school;
- Or a transport authority providing free bus passes for all children under the age of 16.

5.15 Swindon local authority may otherwise provide transport in one of the following ways, according to the needs of the student.

- Provision of a pass for a public service bus or other means of public transport.
- Provision of a seat on a bus or minibus provided by the local authority
- Provision of a seat in a taxi where more individualised arrangements are necessary

Personal Travel Budgets

- 5.16 The option of a personal travel budget (PTB) is available if the parent/carer would prefer to make their own arrangements and consent to this.
- 5.17 A PTB is a sum of money provided to parents or carers of students with SEN who are eligible for travel assistance. PTBs enable families to arrange their student's transport directly and, if they choose, to work with other families to achieve the best possible travel arrangements for the students. Ways in which the PTB can be used include:
- Purchasing a travel pass for a parent or a trusted adult to accompany the student on public transport
 - Paying for an escort for the student to walk to school or to travel by public transport. Parents or carers may also choose to do this themselves.
 - Covering the cost of parents driving or cycling with their child to school
 - Arranging shared travel arrangements with other parents, such as shared driving responsibilities, walking buses or joint taxi bookings
 - Overcoming barriers that may prevent parents accompanying their child to school, e.g. travel/childcare arrangements for siblings.
- 5.18 Personal Travel Budgets are voluntary. Parent/carers can stop them if their circumstances change as long as six weeks' notice is given in order that an alternative form of travel assistance can be determined. They do not have any impact on any other benefits. Parents will be required to sign an agreement with the local authority and provide bank details in order that monthly payments can be made.
- 5.19 For more information on PTB's go to <http://children.mycaremysupport.co.uk/>

Independent Travel Training.

- 5.20 Swindon local authority is committed to providing the best and most appropriate travel assistance for families. In the future, if the circumstances are right, other forms of travel assistance may be more appropriate for children with SEN such as Independent Travel. Students will be identified by their school as being ready to learn to travel independently. The local authority SEN travel advisor will then work with families and education providers to ensure a smooth transition takes place where appropriate.
- 5.21 Travel support may be available as set out in section 5 above for students attending residential special schools on a weekly or termly boarding basis. Students attending special school on a termly boarding basis may be eligible for support at the beginning and end of each term and at any weekend when the school is closed.

School Transport Appeals

Parents have a right of appeal to the Education Transport Appeals Sub-committee of Swindon Borough Council set out in part 8 of this policy

6. Post 16 (16-18) Education transport policy

- 6.1 There is no legal requirement for Local Authorities to provide transport beyond the completion of Year 11
- 6.2 This policy aims to ensure access to further education opportunities to all 16-18 year olds living in the Borough of Swindon, as required under the Education Act 2002.
- 6.3 Given the urban nature of the Borough, Swindon offers good transport accessibility within its boundaries. This presents very few barriers to learning for the majority of mainstream students.

Policy

- 6.4 There is no automatic discretionary subsidised support for pupils accessing mainstream Post 16 education although the transport on the school bus will be provided to the Ridgeway School 6th form from within the Ridgeway Transport Area if over 3 miles or due to an unsafe walking route. This will require an annual parental contribution of £495.
- 6.5 The council will take account of statutory guidance (DfE guidance post -16 transport to education and training –see further information as to the guidance later in this report under Legal implications) including the needs of young people who are not in education, employment of training, young parents and those who do not have the ability to access any other travel arrangements.
- 6.6 To consider applications for subsidised assistance from full-time pupils who can demonstrate that they could not access any post 16 education without additional help from the council. This will include pupils who:
 - 6.6.1 are unable to access education unsupported;
 - 6.6.2 are young parents;
 - 6.6.3 have exceptional individual circumstances (i.e. for vulnerable or socially excluded young people)
- 6.7 Such decisions for discretionary support will be made on a case by case basis within the established discretionary process of senior officer reviews. This process will take into consideration points such as the setting attended and its distance from home, the availability and cost of transport and the needs of the learner. The financial situation of the family will be taken into account when determining the appropriate level of subsidy to be offered.
- 6.8 There will be no changes for pupils already attending Post 16 schools or colleges who received travel assistance prior to September 2018

16-19 Bursary Funding

- 6.9 The 16-19 Bursary funding replaced the Education Maintenance Allowance (EMA) and is the scheme intended to provide financial support to help the most vulnerable 16-19 year olds participate in full-time education

- 6.10 Bursary funding is available for the following categories of vulnerable students, some which may be used to support transport costs to enable participation in post-16 training:
- Young people aged 16 & 17 in care;
 - Care leavers, aged 16,17 & 18;
 - Students in receipt of Income Support; Disability Allowance and Employment Support Allowance;
 - Additional students recognised by their post-16 Provider to need financial support for transport through a discretionary bursary.
- 6.11 Bursary funding is allocated by the post-16 provider, according to the need of the student.
- 6.12 A student must declare any Bursary funding for transport support when applying for any other transport subsidies from Swindon Borough Council and this may exclude the student from any further transport subsidies in that academic year.
- 6.13 Post-16 providers will not consider Bursary funding for transport support if the student is already receiving transport subsidies through Swindon Borough Council funding.

Students with Education Health and Care Plans or disabilities and/or learning difficulties

- 6.14 Students with Education Health Care Plans continuing in education post-16 or students with disabilities and/or learning difficulties are subject to the same entitlement for post 16 transport assistance as mainstream students above but their special educational needs or disability and / or learning difficulties will also be considered.
- 6.15 In response to the new SEND framework, the council Has changed how subsidised travel assistance is provided for pupils aged 16-25 with learning difficulties and/or disabilities entering post 16 education from September 2018.
- 6.16 Whilst transport is not automatically provided for pupils with an EHCP, currently additional consideration for support is given when their learning difficulty or disability makes travel assistance essential, or they have to travel much further from home to attend a school or college which can meet their needs.
- 6.17 Therefore support will be considered for pupils with an EHCP who are studying on a full-time basis (over 540 guided learning hours for the academic year) at their nearest school or college which can meet their educational needs and is over the 3 mile walking distance. This covers pupils who are:
- Completing a non specialist course - until the end of the academic year in which they reach 19 years of age;

- Completing a specialist course - until the end of the academic year in which they reach 21 years of age;
 - Completing a course funded by Swindon Borough Council using the high needs top-up funding available for the individual - until the end of the academic year in which they reach 25 years of age
- 6.18 Pupils transferring to post 16 education must complete an application form to request assistance. Pupils already attending post 16 settings and receiving assistance will be contacted to review their requirements. For all pupils the primary offer of assistance will be through a Personal Travel Budget (PTB) or buss pass. In exceptional circumstances where a PTB is unsuitable for the individuals needs a further transport needs assessment will be undertaken and alternative transport provision could be deemed appropriate.
- 6.19 The Local Authority will consider requests for assistance on a case by case basis, therefore, the level of assistance ultimately offered will depend upon the needs of the learner and the travel arrangements already serving the school or college. The annual review process will provide an opportunity to discuss a pupil's transition to post 16 education and to take travel implications into account when making decisions.
- 6.20 The council is committed implementing the DfE guidance to create opportunities and provide support for young people with learning difficulties and/or disabilities to prepare for adulthood and fully engage in their community. This leads to an emphasis on tailoring assistance to individual pupils and helping them to gain independent travel skills – to a level and timescale appropriate for them.
- 6.21 This will not change who receives support, but will help the council to give young people and their family's more choice and control over decisions affecting them and help them to improve independence as they move into adulthood. This will provide pupils with:
- the flexibility to make their own travel arrangements with the help of a personal travel allowance
 - enhanced life skills to travel independently by supporting travel training and activities
 - additional support for those with exceptional needs
- 6.22 Discussions will take place with pupils and their family as part of the EHCP annual review and transition planning process. The council will continue to consider requests for assistance on a case by case basis, but we will only offer a Personal Travel Allowance or buss pass in most circumstances.
- 6.23 The Personal Travel Budget (PTB) will be the council's contribution towards the cost of the learner's travel arrangements, and will be paid direct to the learner or their family.

- 6.24 Where a parent has decided that they do not wish for their child to go to the school or college that the Special Educational Needs Assessment and Disability Service has decided can meet the students needs and decide to seek a placement at an alternative establishment, transport will not be provided.
- 6.25 It is important to note that although a student may have a Statement of Special Education Needs or an Education Health and Care Plan or may have had one whilst at school, this does not automatically entitle the student to travel assistance once in post 16 provision and they must apply under the post 16 policy.
- 6.26 Parents or carers submitting an application for transport assistance should provide relevant evidence to the Special Educational Needs and Disability Assessment Team to support their application for the assessment for transport assistance as noted above.

Timetable and process for applications

- 6.27 Application forms are available from colleges, schools and Swindon Borough Council from April/May each year.
- 6.28 Applications for current school transport to a sixth form should be returned by the 30th June each year to Passenger Transport.
- 6.29 Applications for providers other than sixth forms, should be returned by the 31st July each year.
- 6.30 Swindon Borough Council will accept application forms after this time, however the Council cannot guarantee transport will be available for the start of the academic year.
- 6.31 Where a student is attending an FE college, Scholar Season Tickets will be available from Student Services on the first day of term where transport is awarded.

7. Other Key Policy Areas

Other relevant, key policies are set out below:

- 7.1 The home address given on the application form must be the address where the child resides for most of the week with their parent or carer. Where a child has a joint address or the parents have dual responsibility, then the address that the child benefit is paid will be taken as the child's home address. The LA may ask parents or carers to provide proof of these circumstances.
- 7.2 Free transport will not normally be granted in cases where parents choose to send children to a school over the prescribed distance but it may be considered in exceptional circumstances.
- 7.3 Students may be required to walk up to one mile from home to the pick-up point and, where students use public service routes, they may be required to walk up to one mile from the setting-down point to the school or 1.5 miles to a 16-18 provider.
- 7.4 Requests for changes in transport arrangements will be considered but changes, such as additional stops, are not always possible for reasons of safety and timing.
- 7.5 Students aged eight years of age who are entitled to free transport under the distance criteria will continue to receive free transport until the end of the academic term in which they reach the age of eight.
- 7.6 In determining free or subsidised home-to-school transport as a result of errors in measurement, such free or subsidised transport will be withdrawn at the end of the academic year during which the error is discovered.
- 7.7 Where, for any reason, transport facilities have been approved in error, the LA reserves the right to withdraw that provision at any time convenient to the LA, and will normally do so, after giving due notice of its intention to do so.
- 7.8 The '3 for 2' rule which allows three children to share a double seat under the PSV (Carrying Capacity) Regulations 1984 will no longer be applied on vehicles irrespective of whether they are operated by the LA, contractors, schools or if they are hired or borrowed. Each child will, therefore, have their own seat. The exception to this would be where students use public service buses where the Local Authority does not contract any seats. In such cases students may have to stand on the vehicle if no seats are available and the relevant vehicle is legally able to operate with standing passengers.
- 7.9 Students who submit late applications and who do not receive a travel pass on the first day of term and who, therefore are obliged to meet the cost of travel to college from their own resources, will be limited in the level of reimbursement. This will only commence after 15 working days have elapsed following receipt of the application form from the LA.

