

Worcestershire County Council

# Agenda

## Cabinet

**Thursday, 14 November 2019, 10.00 am**  
**County Hall, Worcester**

This document can be made available in other formats (large print, audio tape, computer disk and Braille) on request from Democratic Services on telephone number 01905 843579 or by emailing [democraticservices@worcestershire.gov.uk](mailto:democraticservices@worcestershire.gov.uk)

Find out more online:  
[www.worcestershire.gov.uk](http://www.worcestershire.gov.uk)

## DISCLOSING INTERESTS

There are now 2 types of interests:  
**'Disclosable pecuniary interests'** and **'other disclosable interests'**

### WHAT IS A 'DISCLOSABLE PECUNIARY INTEREST' (DPI)?

- Any **employment**, office, trade or vocation carried on for profit or gain
- **Sponsorship** by a 3<sup>rd</sup> party of your member or election expenses
- Any **contract** for goods, services or works between the Council and you, a firm where you are a partner/director, or company in which you hold shares
- Interests in **land** in Worcestershire (including licence to occupy for a month or longer)
- **Shares** etc (with either a total nominal value above £25,000 or 1% of the total issued share capital) in companies with a place of business or land in Worcestershire.

**NB Your DPIs include the interests of your spouse/partner as well as you**

### WHAT MUST I DO WITH A DPI?

- **Register** it within 28 days and
- **Declare** it where you have a DPI in a matter at a particular meeting
  - you must **not participate** and you **must withdraw**.

**NB It is a criminal offence to participate in matters in which you have a DPI**

### WHAT ABOUT 'OTHER DISCLOSABLE INTERESTS'?

- No need to register them but
- You must **declare** them at a particular meeting where:
  - You/your family/person or body with whom you are associated have a **pecuniary interest** in or **close connection** with the matter under discussion.

### WHAT ABOUT MEMBERSHIP OF ANOTHER AUTHORITY OR PUBLIC BODY?

You will not normally even need to declare this as an interest. The only exception is where the conflict of interest is so significant it is seen as likely to prejudice your judgement of the public interest.

### DO I HAVE TO WITHDRAW IF I HAVE A DISCLOSABLE INTEREST WHICH ISN'T A DPI?

Not normally. You must withdraw only if it:

- affects your **pecuniary interests OR** relates to a **planning or regulatory** matter
- **AND** it is seen as likely to **prejudice your judgement** of the public interest.

### DON'T FORGET

- If you have a disclosable interest at a meeting you must **disclose both its existence and nature** – 'as noted/recorded' is insufficient
- **Declarations must relate to specific business** on the agenda
  - General scattergun declarations are not needed and achieve little
- Breaches of most of the **DPI provisions** are now **criminal offences** which may be referred to the police which can on conviction by a court lead to fines up to £5,000 and disqualification up to 5 years
- Formal **dispensation** in respect of interests can be sought in appropriate cases.

## Cabinet

**Thursday, 14 November 2019, 10.00 am, County Hall, Worcester**

**Membership:** Mr S E Geraghty (Chairman), Mr A T Amos, Mr A I Hardman, Mr M J Hart, Mrs L C Hodgson, Ms K J May, Mr A P Miller, Dr K A Pollock, Mr A C Roberts and Mr J H Smith

## Agenda

Item No	Subject	Page No
4	<b>Worcestershire Passenger Transport Strategy</b>	41 - 112
5	<b>Kepax Bridge</b>	113 - 196
6	<b>Update on Local Area Special Educational Needs and Disability (SEND) Action Plan including the Local Government Ombudsman Report</b>	197 - 216
7	<b>Worcestershire Safeguarding Children's Board Annual Report 2018/19</b>	217 - 248

## NOTES

- **Webcasting**

Members of the Cabinet are reminded that meetings of the Cabinet are Webcast on the Internet and will be stored electronically and accessible through the Council's Website. Members of the public are informed that if they attend this meeting their images and speech may be captured by the recording equipment used for the Webcast and may also be stored electronically and accessible through the Council's Website.

---

Agenda produced and published by Simon Mallinson, Head of Legal and Democratic Services, County Hall, Spetchley Road, Worcester WR5 2NP

To obtain further information or a copy of this agenda contact Nichola Garner, Committee & Appellate Officer on Worcester (01905) 843579 or email: [ngarner2@worcestershire.gov.uk](mailto:ngarner2@worcestershire.gov.uk)

All the above reports and supporting information can be accessed via the Council's website.

Date of Issue: Wednesday, 6 November 2019

This page is intentionally left blank

# Worcestershire County Council - Passenger Transport Strategy

<TITLE PAGE-PICTURES-FORMAT>

## Introduction

Worcestershire County Council has developed a new Passenger Transport Strategy which complements our published Local Transport Plan 4

This document sets out the overall strategy for Worcestershire County Council in relation to passenger transport. This is in line with Worcestershire's Corporate Plan and Local Transport Plan 4 2018-2030.

Passenger Transport services form the 'backbone' of Worcestershire's transport networks. It is widely recognised that the most successful economies boast strong, well-integrated passenger transport networks which enable the efficient movement of people. This is particularly important in growing economies such as Worcestershire, where significant growth is planned.

Worcestershire is a County of rural landscapes and cherished, historic urban areas. A legacy of this gradual growth is a low capacity highway network, where growth has been accommodated in these areas, serious congestion is now commonplace.

Passenger transport offers a valuable means of enabling Worcestershire to remain 'Open for Business' and welcome growth, by making the most efficient use of limited transport network capacity.

It is also important to recognise that 17% of Worcestershire's residents do not drive, and do not have access to a car. For these residents, the provision of an attractive, functional and multi-modal passenger transport network is essential to ensure these residents can participate in society and enjoy a good quality of life. Additionally, there is a requirement to provide access to education and training.

The Strategy focusses on road and rail passenger transport services within Worcestershire, including Home to School, bus, taxi, Community Transport and other community-based bespoke transport initiatives.

Partnership working is critical to ensure efficient management and delivery of this Strategy. Worcestershire County Council is committed to working closely with transport providers to enhance and improve passenger transport across Worcestershire, to provide a

quality of service that our residents, visitors and businesses need and expect.

<Insert Picture>

## Statutory Duties

### The Transport Act (1985)

This places a requirement on Local Transport Authorities to have regard to the needs of their residents and to provide financial support for local bus services, as they see fit, to meet those needs. The duty is 'to have regard to the needs', rather than the actual provision of services. In particular, there is a requirement to consider the specific needs of older and disabled people, with powers to provide funding for service provision, such as Community Transport.

### The Transport Act (2000)

The Act defines authorities which are to be local transport authorities and imposes a duty on those authorities to prepare and publish a local transport plan setting out their policies for the promotion of safe, integrated, efficient and economic transport facilities in their area, and to develop a bus strategy for carrying out their bus functions.

### The Local Transport Act (2008)

The Local Transport Act contains a number of changes that give Local Authorities improved powers to influence the provision of bus services in their area, as well as bringing greater operational flexibility for the Community Transport sector.

### The Bus Services Act (2017)

The Bus Services Act presents Local Transport Authorities with additional powers, which include the ability to form stronger formal partnerships to improve the quality, scope and scale of passenger transport networks, and the ability to pursue franchising where such partnerships are proved to be ineffective.

New enhanced partnership and advanced quality partnership powers provide the framework for authorities to work side by side with operators to set a shared vision for bus services in their areas.