- 7.10 Transport is only provided if the student attends the nearest education establishment offering the qualification irrespective of the module content.
- 7.11 Students who do not have a current Statement of Special Educational Needs or Education Health and Care Plan but who are deemed to have a level of special needs below that required for a formal statement, would not normally be entitled to free transport but would have the right to appeal for transport to the Education Transport Appeals Panel.

8. School Transport Appeals

- 8.1 In accordance with the revised guidance for transport appeals, since September 2016, the LA has adopted a 2 stage review and appeal process.
- 8.2 This appeals policy is applicable to children who live within the Borough of Swindon that are attending mainstream and special schools. This appeals policy applies to children with or without a Statement of Special Educational Needs (SEN) or Education, Health and Care Plan (EHCP).

Right to Appeal

- 8.3 Where a parent has been refused transport assistance they can challenge the decision for the following reasons
- 8.3.1 The nature of the transport arrangements offered
 - 8.3.2 Their child's eligibility
 - 8.3.3 The distance measured in relation to statutory walking distances; and
The safety of the route

Stage 1

- 8.4 Within 20 working days from the receipt of the local authority's home to school transport decision, a parent can make a written request asking for a review of the decision.
- 8.5 A parent will be advised of the right for a review within the decision letter.
- 8.6 The request for review should be made by completing the Transport Decision Review Form. The parent should state the reason why the decision should be reviewed and given details of any personal and/or family circumstances the parent believes should be considered when the decision is reviewed.
- 8.7 Within 20 working days of the receipt of the parent's written request a senior officer will review the original decision and will notify the parent by way of detailed written notification of the outcome of the review.
- 8.8 The decision letter will contain the following
- 8.8.1 The nature of the decision reached;
 - 8.8.2 How the review was conducted (including any standards followed e.g., Road Safety GB)
 - 8.8.3 Information regarding other parties consulted
 - 8.8.4 What factors were considered
 - 8.8.5 Information how the parent can escalate their case to stage 2 if appropriate

Stage 2

- 8.9 Following the receipt of the local authority's stage one decision notification, a parent can within 20 working days submit a request to escalate the matter to Stage 2.
- 8.10 A parent should complete a Transport Appeal Form and send this to the Appeals Clerk
- 8.11 Within 40 days of receipt an appeal will be scheduled with the Education (Transport) Appeals Sub-Committee who will consider both written and verbal representation from both parents and officers involved in the case.
- 8.12 The parent will be notified of the outcome by telephone following the outcome of the appeal panel and will receive formal notification of the outcome within 5 working days. The notification will include
 - 8.12.1 The nature of the decision reached;
 - 8.12.2 How the review was conducted (including any standards followed e.g., Road Safety GB)
 - 8.12.3 Information regarding other parties consulted
 - 8.12.4 What factors were considered
 - 8.12.5 If refused, information about how the parent can refer to the case to the Local Government Ombudsman
- 8.13 Where an appeal is upheld, this does not guarantee funding throughout the school life of the child, and the circumstances under which the appeal was upheld would be kept under review.

Education Transport Appeals Sub-Committee

- 8.14 An Education Transport Appeals Sub-Committee will meet to consider transport appeals. The membership of this Sub-Committee is made up of three Councillors selected from a pool appointed by the Appeals Committee. These Councillors will not have been involved with the case previously and should not have any close connection with the appellant. If one of the Councillors does have a remote connection with the appellant, they may be allowed to take part in the hearing if neither the LA's representative nor the appellant objects
- 8.15 The Education Transport Appeals Sub-Committee will consider case papers for each appeal consisting of the reasons as to why the LA have refused to provide transport assistance, any other relevant information and the parents appeal giving reasons as to why they are appealing against this decision.
- 8.16 Each Councillor will remain a Committee member for at least one year but there will be no limit on how long they wish to continue as a member providing there is no conflict of interest in the areas mentioned above.
- 8.17 All Councillors on the Appeals Committee will undertake training on the Transport Policy at least once per academic year to ensure that Councillors become 'expert' in this field.

- 8.18 The Education Transport Appeals Sub-Committee will consider all appeals on their individual merits. The decision of the Sub-Committee is final with no further rights of appeal.
- 8.19 The Education Transport Appeals Sub-Committee must operate within the Transport Policy at all times.
- 8.20 The Education Transport Appeals Sub-Committee must take into consideration the cost of transport should the appeal be upheld.
- 8.21 If the Education Transport Appeals Sub-Committee agrees to uphold an appeal, it must indicate the length of time for which the transport has been agreed.
- 8.22 Once the appeal has been heard the Education Transport Appeals Sub-Committee will make its decision that day and the Committee Officer will endeavour to contact the parent by telephone the same day to give the result of the appeal. A decision letter outlining the Education Transport Appeals Sub-Committee decision and its reasons will follow usually within one week.
- 8.23 If parents are not happy with the decision of the Education Transport Appeals Sub-Committee then they are able to contact the Ombudsman. The Ombudsman will only be able to look at the way the appeal was conducted and establish whether the LA followed all its processes in the correct manner.
- 8.24 If the Appeal is in relation to a placement made by order of an SEN & Disability Tribunal, the Appellant and the Local Authority may be bound by any decision relating to travel that the Tribunal has made. The SEN and Disability Tribunal may have specifically come to a decision about placement based on the inclusion of travel costs.
- 8.25 For appeals on the grounds of road safety, parents can only appeal if they believe that they are unable to accompany their child to school. However, the Appeals Sub-Committee will not usually accept the need for parents to be at work as the reason why transport should be provided.
- 8.26 The Education Transport Sub-Committee is able to consider applications for assistance from parents of children receiving nursery education as per the School Standards and Framework Act 1998.

Grounds Under Which the Education Transport Appeals Sub-Committee can Uphold an Appeal

- 8.27 The grounds under which the Education Transport Appeals Sub-Committee can allow / uphold an appeal are:
- 8.27.1 The Transport Policy has not been applied properly.
- 8.27.2 There are discrepancies in the way the application has been handled.

8.27.3 The individual circumstances put forward by the applicant outweigh the normal policy considerations and are considered to be exceptional circumstances.

8.28 Examples of exceptional circumstances are:

8.28.1 If there are exceptional circumstances within the immediate family unit where the child lives that affects the child ability to attend their designated school such as domestic violence. Evidence would be required to support this.

8.28.2 Death or serious illness of parent with whom the child has been living.

8.28.3 In cases of students with Special Educational Needs – additional evidence of need that the Education Transport Appeals Sub-Committee is asked to consider.

9. Spare seats policy

- 9.1 This refers to spare seats on home to school/ college transport routes.
- 9.2 These are routes that are operated for the benefit of those who are entitled to transport assistance to and from school. The key points regarding this scheme are set out below:
- 9.2.1 The Council cannot guarantee that a young person will keep the seat for longer than one term;
 - 9.2.2 Fare prices are reviewed annually;
 - 9.2.3 The parent must complete a Spare Seat application form.
 - 9.2.4 Payment is required in advance;
 - 9.2.5 The price charged covers a return journey for every school day of the relevant period;
 - 9.2.6 There will be no rebates for those deciding to travel for fewer than the maximum number of possible journeys per term, for example there is no rebate if a young person decides to use his/her bus pass for morning travel and returns by some other private means in the afternoon;
 - 9.2.7 The route of the journey is home to school / college and only operates as per the timetables set by the Council.
 - 9.2.8 No guarantee can be given that the transport will continue to run throughout a young person's time at a school / college, or that the place on the bus will not be withdrawn at some future date if the place is required for a young person who is entitled to transport assistance.
 - 9.2.9 If a place on transport is needed, the last child offered the place will be given notice of 2 weeks that their place is no longer available. There is no route to appeal this decision.
 - 9.2.10 When there are more requests to pay for seats on a particular route than there are seats available they will be allocated in the descending order of priority shown in the table "Priority for Spare Seats":

Priority for Spare Seats / places

- 9.3 Priority for spare seats determined as follows
- 9.3.1 **Priority 1** - Those with a Statement of Special Educational Needs or Education Health Care Plan naming the school.
 - 9.3.2 Looked After Children
 - 9.3.3 Year 11, if there is no service of train link
 - 9.3.4 Those who travelled on the route the previous term and then first come first served

10. Contacts

Subsidised Season Ticket

Swindon Borough Council
Passenger Transport Services
Wat Tyler West, 3rd Floor
Beckhampton Street
Swindon SN1 2JH
Email:
passengertransport@swindon.gov.uk

Young Persons' Travelpass

Thamesdown Transport Travel Shop
11 Fleming Way
Swindon SN1 1BZ
Tel 01793 428428
Open 0900-1730, Mondays to Fridays
and 0900-1700 on Saturdays.
www.thamesdown-transport.co.uk

Bus operators and information

Thamesdown Transport Limited
Barnfield Road
Swindon SN2 2DJ
Tel 01793 428428
www.thamesdown-transport.co.uk

Stagecoach in Swindon

Bus Station,
9 New Bridge Square,
Swindon, SN1 1EA
Tel 01973 522243
www.stagecoachbus.com

Traveline

Comprehensive bus, coach and rail
information
Tel 0871 200 22 33
www.traveline.info
Website includes journey planner and
links to other public transport sites.

Concessionary Travel for People with Disabilities

Swindon Borough Council
Concessionary Travel Office
Civic Offices
Euclid Street
Swindon SN1 2JH
Email :
concessionarytravel@swindon.gov.uk
www.swindon.gov.uk

Transport for People who are Severely Mobility Impaired

Swindon Dial a Ride and Community
Transport
Newcombe Drive
Hawksworth Trading Estate
Swindon
SN2 1DZ
Tel 01793 616050
Email:
transport@dialarideswindon.org.uk
www.dialarideswindon.org.uk

Maps

www.thamesdown-transport.co.uk
Swindon Urban Bus Services
Swindon Town Centre Bus Stops
<http://193.113.179.211/roadsandtransport-cycleways>
www.swindonbus.info
www.traveline.info
Swindon Cycle Map

Appendix 1 - Guidance for parents: School Transport operations in extreme weather conditions

When there is snow, ice or flooding, school transport may be disrupted. If the bad weather occurs overnight it may not be easy for a parent to find out whether school transport is running. Local radio stations give out information on school closures and school bus cancellations. If a child travels on a school bus contract, then it should be ensured that they have a contact telephone number for the bus/coach operator so they can contact them direct for information.

Alternatively, parents/carers can telephone the school, or check the school website for updated information.

If parents/carers cannot find out for certain and school transport is over 20 minutes late then it should be assumed that the school bus is not operating at all. If a parent decides to take their child into school themselves, they must also be able to collect their child in the afternoon because school transport may still not be able to operate.

When there is very bad weather, parents' should not assume that their child will be taken to school. They need to make sure that their child knows what to do if transport does not run. If their child cannot return home, arrangements should be made so that he or she can go home with a friend or relative.

Where very bad weather is forecast or prolonged, the LA will make a decision after 2 p.m. the previous day as to whether to provide transport. In these instances information will be available on the local radio station and Council website.

Further information is available from:

Passenger Transport Manager at passengertransport@swindon.gov.uk or on 01793 466213

Appendix 2 – Behaviour on school transport

The majority of students travelling to and from school behave well. For a few, this is not so and these few can make the journey very unpleasant for other passengers (students and members of the general public), road users and the driver of the bus or coach.

Behavioural problems on school transport have increased and in the past students may have been seen as misbehaving on the school bus, but behaviour has deteriorated in some instances as to be considered dangerous. Allegations of bullying on the bus journey to and from school, also appears to be an increasing trend. Unacceptable behaviour will not be tolerated. In all instances of unacceptable behaviour the school and parents of those concerned will be contacted. Bullying, vandalism or unruly behaviour can result in exclusion from transport.

The Local Authority has in place a Behaviour on School Transport Policy which is intended to give both students and parents/carers information/guidance on how good behaviour on school transport can be encouraged, and the way incidents of poor behaviour will be managed.

Part of the process will include the issue of a guide to students and parents to help define the operator's expectations of passengers, whilst travelling to and from school.

These guides will also help parents/carers and students to define their expectations of home to school transport.

The Public Transport Network Coordinator is responsible for receiving and investigating complaints from schools, parents/carers or students regarding home to school transport provided by private vehicle operators. Concerns should be raised directly to the Passenger Transport Services office by telephoning 01793 466213.

Further details can be obtained from:

Passenger Transport Services
Swindon Borough Council
Wat Tyler House
Beckhampton Street
Swindon
SN1 2JH
Tel: 01793 466213

Information provided to students and parents/carers

Students

When traveling by bus:

- Please be at the bus stop 5 minutes before the bus is expected.
- Treat the Driver with respect and follow their instructions.
- Students who have a right to travel on school buses also have a responsibility to behave well. In the interests of **safety** it is of paramount importance that all students behave in an acceptable manner.
- Wait for the bus in an orderly manner without disturbing others.
- Take care when getting on and off vehicles.
- Remain seated throughout the journey, and wear seatbelts where provided.
- Do not shout or disturb the driver, except in an emergency.
- Only use the emergency exits if there is a genuine emergency or when told to by the driver.
- Do not throw things inside the vehicle or out of windows.
- Do not intimidate or be rude to other passengers and respect the rights of other students to travel without fear of bullying.
- Students are not allowed to eat or drink during the journey.
- They should carry out any instruction given by the driver.
- Smoking is not allowed.
- Do not drop any litter.
- Do not damage the bus, if it is damaged the police will be contacted and your parents or carers may have to pay for the damage.
- If the bus breaks down or is in an accident, follow the driver's instructions and stay with the bus until another one arrives.
- Always try and set a good example for younger passengers.
- If you see others behaving inappropriately tell the driver and your school.

Your Travel Pass:

- Carry your travel pass with you when you travel to and from school.
- Be ready to show your pass. If you are unable to show it you may not be able to travel.
- Only use your pass to travel on the route it is for.
- Do not use anyone else's pass or let them use yours or it may be confiscated.
- If you lose your pass contact the school office for a replacement for which a fee will be charged.

Your Pick Up Point:

- You and your parents or carers are responsible for making sure that you get to the pick-up point safely.
- Arrive at the pick-up point at least five minutes before the bus is due. It runs to a timetable and cannot wait if you are late,
- When waiting at the pick-up point do not go onto, or damage, private property
- You should always follow the Green Cross Code when you're walking to a bus stop or station.
- If a bus is late only wait at the pick-up point for 20 minutes and agree with your parents what to do if the bus doesn't arrive. This could be going home or going to a friend's house to arrange another way to get to school.
- If there is a storm or snow, listen to the local radio stations or phone your school for advice before setting out. If your parents or carers take you into school in the morning because they are not sure if the bus is running, they must also be prepared to collect you in the afternoon, if the weather is still bad.

Keeping Safe:

- Queue sensibly for the bus, and stand well away from the edge of the road.
- Don't push or trip others.
- Don't try to open the doors of the bus yourself.
- Let other passengers get off before you get on.

- Get on and off in a sensible way so you don't hurt yourself or other people. Do not try to get back on the bus once you have got off.
- Be careful not to get coats, bags or scarves caught in doors.
- If you need to cross the road once you have left the bus, wait until the bus has driven away so you can see other vehicles and their drivers can see you.
- Where a seatbelt is provided please wear it - as from September 2006 it is the law.

Younger Children:

- Ensure that young children are taken to the bus stop in good time and at least 5 minutes before the scheduled pick up time. Take and collect young children on the same side of the road as the bus collects and sets them down.
- Once the vehicle arrives please encourage your child to find a seat. Where seat belts are provided they must be worn
- Ensure that young children are met when the bus returns from school. It is not the bus driver or schools responsibility to ensure that the children return home safely after they have got off the bus.
- If an adult is not available to take care of the student the driver may take the child, for their own safety, to a local police station or social care establishment. It will be your responsibility to arrange for them to be collected.

Students picked up from home by small vehicles:

- Your child needs to be ready before the transport arrives so that others are not held up and made late for school/college, or late getting home.
- The drivers and escorts are not able to leave the immediate vicinity of the vehicle as they have to supervise the passengers on board. Please ensure that you are watching for the vehicle.
- The student must not go near the vehicle until it has stopped, do not run towards it, or around it.
- Please ensure that the student puts their seatbelt on in the vehicle.
- The students must listen to the driver and escort where applicable and do as he or she says.
- Students must always, when they are in the vehicle, stay in their seats at all times when the vehicle is moving.

- The student must not engage in horseplay, or play silly games on the transport, as this is dangerous and could cause an accident.
- Must not eat and drink on the transport.
- Must not cause damage, including graffiti, must not spit, or interfere with doors or window mechanisms or leave litter in the vehicle.
- Must take care that their coats, scarves or bags are not caught in the door as they enter or leave the vehicle.
- Must make sure that they have all their belongings as they leave the vehicle, If they have forgotten something, telephone the taxi company that operates the vehicle

The Response to Students Who Fail to Observe this Policy:

- All reports of misconduct will be investigated and appropriate disciplinary action taken which might include:
 - a. Official warnings
 - b. Exclusion
 - c. Withdrawal of transport
 - d. Payment for any damage caused
- Criminal damage or behaviour will be reported to the Police.
- Parents/carers will be contacted if:
 - a. A student smokes on the bus
 - b. A student's behaviour falls below the standards required
 - c. A student's actions put the safety of other passengers and road users at risk
 - d. A student's actions cause the driver of the bus to become distracted
 - e. A student's bus pass is confiscated.
- You need to be aware that many bus operators monitor the behaviour of passengers using CCTV. CCTV footage will be used as evidence if drivers or passengers are hurt or the bus damaged.

What constitutes serious misbehaviour?

The list below is a guide to what would lead to an instant ban or a much longer ban than normal:

- Vandalism
- Arson

- Tampering with CCTV equipment
- Bullying both physical and verbal
- Carrying weapons
- Abusing the Driver
- Fighting
- Drug or solvent abuse
- Using derogatory, offensive language
- Anything liable to seriously endanger yourself or others

This list is not exhaustive, your school may have other ideas and they will guide us. Each incident reported to us will be dealt with in its individual merits.

Parents/Carers

- We would like you to encourage your child to behave well on school transport.
- We would like you to co-operate with the School, the LA and the Operator if your child is having any problems.
- We would like you to make other arrangements for your child to travel to school if transport is withdrawn, because of your child's conduct.
- If you move house please let us know in advance as this may affect your child's entitlement to transport or they may need to be on a different bus. If you have any queries about the area you are moving into please contact us and we will be able to tell you the catchment areas for the school your child attends.

Schools

- Make sure that children understand the rules for safety on buses and other transport.
- Ensure children understand the consequences of misbehaviour on transport and at bus stops.
- Work with parents/carers, drivers, escorts and LA staff in cases of problem behaviour.
- Consider appointing transport prefects or assisting the operator to draw up a seating plan if needed.
- Provide adequate supervision at set down and pick-up points, and advise operators of any special parking arrangements at your school.
- Wherever possible, make sure that private cars do not obstruct bus stops outside schools.

- Agree contingency plans with the LA in case of bad weather or other emergencies, ensure that the LA is aware of inset, or early finish days.
- Should the school transport fail to arrive, contact the Passenger Transport Department. Keep children together wherever possible.
- Ensure that students understand that season tickets or passes, where issued, must be produced when requested by operators, drivers or LA Representatives.
- Notify the Passenger Transport Department of any changes to students circumstances, e.g. change of address, moving away from the area or leaving the school.

Special Needs Vehicles

Please refer also to the Special Educational Needs section of the Transport Policy.

- If an escort is provided on the vehicle they will work together with the driver and aim to provide an enjoyable journey to and from school.
- Any medication to be taken during the school day can be handed to the escort for safekeeping on the journey but must not ask the escort to administer medication.
- The driver and escort should not leave the vehicle when there is still a student on board. Unless otherwise specifically instructed the escorts duties are restricted to the supervision of the students on the vehicle. They cannot be expected to escort children across roads.
- Escorts should have a Local Authority identification badge, which shows their picture and name.
- A parent, carer or other responsible adult must be at home at the times the transport calls to collect or deliver the student.
- You have to take your child to and from transport, if they need you to do this, the escort or driver cannot do this for you.
- Details of the child's special needs provided by the Local Authority Children's Services Directorate will be given to the escort, however please talk to them about anything important that we may not know about, such as any medication your child may be taking, or any medical conditions.
- If you are going to move house please inform Children's Services in advance in writing. This may affect your transport entitlement and we may not be able to make new arrangements in less than 10 working days notice.

- Wheelchairs are checked by Passenger Transport to see if they are safe to use on transport. If you know that your child is getting a new one you must phone 01793 466215 to ask for it to be checked. At least 5 working days notice is needed. Less notice could mean that it cannot be transported until it has been checked that it is safe.
- If your child has a special seat or harness provided by the Council then they must use it. These seats and harnesses belong to the LA and must not be removed from transport.
- Safety of your child and others may be affected if allowed to travel using other equipment. Escorts and drivers have been told not to allow any changes without permission from Passenger Transport.

Appendix 3 – Drugs and Alcohol on Swindon School Transport

The Local Authority recognises its responsibility to provide a safe and healthy journey to and from our education establishments for students using our transport and that this can be put at risk by students or other passengers, who use illegal drugs, misuse other drugs or misuse alcohol.