Regulations made under the new Open Data provisions and new ticketing powers are designed to support seamless integration. It should make it far easier for passengers to use and move between different modes of passenger transport and access timetables, fares and routes on demand.

### The Equalities Act (2010)

## Worcestershire Passenger Transport Strategy - **DRAFT**

The Equalities Act was established to consolidate all anti-discrimination legislation in Great Britain. It requires equal treatment in access to employment as well as private and public services, regardless of protected characteristics including age, disability, gender, race, religion or belief and sexual orientation.

The Strategy has been screened for a potential Equality and Public Health Impact Assessment which has indicated there is no adverse effect at this stage. Further assessments will be undertaken at the appropriate stages of the implementation process. The implementation of a Strategy which promotes consistent and transparent decision-making and planning is likely to benefit protected Groups.

At all times, Worcestershire County Council will operate and procure transport services which are compliant with the legal framework in place at that time.

Any new services and infrastructure resulting from the policies set out in the Strategy will have due regard to the requirements set out in the Equalities Act.

This legislation is particularly important in the context of passenger transport services. The provision of a suitably integrated network of reliable and frequent passenger transport services is essential to ensure quality of life for all, including those who do not have access to a car.

In light of this, and compliant with this legislation, this Strategy has been subjected to a full Equality Impact Assessment.

funded assistance to access their nearest suitable place of education.

### **The Education Act (1996)**

Provisions are contained within the Education Act relating to the provision of home to school transport services. These provisions confer a duty upon the County Council, as the Local Transport Authority responsible for education, to provide home to school transport. In cases where there is such a duty to provide transport, the County Council will provide this free of charge.

Pupils can also be awarded transport assistance as appropriate for the needs identified within their Statement of Special Educational Needs.

For students with a personalised educational healthcare plan, this may identify the need for free transport or

## Setting the Scene

<TITLE PAGE-PICTURES-FORMAT>

Worcestershire's passenger transport networks face operationally challenging conditions. Worcestershire County Council recognises that the need for passenger transport services remains as strong as ever.

### Introduction

Over the last 50 years, bus use across Worcestershire has declined. A number of factors have contributed to this picture. On a national level there are increasing levels of car ownership and use, adding to congestion issues. Worcestershire County Council is committed to improving journey times and reliability for all road-based transport, quality of the local environment and to make passenger transport services more attractive for its residents.

Worcestershire County Council recognises the scale of planned growth needs to be addressed.

This Strategy prioritises funding in a way which will sustain the commercial network, whilst meeting Worcestershire's transport needs in the most efficient and cost-effective way.

Worcestershire County Council is dedicated to providing good quality, best value services to its residents. Like all councils across the UK, Worcestershire has faced significant budget reductions in recent years, which limits the ability of the Council to subsidise and support passenger transport network integrity, particularly when set against fuel price inflation and other cost increases facing the bus industry. It is critical that Worcestershire County Council monitors spending carefully and ensures that when funding decisions are being made, an objective framework is used.

**"In formulating the Strategy framework, Worcestershire County Council has taken into account existing strategies, demographics, and market forces"**

The Strategy has been developed following an inclusive consultation exercise ensuring the views of Worcestershire's residents were considered in formulating a final set of objectives that form the main outcomes.

These areas are briefly summarised below;

### Corporate Plan Objectives

Worcestershire's Corporate Plan 'Shaping Worcestershire's Future' outlines its four key priorities, which will help guide the work of the Council and its relationship with individuals, families, communities and partners over the next five years.

<insert Corporate Plan picture>

## Local Transport Plan 4

Worcestershire's Local Transport Plan 4 sets out our priorities for investment in transport infrastructure, technology and services covering the period from 2018 to 2030 ([www.worcestershire.gov.uk/LTP](http://www.worcestershire.gov.uk/LTP)) The Plan has been developed to deliver a prosperous Worcestershire, and is underpinned by a series of objectives, which complement the key themes of Worcestershire's Corporate Plan: Shaping Worcestershire's Future.

The Local Transport Plan 4 contains a number of more detailed objectives linked to the Corporate Plan, namely;

- The Economic Objective  
To support Worcestershire's economic competitiveness and growth through delivering a reliable and efficient transport network
- The Environment Objective  
To limit the impacts of transport in Worcestershire on the local environment, by supporting enhancements to the natural environment and

biodiversity, investing in transport infrastructure to reduce flood risk and other environmental damage, and reducing transport-related emissions of nitrogen dioxide, particulate matter, greenhouse gases and noise pollution.

- The Health and Safety Objective  
To contribute towards better safety, security, health and longer life expectancy in Worcestershire, by reducing the risk of death, injury or illness arising from transport and promoting healthy modes of travel.
- The Equality Objective  
To optimise equality of opportunity for all of Worcestershire's citizens with the desired outcome of creating fairer society.

- The Quality of Life Objective  
To enhance the quality of life for Worcestershire’s residents by promoting a healthy, natural environment, for people, wildlife and habitats conserving our historic built environment and preserving our heritage assets.

The principal aim of the Local Transport Plan 4 is to deliver the greatest possible benefits through the delivery of cost-effective transport infrastructure and services.

This Passenger Transport Strategy builds on policies contained within Local Transport Plan 4 and in compliance with the above objectives. The key aim is to develop and deliver an integrated passenger transport network for Worcestershire.

### **Worcestershire Local Enterprise Partnership**

The Worcestershire Local Enterprise Partnership's vision for the County is “to build a connected, creative, dynamic economy that delivers increased prosperity for all those who choose to live, work, visit and invest in Worcestershire.” This is working to create 25,000 jobs; increase Gross Value Added by £2.9bn.

Greater Birmingham and Solihull Local Enterprise Partnership (GBSLEP)

### **Local Plans**

Bromsgrove and Redditch Local Plans and South Worcestershire’s Development Plan mirror the County Council’s agenda for promoting sustainable travel, and recognise that travel is a key factor in improving quality of life, air quality and achieving Worcestershire’s desired economic growth.

### **Worcestershire's Growth and Infrastructure Strategy**

This sets out Worcestershire’s aspirations for growth and the need for sufficient infrastructure to support this. This document closely aligns with the Passenger Transport Strategy, in that good quality infrastructure helps to create places where people want to live and work. With transport playing a huge role in sustainable growth, an integrated approach is necessary.

<Insert picture>

## Geography and Demographic

Worcestershire is located on the south western fringe of the West Midlands conurbation. Over 85% of the County's population live in the urban areas or on key inter-urban corridors, and the County benefits from a modern multicultural economy, which accounts for the relative affluence of Worcestershire in general terms.

The County has a lower proportion of young adults than is seen regionally and nationally; 19% of people are aged 65 or over. There are a higher proportion of older people in the more rural districts, such as Malvern Hills.

Worcestershire's Growth and Infrastructure Strategy 2019 details the County's aspirations for growth, which needs to be sufficiently supported by transport infrastructure to create places where people want to work and live. The report indicates that the population is predicted to grow by 5.4% by 2021. Local Plans, setting out future provision of housing and employment suggest an estimated increase of some 47,000 homes by 2036, placing pressure on transport systems.

## Passenger Transport Network

The primary purpose of Worcestershire's passenger transport network is to provide an efficient, resilient, and integrated system which provides access for all to a wide range of services and facilities, essential to ensure a good

quality of life. These include health, employment, leisure, education, retail and transport interchange trip-attractors.

Our priorities include home to work and home to school commutes. A vibrant commercial network is critical in delivering this.