- In accordance with the Misuse of Drugs Act 1971, use of illegal drugs will not be tolerated at any time.
- The Licensing Act 2003 states that it is an offence to sell alcohol to a young person under the age of 18, and to buy alcohol if you are less than eighteen years of age. The Confiscation of Alcohol (Young Persons) Act 1997 allows the police to confiscate alcohol from individuals less than eighteen years of age who are drinking in public and to contact their parents.
- If an individual is found using illegal drugs, alcohol or misusing drugs on any transport provided by the Local Authority, the following procedure will be followed:
 - a. The individual should be challenged, unless there are real concerns about personal safety of the driver, escort, individual or other passengers. In such a setting, the behaviour should be challenged at the earliest opportunity or the relevant school/college informed.
 - b. The individual should be instructed to cease the activity immediately. Where possible, the controlled drug or alcohol should be confiscated, but only in circumstances where personal safety is not put at risk.
 - c. If the individual refuses, the driver or escort should report to the senior member of staff at the school/college attended by the individual, who has designated responsibility for the management of drug and alcohol related incidents. This should be done immediately on arrival at the school/college premises or, if the incident occurs on a return journey, immediately the following day. The individual should be informed of this course of action, and reminded that the school/college may opt to involve the parents and the police in this matter.
 - d. Should any controlled drug or alcohol be found or seized on the transport by the driver or escort, these should be passed to the proprietor of the company operating as our contractor or in the case of the Local Authority Fleet Transport the Fleet Operations Manager who should place them if drugs in a sealed, lockable cabinet in the first instance. Alcohol should be stored on the premises and depending on what action is to be taken should be disposed of if it is no longer required for evidence, or returned to the owner if required to do so by the Police or Local Authority. Small quantities should not be destroyed, but placed in a sealed bag (preferably a self sealing evidence bag to be supplied by the Police) and placed in a lockable metal cabinet. This should be recorded and witnessed by the

person who found the substance and a member of the Companies or LA senior management team. At the earliest opportunity, Wiltshire Police should be contacted to arrange for the collection of the substance. If the contractor or the Local Authority Fleet Transport Operations Manager or their delegated representative takes the confiscated substance to Wiltshire Police, they should ring ahead to ensure the duty desk is aware of their intentions. The contractor and any Local Authority staff must not dispose of any substance themselves. Drugs should only be confiscated where possible, and if personal safety is not put at risk.

- e. If this is the first instance, the individual should be warned that future incidents will be dealt with more robustly e.g. immediate involvement of Wiltshire Police.
- f. Following the incident, other senior staff, drivers and escorts should be informed and asked to be vigilant for reoccurrence.
- g. The individual may still be in illegal possession of controlled drugs. They should be reminded that this means that they are committing an offence under the Misuse of Drugs Act (1971), and informed of the legal risks this carries.
- h. If there is more than one incident while using education transport concerning an individual, then the Local Authority's Fleet Transport and Transport Contracts Teams may in conjunction with the Education Welfare Team instigate a behaviour contract between student, parents/carers, school/college and transport contractor. Failure to abide by this behaviour contract may lead to the child being permanently excluded from education transport. This would also include the situation if a student has been excluded permanently from one school and needs to travel to another using education transport
- i. Where quantities of drug or packaging suggest supply may be taking place, Wiltshire Police should be involved immediately.
- j. Any drug or alcohol-related incident must be recorded immediately on the Contractor/Local Authority Fleet Transport incident report form and reported to a line manager and supervisor and to the Passenger Transport Team who commission the transport on behalf of the Local Authority.
- k. If this is a recurring problem, more robust action should be taken, including direct involvement of Wiltshire Police where appropriate, but always in consultation with the school/college concerned.
- l. The contractor and Local Authority vehicle fleet will provide information and publicity about drugs and alcohol information and local treatment services through posters in buses and other transport provided by them on behalf of the Local Authority.

- m. The Local Authority reserve the right to seek and employ other enforcement and deterrent procedures including use of CCTV and police interventions (e.g. searches, use of passive drugs dogs etc) to identify persistent offenders, working with and on the advice of Wiltshire Police.
- n. The Local Authority and its contractors should ensure any incident relating to drugs, alcohol or other substances is addressed and managed in partnership with the school/college concerned (in conjunction with schools drugs policies) and with the appropriate Wiltshire Police School/College Liaison Officer, to ensure consistency of approach and clarity for students regarding drugs and alcohol incident procedures.

Appendix 4 – Designated transport areas

The maps outlining the designated transport areas are found in a separate document to be read in association with this document (this can be made available on request to gcheal@swindon.gov.uk 01793 465802).

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APPENDIX 1

Swindon Substance Misuse Strategy 2017-2022

Health and Wellbeing Board

Date: 13th December 2017

Author:	Frances Mayes – Senior Public Health Manager, Swindon Borough Council
Wards:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 The purpose of this strategy is to:
 - 1.1.1 Set out the vision for tackling substance misuse in Swindon.
 - 1.1.2 Identify the key priorities for reducing the impact of substance misuse in Swindon.
 - 1.1.3 Engage local partners and communities to ensure local needs are met.
 - 1.1.4 Ensure the optimum commissioning of substance misuse services.
- 1.2 Drug and alcohol misuse has a significant impact on children, adults, families, and communities including increases in crime, physical and mental health problems, domestic abuse, child exploitation, abuse and neglect, family breakdown and homelessness.
- 1.3 The annual costs of drug addiction in England is estimated to be £15.4 bn and the total cost of alcohol related harm £21 bn. This includes costs relating to crime, NHS, taking children in to care and loss of productivity. For every £1 spent on young people's drug and alcohol intervention brings a benefit of between £5-£8. PHE estimates that every £1 spent of drug treatment saves £2.50 to society.
- 1.4 The strategy has been informed by the Swindon substance misuse needs assessment.
- 1.5 The vision for Swindon is to prevent the harms caused by drugs and alcohol to individuals, children, young people, families and communities, by encouraging healthy choices, promoting recovery and reducing crime. We will strive for a Swindon free from the harms caused by substance misuse.
- 1.6 Swindon and Wiltshire Councils are currently procuring a substance misuse prevention and treatment service to cover Swindon and Wiltshire. The priorities of the new service have been informed by the development of this strategy and it is important that Swindon and Wiltshire strategies align. This will be achieved through the development of a Swindon and Wiltshire Substance Misuse Strategic Group. A full governance structure is included in the strategy, attached at Appendix 1 to the report.

Further information on the subject of this report can be obtained from Frances Mayes, 01793 444677, FMayes@swindon.gov.uk.

Swindon Substance Misuse Strategy 2017-2022

Health and Wellbeing Board

Date: 13th December 2017

2. Recommendations

The Board is recommended to:

- 2.1 Discuss and approve the Swindon Substance Misuse Strategy 2017 - 2022 attached at Appendix 1 of the report.
- 2.2 Endorse the development of a full action plan, and agree to receive annual updates on progress.
- 2.3 Recommend to Cabinet and the Swindon Clinical Commissioning Group Governing Body that they adopt the Swindon Substance Misuse Strategy 2017 – 2022.

3. Detail

- 3.1 In Swindon there are estimated to be 1140 opiate and or crack cocaine users, 577 of whom were in treatment. Just over 500 are estimated to be injecting drug users. New trends in drug misuse are emerging with the use of New Psychoactive Substances (NPS) increasing alongside image and performance enhancing drugs and the increased challenge of poly substance misuse. Fewer drug users are coming into treatment who use opiates, mainly heroin. However, those who are in treatment for opiate misuse are older, often have physical and mental health problems and entrenched drug dependence.
- 3.2 In Swindon we have a higher proportion of the population who abstain or are very light drinkers than nationally, a smaller cohort of moderate drinkers and a higher proportion of problematic or higher risk drinkers. We have higher rates of alcohol related hospital admissions in Swindon than the national average and this has risen since 2014. This particularly relates to women under the age of 40 years and older males. In contrast alcohol related hospital admissions for under 18 years have decreased since 2013 and we are now in line with the national average.
- 3.3 National and local data indicates that young people's substance misuse is declining. Cannabis and alcohol are the two substances most commonly misused by the under 18s in Swindon. However, hospital admission for substance misuse for 15 -24 year olds has increased in Swindon over the past three years. This may be partly due to NPS and multi-substance use.
- 3.4 20% of children on a child protection plan had a parent who misused alcohol and 18% had a parent who misused drugs. 33% of adults in alcohol treatment are parents with child care responsibilities and a further 20% are parents whose child

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Swindon Substance Misuse Strategy 2017-2022

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lives elsewhere. 28% of opiate clients in treatment are living with a child under the age of 18 years. It is important that children most at risk from the impact of drugs and alcohol are identified and parents are supported to provide the optimum care possible to safeguard children.

3.5 The Key priorities identified for Swindon are:

3.5.1 Prevention and early intervention particularly with young people and their families.

3.5.2 Reduction of health related harms and addressing inequalities.

3.5.3 Promotion of sustained recovery for those dependent on substances.

3.5.4 Reduction of substance misuse related crime and anti-social behaviour.

3.6 The strategy aligns to national drivers and local priorities including:

3.6.1 The National Drugs Strategy (2017).

3.6.2 The National Alcohol Strategy (2012).

3.6.3 The Modern Crime Prevention Strategy (2016).

3.6.4 Swindon Health and Wellbeing Board Priorities.

3.7 The Strategy outlines some local successes in Swindon such as:

3.7.1 Swindon Local Alcohol Action Area (Phase 2).

3.7.2 Swindon Street Drinkers Project.

3.7.3 Social Norms interventions in Schools.

3.7.4 Substance misuse Arrest Referral Project to link those arrested into brief interventions and treatment services.

3.7.5 Funding identified to roll out a children's screening project to identify those most at risk from substance misuse.

3.7.6 A Cumulative Impact Zone in the Broad Green Area identified in 2016.

3.7.7 Referral pathways developed between Great Western Hospital and U-turn (Children and Young People's treatment service).

3.7.8 U-turn was judged to be safe, effective, caring and well led in the latest CQC inspection.

Further information on the subject of this report can be obtained from Frances Mayes, 01793 444677, FMayes@swindon.gov.uk.

Swindon Substance Misuse Strategy 2017-2022

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- 3.7.9 A targeted review of licenced premises resulted in action being taken on some problematic licensed premises.
 - 3.7.10 The introduction of breathalysers on licensed premises to reduce access for those under inappropriate influence of alcohol.
 - 3.8 The strategy also highlights some key issues including:
 - 3.8.1 Tackling Drug Related Litter.
 - 3.8.2 Introducing digitalisation and innovation with regard to prevention and treatment.
 - 3.8.3 The impact of welfare reforms and homelessness.
 - 3.8.4 The impact of County Lines and criminal and sexual exploitation.
 - 3.8.5 Ensuring treatment services meet the needs of our diverse population.
 - 3.9 The strategy goes on to highlight the key actions to be taken to achieve the four priorities highlighted above. It also identifies the key measures for monitoring the outcomes of the strategy including:
 - 3.9.1 A reduction in hospital admissions.
 - 3.9.2 Reductions in offences related to substance misuse.
 - 3.9.3 Increases in successful completions of treatment (particularly for criminal justice clients).
 - 3.9.4 Reductions in the number of people in the Borough dependent on drug misuse.
 - 3.9.5 Increases in the number of people in 'effective treatment'.
 - 3.9.6 Increases in identification of parental substance misuse and early referrals of children to support services.
 - 3.10 The strategy outlines the governance structure for the strategy which highlights the need for all agencies and communities to work in partnership. The Strategy will be owned by the Swindon Community Safety Partnership Board with progress co-reported to the Health and Wellbeing Board. The Swindon Dangerous Drugs Network and Substance Misuse Group will ensure the effective delivering of the strategy.
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Further information on the subject of this report can be obtained from Frances Mayes, 01793 444677, FMayes@swindon.gov.uk.

Swindon Substance Misuse Strategy 2017-2022

Health and Wellbeing Board

Date: 13th December 2017

4. Alternative Options

- 4.1 To not support the Substance Misuse Strategy 2017 - 2022.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 There are no direct financial or procurement implications arising from the development of the strategy. Planned work as outlined in the strategy and under the priorities is covered by existing budgets or will go through appropriate Swindon Borough Council approval processes. In the longer term the impact of the strategy may reduce health, social care and criminal justice costs.

Legal and Human Rights Implications

- 5.2 There are no legal or human rights implications identified through the strategy.

All Other Implications (including Staff, Sustainability, Health, Rural, Crime and Disorder)

- 5.3 The strategy has the potential to reduce health inequalities associated with substance misuse. It also aims to reduce the impact on crime and disorder. The strategy in combination with the re-commissioning of the treatment service will have a positive impact on rurality with regard to improving access to treatment.

Diversity Impact Assessment

- 5.4 A diversity impact assessment has been undertaken for this strategy.

Risk Management

- 5.5 No specific risks have been identified at this stage for this report.

6. Consultees

- 6.1 The Board Director, Resources (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.
- 6.2 A full list of all partners and stakeholders who have engaged with the development of the Strategy is contained on page 22 of the Strategy.

7. Background Papers

- 7.1 None.

Swindon Substance Misuse Strategy 2017-2022

Health and Wellbeing Board

Date: 13th December 2017

8. Appendices

- 8.1 Appendix 1 – Swindon Substance Misuse Strategy 2017 – 2022 (*circulated to Board members under separate cover and is available on the Council's website at:*
<http://ww5.swindon.gov.uk/moderngov/ieListDocuments.aspx?CId=933&MId=8081&Ver=4>).

Swindon Substance Misuse Strategy 2017 -2022



December 2017

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Introduction

Drug and alcohol misuse has a significant impact on children, adults, families and communities including increases in crime, physical and mental health problems, domestic abuse, child exploitation, abuse and neglect, family breakdown, and homelessness.

Alcohol

Nationally alcohol is the leading risk factor for deaths among men and women aged 15 – 49 years in the UK and the harm from alcohol impacts on a range of other public health outcomes. In 2016, The Chief Medical Officer (CMO) published [new alcohol guidelines](#) that state drinking any level of alcohol regularly carries a health risk for everyone. Men and women should limit their intake to no more than 14 units a week to keep the risk of illness like cancer and liver disease low.

In 2009 the CMO recommended that for young people and alcohol free childhood is the healthiest option and that no child under the age of 15 should consume alcohol. If children between the age of 15 -17 years do consume alcohol it should be with parental guidance. They should consume less than the adult recommended low risk levels.

Alcohol has been identified as a causal factor in more than 60 medical conditions, including circulatory and digestive diseases, liver disease, a number of cancers and depression. Alcohol is also implicated in half of all violent assaults, 27% of all serious case reviews and 13% of all road fatalities.



Alcohol related harms fall disproportionately on the poorest in society. The most deprived decile of the population is 55% more likely to be admitted to hospital due to alcohol, and 53% more likely to have an alcohol-related death than the least deprived decile of the population (Source: LAPE). People with mental health problems are more likely to misuse substances.

Locally we have a higher proportion of the population who abstain or are very light drinkers than nationally, a smaller cohort of moderate drinkers and a higher proportion of problematic or higher risk drinkers. It is therefore important that we target our resources and reduce high level drinking whilst also encouraging moderate drinkers to reduce their alcohol intake. Older people can be particularly affected by alcohol and Swindon our alcohol related hospital admissions are high for males over the age of 65 years.

Drugs

In 2015-16 around 2.7 million (7.4%) of 16-59 year olds in England and Wales reported using a drug in the last year, a proportion which has reduced over the last decade but remained stable over the last seven years. The trend is similar for young people although the proportion taking drugs is higher (18% of 16 -24 year olds used drugs in the

last year 2015-16). Cannabis remains the drug most likely to be used by 16 -59 year olds. New trends in drug misuse are emerging with the use of New Psychoactive Substances increasing alongside image and performance enhancing drugs and the increased challenge of poly substance misuse.

Fewer drug users are coming into treatment who use opiates, mainly heroin. This is particularly the case for young people (under 25 years) who are entering treatment for the first time. This has fallen substantially in the last ten years. However, those who now remain in treatment for opiate misuse are older, often have physical and mental health problems and entrenched drug dependence. This has implications for health and social care, the criminal justice system, housing and employment, highlighting the need for partnership working. Nationally there has also been a rise in drug related deaths but at present this has not been seen locally as drug related deaths in Swindon have decreased.

Crime

There is a noticeably strong link between drugs and acquisitive crime. Nationally, an estimated 45% of acquisitive crimes, with the exception of fraud, are perpetrated by regular heroin/crack cocaine users¹. This association is perhaps made more obvious when Public Health England suggests that a typical heroin user spends around £1,400 per month on drugs. Cumulatively, this amounts to more than two million offences.

In Swindon there has been an increase in County Lines activity from outside the area such as London and other cities moving to Swindon and targeting vulnerable people by using their premises (cuckooing) and engaging them to distribute illicit substances. There has been a significant increase in children being recruited by County Lines to run drugs. County Lines² partnership work is underway to address the impact of dangerous drug networks in Swindon.

Probation

Helping offenders to recover from addiction and illness can significantly reduce reoffending and cut crime in local communities.

It also helps to tackle some of the most significant health inequalities in communities as offenders are more likely to smoke, misuse drugs and/or alcohol, suffer mental health problems, report having a disability, self-harm, attempt suicide and die prematurely compared to the general population.

Probation services in Swindon are now provided by the National Probation Service and the Community Rehabilitation Company. There are widely considered to be 7 pathways to reduce reoffending. These include: Accommodation and Support; Training, Education and Employment; Health; Drugs and Alcohol; Finance, Benefits and Debt; Children and Families and Attitudes, Thinking and Behaviour. These pathways together with a strengths base approach to reducing reoffending and desistance from offending form the approach to reducing offending in Swindon.

Young People

While the majority of young people do not use drugs, and most of those that do are not dependent, drug and alcohol misuse can have a major impact on young people's education, their health, their families and their long-term chances in life. Public Health England state that intervening, when a young person has a substance misuse issue, works and saves money by reducing crime, and helping young people get into education, employment and training. Swindon has high rates of hospital admissions for substance misuse for 15 -24 year olds. Since 2012 -13 there has been a steady rise in these admissions which has stabilised in the last period 2013/14 -2015/16.

¹ Source: The Modern Crime Prevention Strategy 2016 P30

² The term "County Lines" was first identified in 2014 and reported on by the National Crime Agency in 2015. It describes how gangs from large urban areas supply drugs to suburban and rural areas by exploiting children, young people and vulnerable adults.

Substance misuse, - prevention, early identification and treatment for children and young people, needs to be more visible in Swindon and more embedded in Children's Services, working collaboratively with partners to tackle the harms caused by drugs and alcohol particularly for our most vulnerable and aligning this to the Early Help Strategy. This needs to be at a strategic and operational level. This will include collaborative working to tackle child exploitation, those with mental health problems, those excluded from school, those who are looked after, those who experience domestic abuse, those with learning disabilities and those in contact with youth justice. Domestic abuse can impact on children and families in many different ways either from witnessing within the family or experiencing it in their own relationships. As mentioned above we need to be aware of County Lines recruiting children locally to drug run, previously they had sent in children and young people from the area where the gang was based.

In Swindon the substance misuse service for young people is provided by Uturn (Swindon Borough Council in house service). Currently cannabis and alcohol remain the most common primary drugs used by those referred to the service. This is probably due to accessibility, low cost and popularity of the substance combined with young people's opinion that it is safe and recreational. Young people are often confused about the legality of cannabis use in the UK and elsewhere which contributes to promote the 'low harm belief'. However, the reality is that some young people need intense support to decrease use or become abstinent, with many young people who are referred to services not recognising that they need help. This makes consistent engagement in treatment a challenge. Uturn offers open access enabling young people to re-engage as many times as need and there is no treatment time restraint. Assessments are offered within 5 working days of referral with no waiting list at present.

Uturn also provide a prevention service within Swindon communities. Consistent engagement with professionals, telephone contact and advice/guidance, contact with young people through school assemblies, community events such as Pride and fresher's fairs and a social media presence through the Swindon Borough Council young people's website the 'DOCK'. New guidance from NICE³ regarding targeted interventions for drug misuse prevention will inform future practice.

We know that some children of substance misusing parents are more at risk than the general population. In Swindon 20% of children on a child protection plan had a parent who misused alcohol and 18% had a parent who misused drugs. 33% of adults in alcohol treatment are parents with child care responsibilities and a further 20% are parents whose child lives elsewhere and 28% of opiate clients in treatment are living with a child under the age of 18 years. However, a more in-depth review is required to understand if we are meeting this group's needs. It is important that substance misusing clients with parental responsibilities are identified and given adequate support to ensure the best outcomes for their children. The new Parents Under Pressure™ is a 20-week programme for parents and their partners who have a child up to eight years and are on a drug or alcohol treatment programme. Parents Under Pressure™ aims to help families with the difficult job of parenting, providing them with the safe and caring support they need. NSPCC Parents Under Pressure™ workers visit parents every week in their own home throughout the programme to provide support and guidance on parenting and on maintaining their own emotional wellbeing

Homelessness

The annual Rough Sleeper Estimate for Swindon has historically been in single figures. However, this increased significantly from 2015 with the estimate that year being 18 and the 2016 figure being 28. This is due to many issues including welfare reform and the reduced availability of affordable housing. However, it is the view of practitioners that the complexity of the support needs of rough-sleepers is increasing. Analysis of individuals tells us that many of those rough-sleeping in Swindon have been stuck in a revolving door of homelessness for a number of years. Many of these individuals have multiple and complex issues including mental health, substance misuse, domestic abuse and offending. Secure and safe accommodation is key to successful recovery.