The primary providers of passenger transport services in Worcestershire are commercial organisations that operate local bus services on a profit-making basis, as envisaged when the local bus service market outside of London was de-regulated in 1985. It is generally in the interests of the people of Worcestershire for commercial bus networks to be attractive, efficient and stable. Such networks can meet the needs of many people in providing a means of collective transport that reduces congestion, vehicular emissions and provides access to a wide range of employment and wider life-enhancing opportunities.

While commercial bus services are outside the Council's direct control, we will work in co-operation with commercial operators to help deliver an efficient, reliable bus network which meets the needs of the people of Worcestershire and supports increased network integrity through patronage growth. We hope to encourage operators to achieve this by:

- Working closely with them to identify problems and find solutions to ensure an efficient and integrated network

- Ensuring passenger transport operators do not suffer unduly from congestion through planned roadworks.
- Working with them to improve reliability and punctuality of services
- Development quality partnerships with operators
- Supporting integration, ensuring that multi-modal journey options are feasible with seamless transitions at key transport hubs including rail stations
- Working with key local businesses and employers to encourage promotion of passenger transport services.

any route and with any timetable, as long as they have registered the service with the Office of the Traffic Commissioner.

Local Transport Authorities have a duty to ensure that travel needs are accommodated within their areas. As part of this duty, they may provide financial support for services that are not operated commercially. As Worcestershire County Council has limited funds at its disposal for this purpose, it is essential that there are robust mechanisms in place to assess the benefits that are derived from subsidised services and that, in delivering these services, best value is achieved.

Many of the aspirations for passenger transport in Worcestershire relate to a desire for increased integration between services and also in regard to the availability of multi-operator ticketing and the provision of comprehensive information provision. This presents a number of challenges, in particular, given the nature of the deregulated market place and continued adherence to relevant competition legislation.

## Network Analysis

Passenger transport services (excluding dedicated school and social work transport services) vary in nature based on the geographical area. These services, which cater for strategic and local travel needs, may be delivered in a variety of different ways and by different types of operators.

## Deregulated Market

Passenger transport in Worcestershire is provided in a deregulated market place, with most bus services across the County operated on a commercial basis by private companies. Essentially, operators can provide services on

## Conclusions

Worcestershire County Council sets out a commitment in the Local Transport Plan 4 to promote the role of passenger transport and improve services across the region. In order to increase passenger transport usage, there are a number of challenges to be faced.

The methodology set out in this Passenger Transport Strategy will address these challenges. By setting appropriate ambitions and targeting resources in the right areas, service improvements can be made and passenger transport can become a more attractive option for a variety of journeys across the region. In doing so, patronage growth can be achieved, increasing the viability and sustainability of commercial and subsidised services, whilst access opportunities can be improved and social inclusion enhanced.

This Strategy delivers essential travel choice, critical to tackling Worcestershire's growing congestion issue.

<Insert Picture>

## Aims and Objectives

### A vision for the future needs of Worcestershire's Passenger Transport Networks

#### Introduction

The Passenger Transport Strategy sets out a number of key aims and objectives that are required to achieve the passenger transport aspirations in the Local Transport Plan 4. The Local Transport Plan 4 sets out a series of wider transport objectives that support the Council's overarching strategic vision.

The over-arching aim and objective of this Strategy is to ensure that residents and visitors benefit from a level of access to services and facilities, essential to enjoy a good quality of life.

An efficient, affordable, frequent and high quality passenger transport network is essential to achieve this aim.

#### Aims

Worcestershire County Council believes that, in order to deliver aspirations within the Local Transport Plan 4, a number of key aims will be taken into account when delivering the Strategy:

- Network Commercialisation
- Access to Services
- Attractiveness and Affordability
- Quality of Service
- Publicity and Information

**Network Commercialisation:** Worcestershire County Council is committed to developing and enhancing the ability for operators to provide their services commercially. Worcestershire County Council will support and work in partnership with operators to understand methodologies where this could be achieved.

**Access to Services:** Good network coverage, operating periods, service frequency and network integration is a desirable outcome of the Worcestershire Passenger Transport Strategy, but best value also needs to be achieved. The Strategy includes a Performance Management Framework Model which is the mechanism used in determining service delivery.

**Attractiveness and Affordability:** It is essential that the costs of transport services are attractive. Technology will play a key role in improving these elements; with good use of ticketing options, concessionary fares, smartcard and Real Time information technology.

**Quality of Service:** Worcestershire County Council recognises that quality of service is an essential component in delivering successful passenger transport services. Passengers need services that are reliable, punctual, clean, have reasonable journey times, and they want to feel safe. Excellent customer service, both by drivers and other staff is essential, together with high quality infrastructure.

**Publicity and Information:** The Worcestershire Passenger Transport Strategy ensures information about services is readily available and is easily understood, whilst also considering the cost effectiveness of production. Passengers need to understand what services they can use and, essentially, how to access them.

- **Network Prioritisation**
- **Education and Social Care Provision**
- **Performance Management Framework Model**
- **Alternative Service Provision**
- **Fares and Ticketing**
- **Information and Infrastructure**
- **Modal Integration**

## Strategy Objectives

To achieve the over-arching aims of this Strategy, a number of key objective areas have been identified;

## Network Prioritisation

As at 2019 Worcestershire County Council provides transport for circa 9,000 students per day using various means: commercial and bespoke. One of the aims of the Strategy is to assess integration opportunities to optimise the commercial bus network. There are a number of Worcestershire residents whose transport needs will be met by commercial services. One of the County's priorities is to support the commercial market. Where some transport needs cannot be met by the commercial market, the Council has to consider whether it should intervene, by offering organisational, operational or financial support for any additional service provision. Worcestershire County Council will assess its priorities, in the context of limited funding availability. The sections below set out which groups, areas and locations will be prioritised:

### Priority Areas

To further support the objective in the Local Transport Plan 4 'to limit the impacts of transport on the local environment'.

### Priority Groups

As set out in the Local Transport Plan 4, there is an emphasis on supporting health and well-being, improving the environment, and helping deliver the right conditions

for economic growth. As well as optimising equality of opportunity for all, we also have a statutory obligation to consider the needs of elderly and disabled people in determining what to support and how to provide passenger information.

Consideration will be given to meeting essential transport needs for older, disabled or isolated people. We will also prioritise the needs of those without access to a car or living in areas of higher deprivation.

### Access to a Local Centre

To enable Worcestershire's residents to access essential services, we will prioritise support for transport serving local centres (offering a range of essential services including employment, education, healthcare and shopping enabling as many residents as possible to access these at least once a week. It must be accepted that in some cases it may only be possible to offer a limited service.

With the County's limited funds and to cater for as many residents as possible, priority will be given to areas of higher population density. Where commercial services do not exist, priorities will be considered in the following order:

1. Urban connections – provide a service for people living in urban areas of over 15,000 (currently Worcester, Kidderminster, Bromsgrove, Redditch,

Droitwich, Malvern & Evesham) to access that urban centre.

2. Inter-urban connections – provide a connection between urban areas of over 15,000 population where there is a travel to work demand. Where train services exist along those corridors, consideration will be given to linking to the nearest rail station rather than supporting the whole route, should the frequency and timings on the rail network suffice.
3. Provide a service to areas of medium population density (around 7,000 – 15,000), e.g. Bewdley, Catshill, Pershore, to the nearest town or suitable alternative.

For areas of lower urban density, e.g. Upton-upon-Severn and Tenbury Wells, we will work with Town and Parish Councils, local interest groups and operators in each area to define the most appropriate local solution.