Drug related litter

³ 2017 NICE Guidance NG64: Drug misuse prevention: targeted interventions

In Swindon there has been increasing number of reports of drug related litter combined with an increase in the number of needles being distributed through the pharmacy needle exchange scheme. Tackling drug related litter requires a multi-pronged approach which includes:

- Supply of illegal drugs
- Supply of injecting equipment
- Injecting drug use
- Disposal of injecting equipment
- Litter arising from inappropriate disposal
- Reports and complaints about litter
- Information help by agencies regarding reports and incidents

In Swindon we have established a multi-agency task group to tackle the recent increase in drug related litter. Partners include, Public Health – including substance misuse commissioners and Environmental Health; StreetSmart; Local Pharmaceutical Committee; Substance Misuse Service; Town Centre Locality Leads and Management; Community Safety and the Police.

Digitalisation and innovation

With the recommissioning of the new Substance Misuse treatment service for Swindon and Wiltshire there has been a great focus on innovation and digitalisation. This will drive the future strategic direction of alcohol and drug prevention and treatment services and improve accessibility to services. However, this will be balanced at all times with the need for locally accessible, face to face core service availability where required.

This strategy outlines Swindon's partnership approach to tackling problems associated with drugs and alcohol misuse in the borough. It has been informed by the Swindon Substance Misuse needs assessment.

Purpose of this strategy

The purpose of this strategy is to:

- Set out the vision for tackling substance misuse in Swindon
- Identify the key priorities for reducing the impact of substance misuse in Swindon
- Engage local partners and communities to ensure local needs are met
- Deliver on the recommendations of the needs assessment
- Ensure the optimum commissioning of substance misuse services.

Vision

Our vision in Swindon is to prevent the harms caused by drug and alcohol misuse to individuals, children and young people, families and communities, by encouraging healthy choices, promoting recovery and reducing crime. We will strive for a Swindon free from the harms caused by substance misuse.

In order to achieve this vision we aim to:

- Encourage children and young people not to consume alcohol or misuse drugs
- Ensure people in Swindon are aware of the harms caused by substance misuse
- Encourage people to make healthy choices with regard to the use of alcohol and to choose not to use illicit substances.
- Ensure people are aware of services available and ensure they are accessible.
- Identify those most at risk of substance misuse and intervene early

- Ensure that support, including education and awareness of codependency and enabling behaviour, is available for carers/concerned others across all age groups.
- Increase the numbers who successfully recover from drug or alcohol misuse
- Tackle the harm caused by substance misuse to individuals and communities
- Reduce the demand for complex treatment interventions through ensuring more effective early interventions and preventative activities across the strategic partnership
- Improve the outcomes for those with dual diagnosis by reducing the barrier to accessing services
- Ensure we make full use of enforcement and regulation including licensing, trading standards and crime and disorder to reduce supply
- Develop a communications plan to ensure all strands of the strategy align
- Work with partners to reduce and prevent the criminal exploitation of children and young people.

Priorities

The key priorities for Swindon are:

1. Prevention and early intervention particularly with young people and their families
2. Reduce health related harms and addressing inequalities
3. Promote sustained recovery for those dependent on substances
4. Reduce substance misuse related crime and anti-social behaviour

National Drivers and local priorities

National drivers

2017 Drug Strategy (July 2017 HM Government) outlines the national aim which is to reduce all illicit and other harmful drug use, and increase the rate of individuals recovering from their dependence. The national approach to achieve these aims will be through reducing demand, restricting supply building recovery and global action.

National Alcohol Strategy (2012) intended to change attitudes towards alcohol and reshape the approach towards tackling alcohol related harm. In terms of dependant drinkers, it aimed to increase the number accessing effective treatment in order to reduce the number alcohol related admissions and to reduce NHS costs.

Modern Crime Prevention Strategy (2016) sets out how to reduce drug-related crime prevention by focusing on three areas: treatment; diversion; and enforcement. It recognises that getting users into treatment is key, as being in treatment itself reduces levels of offending. It advocates for full recovery from dependence being the aim of treatment and that this is more likely to be achieved and sustained if users are given support to improve their 'recovery capital' – particularly around housing and meaningful employment.

Health and Wellbeing Board Priorities

The Swindon Health and Wellbeing Strategy outlines a vision that "Everyone in Swindon lives a healthy, safe, fulfilling, and independent life and is supported by thriving and connected communities." The aim is to improve health and wellbeing outcomes especially for those communities and groups who experience the poorest health.

The five outcomes prioritised by the Health and Wellbeing Board are:

- Every child and young person in Swindon has a healthy start in life
- Adults and older people in Swindon are living healthier and more independent lives
- Improved health outcomes for disadvantaged and vulnerable communities (including adults with long term conditions, learning disabilities, physical disabilities or mental health problems, offenders)
- Improved mental health, wellbeing and resilience for all

- Creation of sustainable environments in which communities can flourish

This Substance Misuse strategy will contribute to the achievement of this vision and priority outcomes.

Some Local Successes

- Swindon became a Local Alcohol Action Area in March 2017. The focus of this partnership approach is to ensure the safe movement of people through the town centre and improving information sharing to ensure resources are targeted effectively.
- The Street Drinkers Project is a two year project which actively engages, signposts and supports Street drinkers to access alcohol treatment. Support with other related issues is also provided including drug misuse, homelessness, anti-social behaviour, and mental health issues. The post provides a single point of contact that partner agencies are able to refer to.
- A social norms intervention has been delivered successfully in Swindon schools for many years. This asks year 9 pupils about their own behaviour with regard to drugs and alcohol and compares this to their perception of what their peer's behaviour is. This can be used as part of the school curriculum to dispel the myth that substance misuse among their peers is more common than they think.
- An arrest referral project is about to start at Gable Cross Custody Suite in Swindon which will provide advice and deliver brief interventions to all substance-misusing offenders who are willing to engage. Expertise will be offered around need exchange, blood borne viruses, treatment service, and naloxone use. The worker will be able to identify vulnerable offenders and offer referral and signposting to a range of support services. This will include sex workers, those with mental health problems, domestic abuse issues. Support will be offered to all those over the age 16. Particular links will be made directly with criminal justice services regarding those who will be attending for a court appearance for DRR (Drug Rehabilitation Requirements) and/or ATR (Alcohol Treatment Requirements).
- Funding has been secured to roll out a screening project to identify young people with the greatest propensity to escalate to problematic substance misuse use later in life and target substance misuse treatment services effectively. The goal is to ensure intervention at the earliest possible stage in a young person's substance misuse career. These include those young people who are involved in anti-social behaviour and criminal activity, have contact with mental health services, are excluded from mainstream education, are known to SBC Children's Services or have other identified vulnerabilities. This will be achieved by the provision of a screening tool and associated training to the allied children and young people's workforce. This training will be targeted at Specialist Youth Services, Front line public service (first responders), alternative education providers, mental health and counselling services, Youth Offending Team and Youth Housing services.
- In September 2016 Swindon Borough Council adopted a cumulative impact zone in the Broad Green area of the town. This followed evidence from the Licensing Authority Wiltshire Police and Public Health that there was a saturation of licensed premises in this area which were compromising the licensing objectives in this area. This was to reduce the harm caused by too many licensed premises in one area and improve the quality of life for those living there.
- U-turn received a positive report within the CQC review of Swindon's Children's services. The service was judged to be safe, effective, responsive, caring and well led.
- U-turn has developed a referral pathway with Great Western Hospital (GWH) to ensure all those admitted to GWH who have misused substances are referred to the treatment service for assessment.

- Recent targeted review of licensed premises has resulted in 4 licenses being revoked and further premises having additional conditions added to their licenses to ensure compliance with legal responsibilities
- The introduction of breathalyser on licensed premises to reduce the numbers accessing these nightclubs under inappropriate influence of alcohol.

The impact of drugs and alcohol misuse

YOUNG PEOPLE SUBSTANCE MISUSE

- National and local data indicates that young people's substance misuse is declining. Local hospital admissions for under 18 year olds for alcohol misuse have decreased
- Hospital admissions for substance misuse for 15-24 year olds have increased over the last three years in Swindon
- Cannabis and Alcohol are the main substances being treated by U-Turn Swindon Young People Substance misuse services. Over 70 young people were seen by U-Turn in the year ending March 2017.
- The numbers in treatment have increased slightly over the last three years but this is due to a cycling of staffing capacity rather than a true change in demand
- U-Turn work with children and young people with a range of vulnerabilities including those: not in education, employment or training; in contact with the youth justice system; in contact with mental health services; exposed to domestic abuse and sexual exploitation; vulnerable to County Lines exploitation U-Turn is linked into joint pathways with other services to address these issues
- 20% of children on a child protection plan had a parent who misused alcohol and 18% had a parent who misused drugs

Swindon JSNA

ADULTS - ALCOHOL

- Swindon has an estimated 31,000 hazardous drinkers, 7500 harmful drinkers, 4046 dependent drinkers and 25,000 binge drinkers. Not all of these individuals will require treatment however, as of November 2016 there were only 158 clients in treatment for alcohol misuse.
- In Swindon we have higher numbers of abstinent or light drinkers, lower numbers of moderate drinkers and higher number of high risk or problematic drinkers and nationally and regionally.
- Swindon has high rates of hospital admissions for women under 40 years of age and older males
- Alcohol related crime has increased in Swindon in the last 3 years.
- The most common alcohol related offences committed are those of violence with injury (approx. 30- 60 incidents monthly) Violence without injury (approx. 15 – 50 incidents monthly).
- 33% of adults in alcohol treatment are parents with child care responsibilities and a further 20% are parents whose child lives elsewhere

Swindon JSNA

ADULTS - DRUGS

- In Swindon there are an estimated 1140 opiate and or crack cocaine users. 577 of whom were treated by Change, Grow Live (CGL) in Swindon in the year to March 2017. Just over 500 are estimated to be injecting drug users.
- This equates to 8 of every 1000 young people and adults (15 -64 yrs) in Swindon. Higher than the South West average but lower than the national average.
- Recently, the number in treatment has reduced and the number exiting treatment has also decreased – this trend has been seen across the country.
- Whilst the proportion of Swindon residents using drugs is relatively small the impact can be extensive.
- 28% of opiate clients in treatment are living with a child under the age of 18 years.