### **Subsidised Service Provision**

Where Worcestershire County Council considers that passenger transport objectives justify the provision of additional services to fill any gaps in the commercially provided network, the Council may, through negotiation with commercial operators and/or through exercise of the statutory tendering system, secure the provision of services.

Where commercially operated passenger transport services are to be withdrawn or reduced, the County Council's Performance Framework Model will determine whether to support the service or assess options for alternative provision.

In securing the provision of passenger transport services, the County Council shall only enter into subsidy agreements with suitably qualified operators.

When securing passenger transport services, the County Council will seek to integrate all other modes of passenger transport, including home to school transport, in order to achieve best value. In doing so, the County Council will aim to achieve improved fleet utilisation. Such arrangements may include running conventional passenger transport services with school transport, and using the same vehicles for both Demand Responsive Transport and Social Care services. Services will be integrated where possible, meet passengers' needs, achieve the most efficient application of the financial resources and comply with legislation.

Multi operator tickets will facilitate the integration of passenger transport services.

The Council will secure subsidised passenger transport services in accordance with the requirements of the Service Subsidy Agreements (Tendering) Regulations 1985 (SI 1921), as amended. The Council will also exercise its powers to enter into negotiated subsidy

agreements with suitably qualified operators, where such action represents best value and/or offers passenger benefits.

Subsidised services will be devised to satisfy social needs and transportation objectives. All subsidised services will be monitored closely to ensure that the specifications are being met.

In determining the award of contracts for the operation of subsidised services, the Council will seek to achieve best value with the resources at its disposal and, in addition to price, will take into account the ability of prospective operators to deliver services efficiently and effectively.

The provision of subsidised cross-boundary services will be secured on the basis of negotiated agreements with adjoining councils and will take account of the respective policies and priorities of each funding authority

## Worcestershire Developments

In the planning of new developments, Worcestershire County Council will work with planning authorities and developers in seeking to ensure the delivery of planned development is brought forward in locations that offer genuine opportunities for access by a range of travel modes. This includes ensuring that commercially viable,

long term accessibility by passenger transport to key services and facilities is appropriately and properly considered.

Where appropriate, we will either:

- Encourage and look to developers to engage with passenger transport operators to seek to develop and implement a passenger transport solution that aligns with the type and nature of the development to be served and which is likely to be commercially viable and sustainable over the long term (we will seek appropriate legal agreements to ensure the solution is secured); or
- Seek developer contributions to facilitate such accessibility through an agreement under Section 106 of the Town and Country Planning Act (1990). The size of contribution sought will depend on the size, nature and location of the proposed development.

## Worcestershire Passenger Transport Strategy - **DRAFT**

Section 106 contributions may be sought for funding support for a fixed period of either an existing passenger transport service that might be altered to accommodate the development, or for a new service. This will only be sought where there is a reasonable prospect that the service alteration or new service can become self-funding due to patronage growth at the end of the defined period. Contributions may also be sought for passenger transport infrastructure.

DRAFT

## Home to School and Social Care Transport

### Other Transport Provision

Worcestershire County Council is committed to the provision of a comprehensive school transport network catering for both pupils entitled to free home-to-school transport under the Education Act, and for the convenience of other pupils on a fare-paying basis, subject to current legislation.

The Council also provides transport arrangements for children and adults in relation to its Social Care responsibilities.

When securing subsidised passenger transport services, the County Council will seek, wherever appropriate, to integrate these with school transport and social care transport services and vice versa. In the interests of integration, the option of a multi operator concessionary ticket will be considered.

### School Transport

Worcestershire County Council, as the Local Authority responsible for education provision, has agreed a policy for Home to School Transport and travel assistance. The

policy has been prepared to take account of all legislative requirements including the most recent Education and Transport Acts. It also fits within the County Council's Local Transport Plan 4.

The policy enables the Authority to meet its statutory obligations and to address aspirations of 'Every Child Matters'. The aim of the policy is to provide high quality transport services as efficiently, economically and sustainably as possible to ensure that pupils get to school in a reasonable time, travel in a safe environment and arrive at school ready to learn. The policy is to be used in conjunction with the County's School Admissions policy and the arrangements for the placement of pupils and students with Special Educational Needs. There are specific provisions within the 1996 Education Act relating to the provision of Home to School transport. The effect of these is that there are circumstances where the County Council, as the Local Authority responsible for education, has a duty to provide home to school transport. This duty only applies to those children for whom it is responsible; essentially these are children living within the County boundaries of Worcestershire.

Free Transport will be provided to those children of compulsory school age and attending the nearest, designated or re-designated school for the home address, provided the distance between home and school is in excess of the statutory requirement for the pupil's age.

Statutory walking distances to the nearest or designated school are:

- Up to 2 miles for pupils up to the age of 8;
- Up to 3 miles for older pupils.

In some circumstances, the Authority may provide free transport to children who do not live in excess of the statutory walking distances, particularly if the nature of the route is such that it is considered unavailable for a child, accompanied as necessary, to walk.

Pupils will be awarded transport assistance as appropriate for the needs identified within their Education Health and Care Plan or Statement of Special Educational Needs. If determined, free transport or assistance with transport will be provided to the nearest suitable establishment indicated on the Statement or Plan, on the basis of the individual child's needs.

This applies to Further Education establishments and High Schools where students are continuing at the Sixth Form of the designated school or attending the nearest establishment. Worcestershire County Council will no longer provide transport assistance to an alternative establishment, if the chosen programme level is available locally.

Transport assistance for post 16 students will comprise a place on the contracted school bus, or assistance with a multi-operator concessionary ticketing scheme.

If the Authority has spare capacity on a contracted coach or taxi service, subject to current legislation, then those students not eligible for free transport may be considered for a seat under the Vacant Seat Payment Scheme at the discretion of the Authority. Payment for a vacant seat is set out in the contributions schedule.

## Social Care Transport

Worcestershire County Council has a duty under the Social Work Act (2017) to assess a person's community care needs and decide in light of that assessment, whether to arrange any services and if so which services. In doing so, any provision of assistance should be based on a detailed assessment of the individual's care needs and should take account of their preferences.

Under the NHS and Community Care Act, 1990, Local Authorities were given the responsibility for community care for older people, and services were to be provided on the basis of what the older person needed, rather than what was actually available. These Home Care, Day Care, and Respite Care needs are ascertained by means of a Community Care assessment, enabling people to live in their own homes wherever possible. This legislation also requires that the needs of carers are taken into account.

The Council operates a number of scheduled passenger transport services providing access to Adult and Older

People's Day Services. Transport is also provided on a 'call out' basis for social care service users as and when required.

Home-to-Day Service transport will be provided to Adult Day Service users where: the distance involved is too long to walk independently without support; the service user is unable to access public transport; and, the service user has no, or insufficient, state benefits to support the cost of the transport required.

The Council will also provide, at the discretion of the Social Care Service:

Home-to-Day Service transport for users of Older People and Physical Disability Services, where a comprehensive needs assessment has identified that the user requires assistance with transport to access day services; and, appropriate transport for users of the Children's Services, where a comprehensive needs assessment has identified the need for assistance with transport.

## Performance Management Framework Model

A Performance Management Framework Model has been developed to appraise the relative performance of subsidised services and help analyse funding priorities. The Framework Model allows for fair comparisons to be made between services, and provides the Council with a robust methodology to appraise each service and determine which provide the best value for money whilst endeavouring to deliver the minimum service levels detailed below.

Worcestershire County Council aims to provide access to local services as defined within the Strategy and will consider supporting services, using this model, to achieve this. Limited funding and competing demands for resources means that there has to be a clear method of evaluating the benefits of supporting each service compared to other identified needs. There is also a requirement to evaluate the ongoing effectiveness of existing subsidised services to determine whether support should be continued.

All services will be scored on seven categories in order to assess the benefit and value of the services provided. These are:

- The primary journey purpose
- The availability of alternative services for the journeys being made
- The deprivation index for the areas served by the service
- The number of concessionary journeys
- The average number of passengers on each journey (particular those with protected characteristics, e.g. the elderly)
- The actual cost per passenger carried
- The car ownership level of the areas served

### **The Actual Cost Per Cost Per Passenger Carried**

This is a measure of the actual 'net' cost for providing a contracted service. The net cost is calculated as the amount paid to the operator, less any deductions for fares paid (either full fare or concessionary pass revenue). The patronage is measured in terms of the actual numbers of passengers carried on the specified contracted

journeys. The total net cost of the service to WCC is then divided by the number of passengers carried. This is a good measure as it actually shows how much the service costs to provide for each passenger journey made.

### **Index of Multiple Deprivation**

This Performance Indicator is derived from published government data released by the Department for

Communities and Local Government in 2007. It allows a comparison of the relative deprivation of different areas in terms of their geographical access to services and facilities (such as Health, Employment, Leisure, Education, Retail and Transport Interchanges) and a direct measure of poverty (through data on benefit receipts). These datasets are ranked to provide an indexed score.

The Index is made up of seven distinct dimensions of deprivation, including: household income, employment; health and disability; education, skills and training; barriers to housing and services; living environment and crime.

The need to fund passenger transport in more deprived areas is generally recognised as socially necessary to ensure a fair and equitable society. This category has therefore been given a high ranking and is based on the primary area served by the bus

### **Car Ownership Index**

The provision of a funded local bus service should be given a higher priority in residential areas of low car ownership as it is less likely that a car will be available for any particular journey. Indeed, low car ownership can indicate areas where there are lower income levels and / or high concentrations of the very young and very old who are more dependent on passenger transport. However, even in an area with high car ownership it is likely

that certain categories of residents, such as elderly or young people, will be less likely to have exclusive or first use of their own private transport.

The data source is the Office for National Statistics 2001 Census and is based on the primary area served by the bus.

### **Primary Journey Purpose**

On local bus services, invariably passengers travel to reach a destination or access an activity. These journey purposes range from regular essential journeys such as for work or education, through less frequent trips for essential shopping or to visit health facilities to journeys for non-essential shopping and leisure (including tourism) purposes.

It is generally agreed that the journeys for the more essential activities should be considered more important and

therefore, provided more frequently or with a wider choice of destination.

In terms of primary journey purpose(s), services will be ranked as outlined below:

- Employment
- Education and Training
- Healthcare
- Shopping
- Social and Leisure Activities

### **Access to Other Services**

Certain passengers using funded bus services may have an alternative bus service available. This may take the

form of another bus service running over part of the route or at certain times, or by walking a little further to

access another route. Determining how reasonable these alternatives are will depend upon how time critical the journey is, for example to work or school, and the mobility needs of prospective passengers.

It should be noted that if all residents served by a route could reasonably be said to have alternative service then the need to fund the route would not exist. Therefore, the score given to a contract under this category is one of the most important in determining the value of a contract.

The scores for each category will be weighted to reflect the overall relevance and priority type of service provision as identified through the consultation exercise.

The weighted scores for each service will be added together to produce the overall Key Performance Indicator. This figure can then be used to rank services objectively to determine the most appropriate provision, including alternative delivery models.

Those subsidised passenger transport services with the worst performance index will, by definition, be the least well used, least needed and most expensive per

passenger to provide, and thus most likely to be delivered by an alternative model.

## Reliability and Punctuality

Passenger transport services provide an alternative to car travel and should offer passengers high levels of service reliability and punctuality.

In terms of bus service reliability and punctuality, the Council will also, where practicable, work with and assist the Driver and Vehicle Standards Agency and the Traffic Commissioner, as the regulator of local bus services.

## Customer Satisfaction

Quality of service and perception of passenger transport services is a key element in terms of its usage.

Worcestershire County Council is committed to ensure that customers' views are taken into account and will work in partnership with operators to improve areas of concern.

## Alternative Service Provision

Given the rural geography and low population density across the county, traditional timetabled and/or fixed route services may not always be the most effective way of providing passenger transport.

Worcestershire County Council will endeavour to encourage and/or make available alternative services for people in areas where traditional public transport is not the most appropriate solution. Such situations include passengers with mobility problems who cannot reach their local bus route, or people who live in remote areas with limited timetabled services. Alternative services may operate as an additional layer to complement traditional passenger transport.

## Community Transport

Community Transport is a term used to describe services that are established and operated by community groups on a not-for-profit basis. These services are commonly, but not necessarily, operated by groups of volunteer drivers.

Community Transport provides a valuable service for everyone in the County, particularly those from vulnerable groups, helping them access key services and activities that they cannot reach using traditional

passenger transport. It plays a very important role in Worcestershire with numerous schemes covering the whole of the county. Car schemes are available in most areas of the county and accessible minibuses operate in all areas.

We will continue to support a countywide provision of Community Transport, subject to current legislation, through:

- Technical and operational advice to Community Transport operators to include funding opportunities
- Working with Community Transport operators to enable them to become an integral part of the transport network.
- Facilitation of local solutions; bringing stakeholders together to develop the most appropriate solution for their area.

## Fares & Ticketing

Bus fares for commercial services and community transport fares are primarily a matter for the operators of those services. As part of our partnership working with operators, we will encourage them to keep fares as low as possible within commercial viability. We will also encourage operators to offer discounted fare products to help grow the overall passenger transport market.

Multi-operator tickets are tickets that can be used on buses provided by more than one operator. Worcestershire's Connecta ticket is a multi-operator ticketing scheme covering the County.

The scheme offers one ticket, at one price, for unlimited travel in defined areas, regardless of the operator of those services; the ticket is currently in paper form. A review of the Connecta scheme will be undertaken to identify changes to enhance the scheme to reach its full potential.

Worcestershire's Severncard is a multi-operator student bus pass, valid 24/7 on any bus service in Worcestershire included within the scheme. It is available for students aged under 19, or mature students of sponsor colleges. Passes are available on an annual/term/half term basis. A contribution is required for all students who are not

eligible for home-to-school transport, subject to current legislation.

The scheme has seen a steady decline in its usage in recent years. A full review of the scheme will be undertaken to identify the changes required to ensure that the scheme is still meeting its objectives.

Smart ticketing is where a ticket is stored electronically on a microchip rather than printed on a paper ticket. This microchip can be embedded in a smart card or on a smart phone. Smart ticketing is also achievable using contactless Europay, Mastercard and Visa bank cards (rather than dedicated transport smartcards).

Smart ticketing and contactless payment opens up alternative ways of buying, collecting and using tickets that are often easier for passengers and also reduce boarding times at bus stops.

We recognise the benefits of intelligent and innovative ticketing and payment solutions, such as smart ticketing and contactless payments, and support wider introduction of these into the County. We will consider the introduction of a managed service in order to provide a uniform Countywide provision.

All services subsidised by the Council will support any countywide ticketing schemes and methods of payment. Fares and fare structures on subsidised services will be set in line with commercial services in the area of operation. On subsidised local bus contracts, children's fares will be available at all times; children are defined by age as being 5 to 15 inclusive.