Swindon JSNA

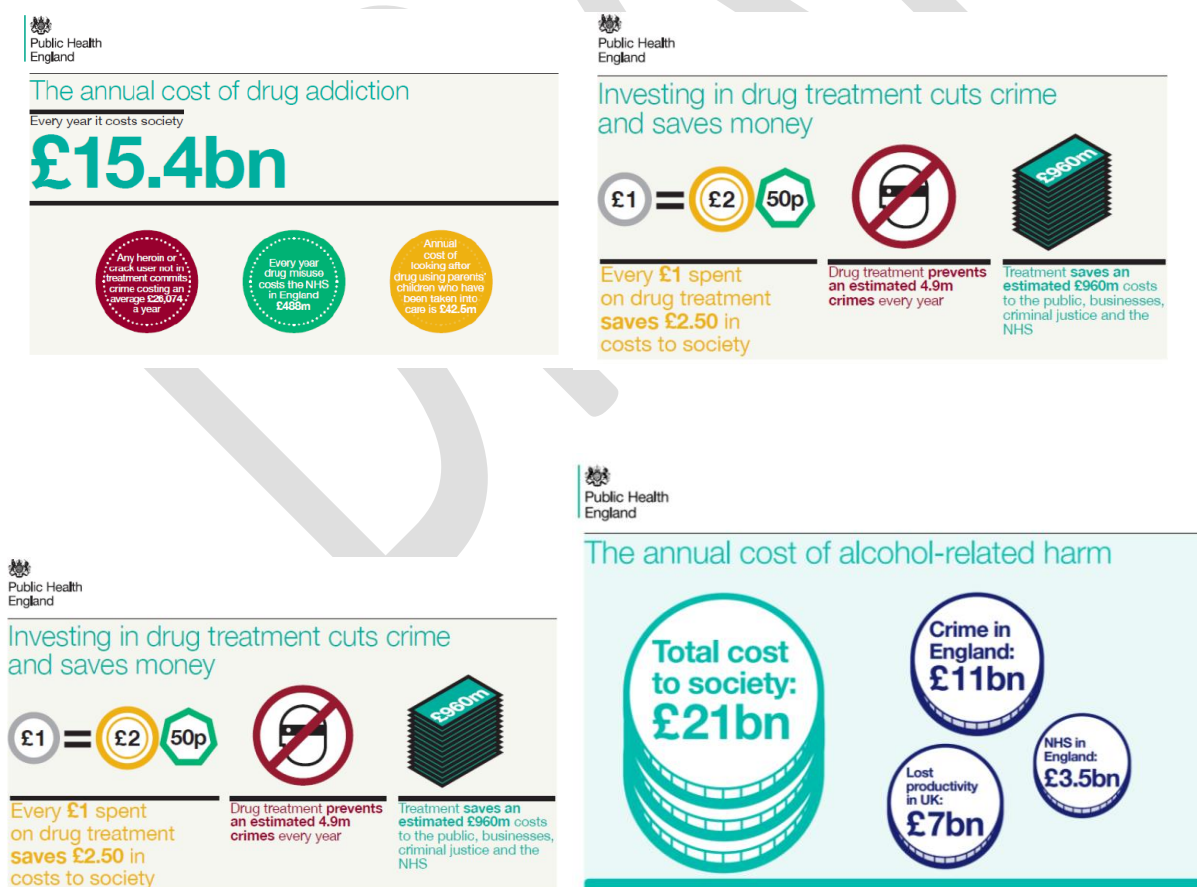
Economic Impact

ECONOMIC IMPACT

- For every £1 spend on young people's drugs and alcohol interventions brings a benefit of £5-8.
- Nationally young people's drugs and alcohol interventions result in £4.3 million health savings and £100 million crime savings per year. Drugs and alcohol interventions can help young people get into education, employment and training and bring a total lifetime benefit of up to £159 million.
- The annual cost of drug addiction in England has been estimated at £15.4 billion. These costs include cost to criminal justice, the health service and social care. These costs do not include the wider costs to society and the individual.
- Public Health England estimate that every £1 spent on drug treatment saves £2.50 cost to society. This includes the estimated prevention of 4.9 million crimes £960m in costs to the public, businesses, criminal justice and the NHS.
- Overall alcohol harm cost society £21, billion a year with the costs relating to crime accounting for £11 billion and to the NHS at £3.5 billion.
- In addition there will be costs for adult social care.

Swindon JSNA

Figure 27: Infographic annual cost of drug addiction



Greater detail on substance misuse in Swindon can be found in the Substance misuse JSNA 2017 - <http://www.swindonjsna.co.uk/dna/Substance-misuse-needs-assessment>

Delivering the Substance Misuse Strategy

In order to prevent the misuse of drugs and alcohol two key aspects need to be addressed namely supply and demand.

Supply is controlled through a combination of police interventions, trading standards and licencing.

Demand for substances can be reduced through preventing young people from starting use, raising awareness among adults about the harms caused to individuals, children and families and improving the effectiveness of treatment and recovery.

Priority One - Prevention and early intervention with young people and their families

Preventing uptake of substance misuse can be achieved by:

- Taking a life course, think-family approach to prevention, early intervention and treatment
- Targeting campaigns based on education and prevention to young people and their families
- Targeting support at those most in need or at risk through Troubled Families - Looked After Children and those leaving care, children with adverse childhood experiences and those not in education, employment or training. This will include children of substance misusing parents and those who have experienced domestic abuse.
- Raise awareness of the criminal and sexual exploitation of children linked to County Lines and Substance Misuse
- Using social norms or other evidenced based tools in school to ensure children and young people are aware that misusing substances is not the norm
- Ensuring prevention campaigns reach those not in mainstream education
- Developing a coordinated communications strategy shared by partners
- Increase uptake of the Healthy Schools offer
- Ensure prevention campaigns target older people who may drink at risky levels.
- Reviewing the cost and availability of alcohol
- Ensure no underage sale of alcohol
- Reviewing the misuse of or dependency on prescribed medications

Early intervention can be achieved by:

- Intervening early through effective brief interventions at a universal level, embedding Making Every Contact Count (MECC) principles in all areas of practice.
- Improve effective signposting to services and raise awareness of treatment available.
- Screening vulnerable young people to enable early identification and intervention regarding substance misuse
- Developing effective transition policies to ensure no unplanned exits as young people move to adult services
- Ensure early re-engagement if unplanned exits do occur at transition
- Making effective use of on-line and digital resources to raise awareness and help people reduce their intake.
- Exploring options for partners to share data in order to identify and protect the most vulnerable

Priority two - Reducing health related harm and addressing inequalities

- Review the current availability of and outlets for Naloxone to ensure optimum availability in order to prevent drug related deaths
- Improve the uptake of Blood Borne Virus testing and immunisation of service users
- Ensure needle exchange is available and accessible following best practice guidelines and making best use of resources
- Review and address issues regarding drug relating litter
- Develop effective in-service stop smoking interventions and pathways and access to NHS Health Checks and Brief interventions
- Work with sexual health services to address issues relating to Chemsex

- Continue to work with the treatment service provider to understand the diversity of use and access to their services and Ensure treatment services are welcoming and accessible to **all** and engage women, all age groups, Lesbian Gay, Bisexual, Transgender and Queer groups, diverse ethnic groups, offenders and those with disabilities

Priority Three - Promote sustained recovery for those dependent on substances

- Ensure evidence based, treatment and recovery services are available to tackle dependency and problematic substance misuse
- Ensure advice, treatment and recovery services are available to address various types of substance misuse including New Psychoactive Substances, prescribed medications and steroid use
- Ensure links with perinatal services and offering support to vulnerable families to break intergenerational pathways to dependency
- Ensure treatment services respond rapidly in adapting to emerging substance misuse trends
- Ensure mechanisms are in place to identify those who misuse substances who have moved to Swindon from elsewhere including criminal justice settings to ensure early intervention
- In order to sustain recovery promote the use of mutual aid services within Swindon and work with service users, their carers and advocates.
- Ensure that support including education and awareness of codependency and enabling behaviours is available for carers/concerned others across all age groups.
- Ensure housing needs are met particularly for those who are unable to maintain abstinence and those with dual diagnosis (mental health and substance misuse)
- Improve links between commissioned services, Job Centre, DWP and Learn Direct
- Continue to improve links between substance misuse and mental health services (both adult and young people) and develop expertise
- Ensure accessibility of community detox in preference to residential detox where appropriate
- Maintain the alcohol liaison service at Great Western Hospital and consider developing this to a substance misuse liaison service
- Ensure offenders have access to a range of services based on their level of need and risk in order to improve their health and social functioning and reduce their criminality.
- Ensure ongoing effective interventions for those being released from prison to seamless provision of treatment

Priority Four - Reduce substance misuse related crime and anti-social behaviour

- Work with partners to effectively respond to dangerous drug networks and county lines Issues
- Ensure vulnerable adults and young people affected by domestic abuse and substance misuse are engaged in appropriate treatment interventions
- Reviewing the availability of alcohol and density of licensed premises whilst maintaining a vibrant economy
- Deliver the identified outcomes of Swindon's Local Alcohol Action Area regarding the safe movement of people, night time economy and information sharing.
- Ensure the optimum uptake and delivery of court disposals such as Alcohol Treatment Requirements, Drug Rehabilitation Requirements and Rehabilitation Activity Requirements to ensure that those most at need of interventions receive them
- Ensure strong partnership working between the substance misuse treatment service, National Probation Service, Community Rehabilitation Company, Wiltshire Police and the Wiltshire office of Police and Crime Commissioner to establish clear referral pathways including Multi-Agency Public Protection Arrangements (MAPPA), custody, liaison and diversion service, courts, probation and self-referral.
- Improve joint operations between police, substance misuse services and other partners to ensure joined up responses to drug seizures and engage users whose supply has been affected in treatment programmes.
- Support alternative pathway schemes such as Liaison and Diversion Scheme.
- Minimise the impact of substance misuse anti-social behaviour with the introduction of legal sanctions such as Public Space Protection Orders.

Strategic Targets and Measuring Success.

Successful completion of drug treatment outcomes are measurable through routine treatment data supplied through Public Health England and the National Drug Treatment Monitoring System (NDTMS). This includes analysis of numbers in treatment, numbers successfully completing treatment, and reducing the numbers who re-present in services at a later date. All commissioned providers are required to produce a quarterly report to review performance and identify challenges and successes. Feedback from engagement with service users and carers will inform all review and subsequent planning. A table outlining performance monitoring has been included in Appendix 1. This will continue to be developed.

Drug related deaths and substance misuse (drug and alcohol) related crime figures will also be used.

Key measures include:

1. A reduction in Hospital Admissions (narrow)
2. Reduction in offences related to substance misuse including violent and anti-social behaviour.
3. An increase in early identification of children in need of support services whether or not their parents are substance misusers
4. A reduction in Drug Related Deaths
5. Improvement in BBV testing and Vaccination
6. Improve the diversity mix of treatment services
7. More people engaging in substance misuse treatment upon release from prison
8. Increase in the numbers achieving sustained employment /training/stable suitable accommodation.
9. Reduced hospital admissions and attendances relating to substance misuse
10. Increased proportion of all clients and specifically, criminal justice clients, successfully completing treatment.
11. Reduced number of people dependent on drugs in the borough.
12. Reduced re-presentations (people who complete treatment but represent within 6 months) in all clients and specifically, criminal justice clients.
13. Increased number of clients in 'effective treatment'
14. Improved identification and support for those with mental health and substance misuse problems.
15. Increased identification of parental substance misuse and early referrals of these children to appropriate support services.