## Concessionary Travel

It is a statutory requirement to reimburse operators, so they are no better or worse off as a result of the English National Concessionary Travel Scheme. Although there is a duty to reimburse on the statutory scheme (free travel on any local bus service in England at all times on Saturday, Sunday and Bank Holidays and between 0930 and 2300 on any other day), the Council can use its powers under the 1985 Transport Act to offer discretionary enhancements. Currently, Worcestershire County Council offers companion travel, pre-0930, on some services, and discounted travel on some Community Transport services as discretionary enhancements. Worcestershire County Council will continue to offer these discretionary enhancements provided they remain affordable.

Concessionary Travel for Women  
<Insert picture>

## Information & Infrastructure

Worcestershire County Council recognises that the provision of service information, marketing, and safe, comfortable infrastructure can encourage residents to use passenger transport, which in turn sustains services and supports network enhancements. We also have a statutory duty to determine what local bus information should be made available.

### Information

Accurate information is provided in a variety of formats to ensure everyone has the ability to access this.

Consideration is given to the variety of ways to disseminate information, ensuring that the most efficient, cost effective methods are adopted whilst maintaining accessibility for all user groups. This includes Real Time Information, printed and digital material, bus stop information, audio announcements, websites, access through phone apps and future developments.

One of the Objectives of this Strategy is to develop and deliver a Bus Information Strategy, building on key elements outlined in Local Transport Plan 4 namely:

- To develop a clearly defined and understood “brand” for the Worcestershire passenger transport network, used consistently across Worcestershire’s infrastructure and services;
- Ensure that information on passenger transport meets recognised best practice guidelines in terms of design, content and distribution and in line with requirements within the Bus Services Act;
- Pursue progressive digitisation of passenger transport information including the development of a comprehensive travel information app for Worcestershire;
- Provide a consistent quality of digital information, at interchanges, rail and bus stations and roadside information;
- Co-ordinate and limit to a minimum the number of timetable changes for passenger bus services;
- Improve the quality of map-based digital passenger transport network information;
- Provide Real Time Information displays at high demand areas of passenger transport networks, such as at rail and bus stations, strategic bus stops and destinations (for example public buildings).

## Bus Services Act (2017)

The Bus Services Act has placed legislative obligations on operators and local transport authorities in relation to provision of Open Data. This includes information in relation to routes and timetables, as well as fares and tickets. Provision of Real Time Information (live and disruption data) will also be required as well as up to date information about bus stop locations.

Worcestershire County Council is committed to delivering requirements set out in the Act as well as exploring the benefits this may bring to operators and residents.

## Infrastructure

High quality bus stop infrastructure is an essential component in providing a high quality service for passengers.

The Council will work with local councils and operators to progress to a consistent, uniform and quality provision of infrastructure that facilitates passenger transport use. This includes bus stop poles/flags and shelters, information display cases at stops, and interchange facilities. The selection of locations for any new bus stops and shelters will follow good practice and will particularly consider accessibility for people with impaired mobility.

In line with Local Transport Plan 4, we will work with local councils to review the requirements for each bus stop, along with responsibility for maintenance. Worcestershire County Council will consider provision of new or replacement bus shelters where the following minimum criteria are met:

- A regular weekday bus service operates;
- Evidenced long-term passenger demand, particularly where this involves a disproportionately high level of elderly users;
- Where the environment is suitable for the installation of a bus shelter;
- Opportunities to minimise vandalism have been considered (CCTV, metal lower panels, public art installation etc.) and
- Where funding for the supply, cleaning and maintenance is identified over a defined period.

The current location of infrastructure will be reviewed, with consideration to accessibility, usage and safety. The current need for bus stops will also be considered, particularly those within close proximity to others, as a high number of stops along a route can increase journey times. The removal of stops, particularly those with very low usage, will also be considered.

<Insert picture>

## Modal Integration

When planning transport, our focus is on providing an integrated passenger transport network, with buses and trains providing transport along key commuter corridors and smaller buses and Community Transport feeding into this network at the closest appropriate point. Safe, comfortable interchange hubs will be considered at these locations.

Worcestershire County Council will take an holistic approach to planning transport, to ensure efficiencies across sectors, whilst at the same time sustaining the commercial network. The Council will work with different establishments to spread the peak demand where possible, in order to reduce the number of vehicles required, and look at options to utilise vehicles in their downtime.

For transport users, integrated transport is about the availability of a co-ordinated transport service across transport modes and operators that provide a seamless journey, minimising the impact of interchange and providing clear information on when, where and how the service may be used. This is particularly important for users in areas of rural isolation and social exclusion, where flexibility in transport options brings considerable potential for benefit in areas of low demand.

The provision of a well-integrated network of services, providing the opportunity for 'seamless' travel, can also enhance the travel experience of existing passengers, including those with no alternative means of travel. This

will support the strategic goal of improved social inclusion.

Worcestershire County Council will, therefore, continue to work in partnership with operators and other relevant organisations to integrate passenger transport services wherever possible. This includes:

Department of Health and Department for Transport guidance document 'Providing Transport in Partnership' for English health agencies and Local Authorities, available at

- passenger transport connections to mainline bus corridors;
- passenger transport services connecting to rail services;
- maintaining dedicated 'in-street' interchange facilities at key locations;
- providing comprehensive passenger information;
- promoting multi-operator integrated ticketing products;
- promoting the development of 'mini-interchange hubs'.

### Vehicle Utilisation

Worcestershire County Council also commits to achieving best value for money to make the most of its assets. The planning and management of service provision by in-

house vehicles will be co-ordinated within the County's Transport Operations Unit.

The County Council will strive to achieve co-ordinated commissioning and/or procurement of services both within the County Council and externally with other organisations where such an approach can bring efficiencies and synergies. As such, the County Council will continue to integrate services and vehicles where possible to maximise the use of its vehicle fleet and minimise the number of vehicles required.

Such arrangements may include running conventional passenger transport services with school transport, and using the same vehicles for both Demand Responsive Transport and Social Care services.

DRAFT

## **Delivery**

### **Working with our partners towards supporting and providing excellent passenger transport services and facilities for our customers across Worcestershire**

The delivery of the Worcestershire Passenger Transport Strategy is led by Worcestershire County Council Transport Operations Unit. Service delivery will continue to be guided by the Passenger Transport Strategy.

### **Partnership Working**

Worcestershire County Council is committed to continued partnership working to secure the best service delivery for the County.

### **Community Involvement**

Engagement with customers to identify current and emerging travel patterns and needs is essential for an effective integrated service delivery to be achieved. The views and opinions of the public, service users and non-users, are vital to ensuring that the passenger transport services provided meet the needs of the community. In

introducing new services, the Council will, whenever practicable, communicate directly with the local community via their democratically elected County Councillor.

### **Procurement**

In procuring passenger transport services and facilities, Worcestershire County Council follows strict tendering procedures in accordance with the Authority's Financial Regulations and The Public Contracts Regulations 2012.

The Council will explore all procurement options at its disposal to ensure that best value is achieved, competition between suppliers is maximised and local suppliers are not disadvantaged.

The Council remains committed to providing the highest level of service possible to the people of Worcestershire and expects all of its operators to deliver professional, safe and reliable services.

# Worcestershire Passenger Transport Strategy

## Passenger Transport Analysis Report

## Table of Contents

<b>1. Introduction</b> .....	5
<b>2. Demographics</b> .....	5
Figure 1 – Attendance by District .....	6
Figure 2 – Age group of respondents .....	6
Figure 3 – Long Term Disability .....	7
Figure 4 - Employment status of respondents.....	7
Figure 5 – District of residence of all respondents .....	8
Table 1 – District of respondents compared to total populations of districts.....	9
Figure 6 - Urban / Rural split of respondents to the passenger transport survey .....	9
Figure 7 – What Type(s) of transport do you normally use for each of these Journeys.....	10
Figure 8 – If there was no bus service available, how would you travel to the following? - Employment (eg, Travel to work) .....	10
Figure 8b – If there was no bus service available, how would you travel to the following? - Employment (eg, Travel to work) – Split by area .....	11
Figure 9: If there was no bus service available, how would you travel to the following? - Education	12
Figure 9b: If there was no bus service available, how would you travel to the following? – Education – Split by area .....	12
Figure 10 : If there was no bus service available, how would you travel to the following? - Employment (eg, Travel to work) .....	13
Figure 10b : If there was no bus service available, how would you travel to the following? - Employment (eg, Travel to work) – split by area.....	14
Figure 11: If there was no bus service available, how would you travel to the following? -Shopping and Personal Business .....	15
Figure 11b : If there was no bus service available, how would you travel to the following? -Shopping and Personal Business – Split by area.....	15
Figure 12: If there was no bus service available, how would you travel to the following? – Social and Leisure .....	16
Figure 12b: If there was no bus service available, how would you travel to the following? – Social and Leisure – split by area:.....	17
Figure 13 - If you don't use Passenger Transport Services, what would encourage you to use them? .....	18
<b>3. Our Proposals</b> .....	19
Figure 14: To what extent do you agree or disagree with the following statements.....	20
Figure 14b: To what extent do you agree or disagree with the following statements – Radar Diagram .....	21
Figure 14C: To what extent do you agree or disagree with the following statements – Radar Diagram – Positive Negative Only .....	21
Figure 15a – Worcestershire County Council's aim should be to focus on meeting people's essential transport needs in the most cost-effective way.....	23
Figure 15b – Worcestershire County Council's aim should be to focus on meeting people's essential transport needs in the most cost-effective way – Stakeholder Analysis.....	23

Figure 16a – Transport solutions, including integrated, Demand Responsive and Community Transport, can offer an alternative to traditional passenger transport services.....	24
Figure 16b – Transport solutions, including integrated, Demand Responsive and Community Transport, can offer an alternative to traditional passenger transport services – Stakeholder Analysis .....	24
Figure 17a – Worcestershire County Council should not provide support for services which there is little use .....	25
Figure 17b – Worcestershire County Council should not provide support for services which there is little use – Stakeholder Analysis .....	26
Figure 18a – Worcestershire County Council should be joined up (integrated) such as connecting to train services.....	26
Figure 18b – Worcestershire County Council should be joined up (integrated) such as connecting to train services – Stakeholder Analysis.....	27
Figure 19a – Home to School Transport should be considered for integration with local bus services .....	27
Figure 19b – Home to School Transport should be considered for integration with local bus services – stakeholder analysis .....	28
Figure 20a – Worcestershire County Council should consider supporting new technology initiatives	28
Figure 20b – Worcestershire County Council should consider supporting new technology initiatives – Stakeholder Analysis.....	29
Figure 21a – Worcestershire County Council should explore alternative and local transport solutions .....	30
Figure 21b – Worcestershire County Council should explore alternative and local transport solutions -stakeholder analysis .....	30
Figure 22a – Publicity of Transport should be improved.....	31
Figure 22b – Publicity of Transport should be improved – stakeholder analysis .....	31
Figure 23a – Infrastructure for Passenger Transport Services should be improved, such as bus shelters .....	32
Figure 23b – Infrastructure for Passenger Transport Services should be improved, such as bus shelters .....	32
Figure 24a – What impact, if any, would the proposed Strategy have on your ability to access essential services .....	33
Figure 24b – What impact, if any, would the proposed Strategy have on your ability to access essential services – stakeholder analysis.....	34
Figure 24c – What impact, if any, would the proposed Strategy have on your ability to access essential services – Radar .....	34
Figure 25a – To what extent do you agree or disagree with how we propose to decide if we financially support a particular bus service .....	35
Figure 25b – To what extent do you agree or disagree with how we propose to decide if we financially support a particular bus service .....	36
Figure 25c – To what extent do you agree or disagree with how we propose to decide if we financially support a particular bus service – Radar Analysis .....	36
Figure 25d – Methodology for scoring .....	37

Figure 26a Overall, to what extent do you agree or disagree that our proposals would be a sensible way to spend Council Funds .....38

Figure 26b Overall, to what extent do you agree or disagree that our proposals would be a sensible way to spend Council Funds - Stakeholder Analysis .....39

Figure 26C Overall, to what extent do you agree or disagree that our proposals would be a sensible way to spend Council Funds - Radar Analysis .....39

## 1. Introduction

The Worcestershire Passenger Transport Strategy has been developed to support [Worcestershire's Local Transport Plan 4](#).

The Strategy sets out how Worcestershire County Council, working with its partners, aims to deliver Passenger Transport for all its residents. The Strategy will look at ways for residents and visitors to access services across Worcestershire. It recognises that Passenger Transport plays a key part in supporting this access.

The overarching objective of this Strategy is to ensure that residents and visitors have a level of access to services and facilities which will contribute to enjoy a good quality of life.

Worcestershire County Council consulted with residents and stakeholders on the draft Passenger Transport Strategy to fully understand the contribution that these services make to the local economy, and their value in terms of community, health and well-being.

The survey ran from 13<sup>th</sup> June 2019 to 13<sup>th</sup> September 2019 and in total received 2,505 responses. This report analysis is the results of the survey.

Throughout the report, the base number of total people responding is provided, and the number of people giving each individual response is provided in brackets in the axis label. This figure represents full responses received and therefore may not be the total number of respondents.

Staff attended various locations and roadshows throughout the County during the 13 week consultation period

## 2. Demographics

This section contains analysis of the first set of questions in the survey which asked several questions about the demographics of the respondent. Further analysis is done for various splits across these demographics, including age group, gender, area of residence and whether they are responding on behalf of an organisation.

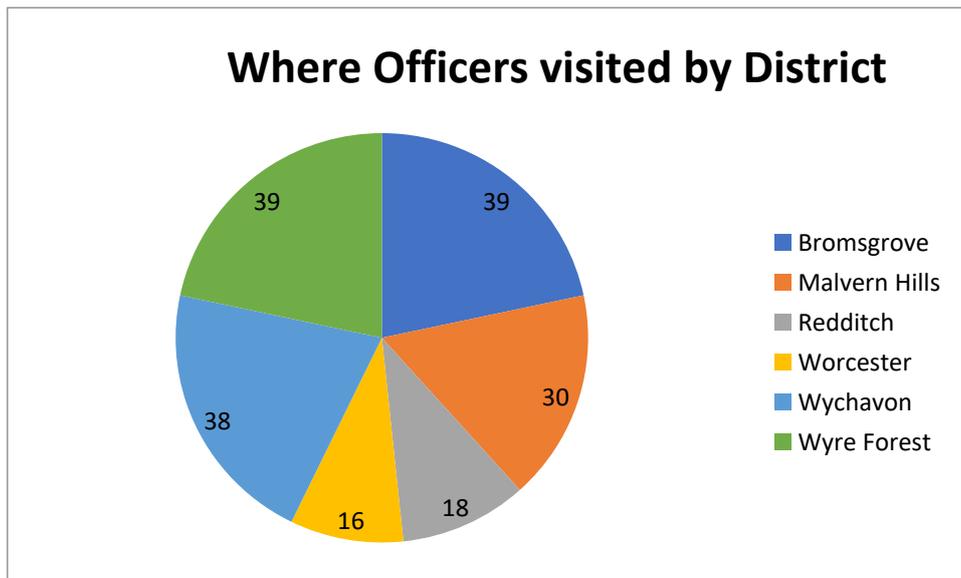
Respondents were asked whether they were giving their own views, responding on behalf of someone else (for example, a child that they cared for), or responding on behalf of an organisation.