Strategy Implementation and Governance

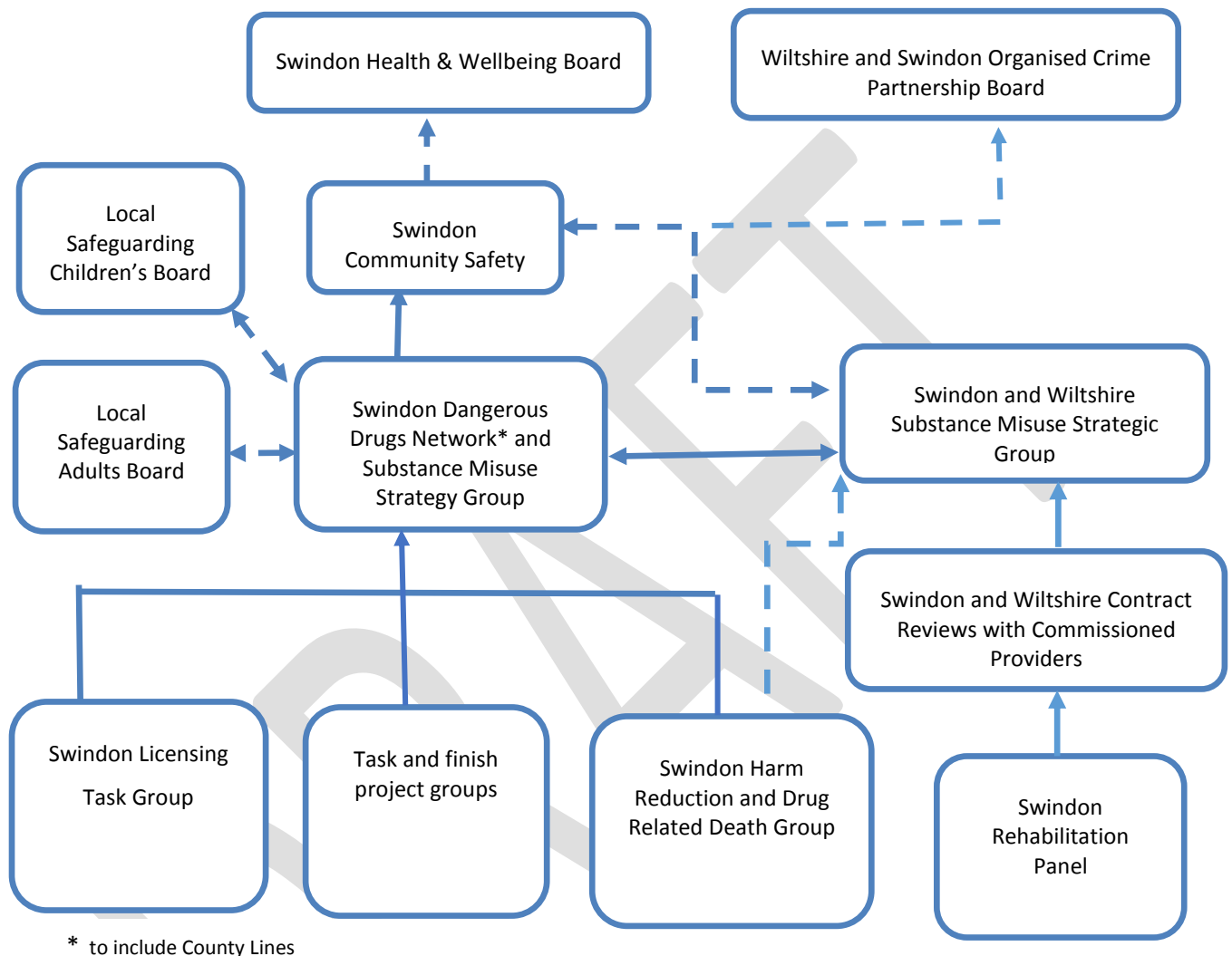
The only way to make an impact on substance misuse and achieve and reduce the harm to individuals, families and communities caused by substance misuse, is for all agencies and communities to work in partnership. In a time when resources are reducing we need to ensure that what resources are available are targeted at those most vulnerable and make the biggest impact on reducing harm.

The strategy will primarily be owned by the Swindon Community Safety Partnership Board (CSPB) but progress will be co-reported to Swindon's Health and Wellbeing Board. The Swindon County Lines and Substance Misuse Group will ensure the effective delivery of the Swindon Substance Misuse Strategy by performance managing and evaluating the actions contained within, through regular review. Relevant safeguarding concerns will be raised via the appropriate safeguarding boards.

An action plan will be developed to support the implementation of this strategy and this will be reviewed on a quarterly basis. To ensure the strategy remains fit for purpose it will be regularly reviewed (at least annually) and any necessary amendments made to the strategy will be notified to the Swindon County Lines and Substance Misuse Steering Group. With the recommissioning of the treatment services across

Swindon and Wiltshire and the development of the Swindon and Wiltshire Substance Misuse Strategic Group it is important that the Swindon and Wiltshire strategies align.

Swindon Partnership Substance Misuse Governance Structure



The priorities outlined in this strategy will be delivered in partnership and reported through the Swindon County lines/Substance Misuse Steering Group which will own the strategy. This group will report to the Swindon and Wiltshire Substance Misuse Strategic Group and the Swindon Community Safety Partnership Board and Health and Wellbeing Board.

Community and other Stakeholder Involvement in developing the strategy

A wide range of partners and stakeholders have contributed to the development of this strategy. A full list can be found in Appendix 2.

DRAFT

Appendix 1 - Performance Monitoring (Draft)

Priority	Overall Target	Measure	Data	Year (month) for data and Source
Priority One - Prevention and early intervention with young people and their families	1.Reduced hospital admissions relating to substance misuse (broad definition)	Hospital admission episodes for alcohol-related conditions (broad definition), Directly Standardised Rate per 100,000 population (See also 1.2)	2,912 for Males 1,586 for Females 2,201 for Persons	2015/2016 Local Alcohol Profiles for England 9.01

	2. Reduced number of people dependent on drugs in the borough.	(Proxy) Hospital admission episodes for substance misuse (drugs), persons aged 15 to 24 years, per 100,000 population.	156 for Persons 15 to 24	2013/2016 Health Behaviours in Young People Profile.
	3. Increased identification of parental substance misuse and early referrals of these children to appropriate support services.	Increased identification of parental substance misuse by count of children involved	<u>For drugs</u> 2 pregnancies, 19 children under 1, 114 children aged 1- 5, 148 children 6-16. <u>For alcohol</u> 0 pregnancies, 6 children under 1, 32 children aged 1- 5, 72 children 6 -16	August 2017 CGL local provider.
	4. An increase in early identification of children in need of support services whether or not their parents are substance misusers	This will be developed as part of the Young People Substance Misuse Screening and staff training Project		
Priority two - Reducing health related harm and addressing inequalities	1. Reduced Hospital Admissions due to substance misuse (narrow definition)	Hospital admission episodes for alcohol-related conditions (narrow definition), DSR per 100,000 population.	841 for Males 619 for Females 721 for Persons	2015/2016 PHOF 2.18

	2. A reduction in Substance Misuse Related Deaths	Drug-related deaths, DSR per 100,000 population.	2.9 for Persons	2014/2016 PHOF 2.15iv
		Under 75 years deaths from liver disease, DSR per 100,000.	12.6 for Persons	2014/2016 PHOF 4.04ii
	3. Improvement in BBV testing and Vaccination	Count of Dry blood spot tests for Hep B in drug clients. Percentage of adults new to treatment accepting HBV vaccination Hepatitis C Testing HIV testing	12 for July 2017 8 for August 2017 68% of new caseload	July 2017 August 2017 CGL Local Provider 2016/2017 JSNA Swindon Drugs Support Pack
	4. Increase in the numbers achieving sustained employment	“Not Working” status in clients who had a review, who had a planned exit and those with an unplanned exit	75% of clients who had a review were not working. 61% who had a planned exit were not working. 80% of those with an unplanned exit were not working.	2015/2016 NDTMS. JSNA Dugs Support Pack.

	5. Improved identification and support for those with concurrent mental health and substance misuse problems.	People with Concurrent mental health and substance misuse care, as percentage. People with Concurrent mental health and alcohol care, as percentage.	16.9 % of people with substance misuse care were co-morbid. 19.1 % of people with alcohol care were co-morbid.	2015/2016 Mental health and Well-being JSNA.
	6. Increase the diversity mix for those in treatment	Increase diversity of those in treatment	Alcohol Service 89% White British 5% White Other 3% Other ethnicities Drug Service 87% White British 4% White Other 3% Other ethnicities	PHE Commissioning Support Packs 2018-19 (Figures from 2016-17)
Priority Three - Promote sustained recovery for those dependent on substances	1. Increased number of clients in 'effective treatment'	Number of clients in treatment April 2016/March 2017 (counted as all in treatment in period)	571 (opiates) 74 (non-opiates) 309 (alcohol)	April 2016/March 2017 NDTMS
	2. Increased proportion of all clients and specifically, criminal justice clients, successfully completing treatment	Successful completion of treatment (without re-presentation) in opiate users, non-opiate users and alcohol users	Opiate users 4.6% non-opiate users 32.7% Alcohol users 36.0%	2016/2017, reporting Sept 2017 NDTMS & PHOF 2.15i, NDTMS & PHOF 2.15ii NDTMS & PHOF 2.15iii, but NDTMS is more up to date)
	3. Reduced re-presentations (people who complete treatment but represent within 6 months) in all clients and specifically,	Proportion of Adults with substance misuse treatment who successfully engage in community-based structured treatment (without re-	41.2%	2016/2017 NDTMS & PHOF 2.16

	criminal justice clients.	presentation), after release from prison 2016/2017= 41.2%		
Priority Four - Reduce substance misuse related crime and anti-social behaviour	1. Reduction in offences related to substance misuse including violent and anti-social behaviour. To be developed further	Acquisitive Crime	12 months to September 2017 5398 Acquisitive Crimes 202 Alcohol and Drugs NICL Flag (under the influence) 54 related to drugs and alcohol	Police Database
	2. More people engaging in substance misuse treatment upon release from prison	See Three.3 above		
	3. Reduction or increase in DA and MARAC To be developed further			
	4. Disrupt activity of children being recruited by County Lines to be drug runners To be developed further	(currently unavailable)		

Appendix 2 – Stakeholders

Partners and stakeholders who have engaged with the development of this strategy.

- Swindon Clinical Commissioning Group
- Third Sector Providers including: housing providers, SWADS, Nelson Trust
- Local Pharmaceutical Committee
- Substance Misuse Treatment Service Users
- Parents and Carers
- Health Watch
- Wiltshire Police
- The Police and Crime Commissions Office
- Department of Work and Pensions
- Probation services
- Children's Services (SBC)
- Licensing (SBC)
- Community Safety (SBC)
- Housing (SBC)
- Substance Misuse Treatment Provider (CGL)

Groups that have reviewed the strategy

- Swindon Drug Related Death and Harm Reduction Group
- Swindon Dangerous Drugs Network and Substance Misuse Strategy Group
- Swindon Community Safety Partnership Board
- Swindon Health Scrutiny and overview committee
- Swindon and Wiltshire Substance Misuse Strategic Group
- Swindon CCG Patient Participation Group