2505 respondents answered this question. Almost 93% of respondents, representing 2,327 respondents, indicated that they were giving their own views. Just over 4% (representing 104 respondents) were responding on behalf of someone else, whilst 3% (74 respondents) were answering on behalf of a group of people or an organisation.

Over 90% of respondents, representing 2218 people, were answering the survey as a Worcestershire resident. 17% (412 respondents) work in the County, whilst just over 200 (8.5%) were people who regularly visit Worcestershire. Parents of pupils using passenger transport and students attending schools, colleges or university in the county were also well-represented in the survey.

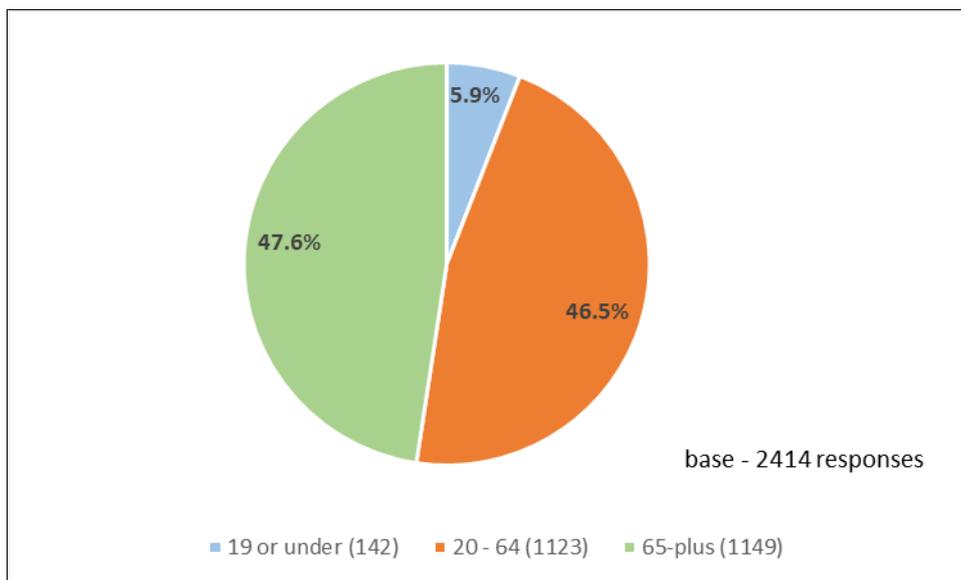
A breakdown by percentage of attendance between 13<sup>th</sup> June and 13<sup>th</sup> September in each district is shown below.

Figure 1: Attendance by District



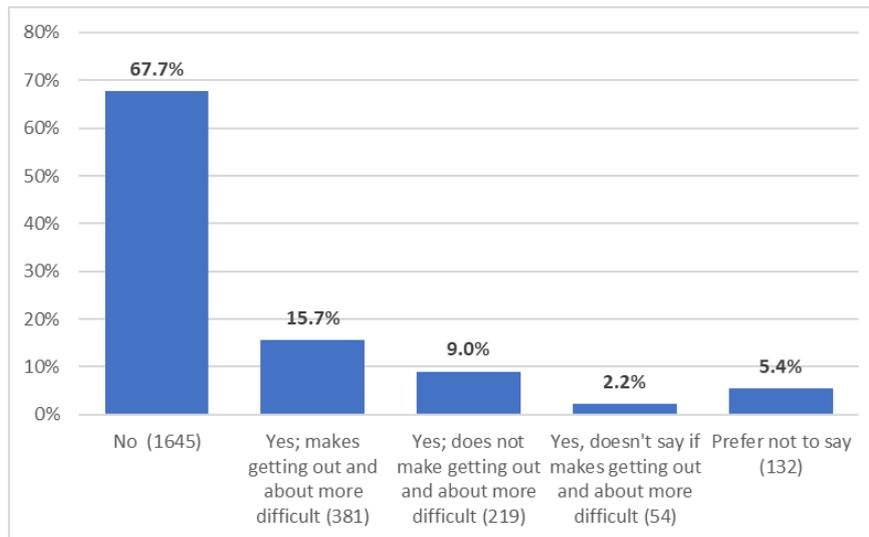
Officers visited districts on 180 occasions covering major towns and large villages. Whilst it appears Worcester and Redditch received less visit than other districts, visits encompassed recognised urban conurbations away from the main focal point of that district.

Figure 2: Age group of respondents



Respondents were asked if they have a long-term health condition or disability, and if they did, whether their condition made it more difficult for them to get out and about.

Figure 3: Long Term Disability



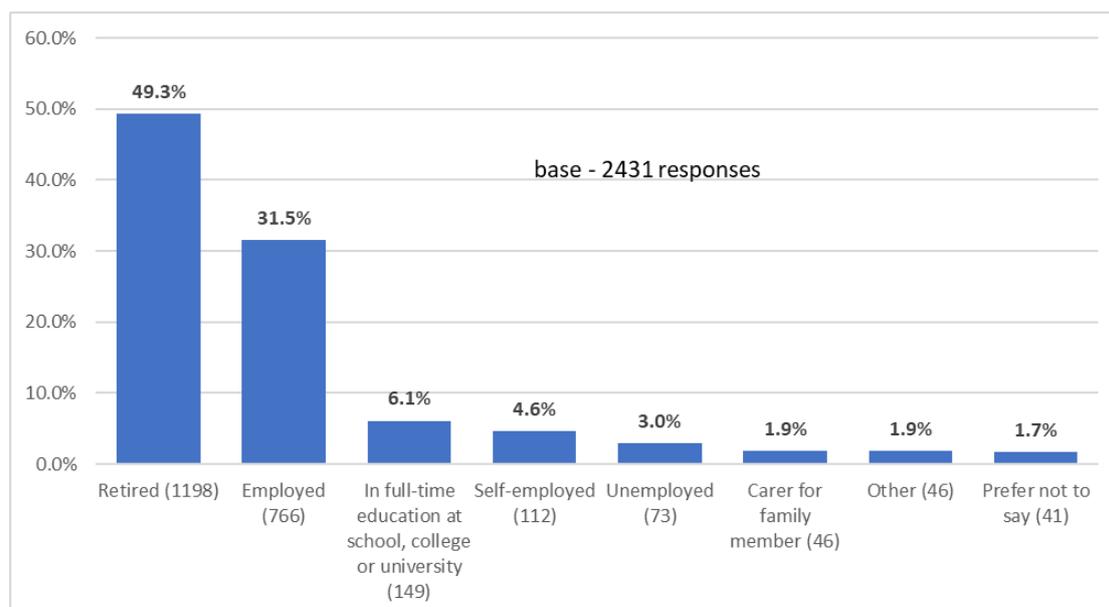
2431 people answered this question. Two thirds of respondents (1645 people) indicated that they did not have a long-standing health condition or disability. Just over a quarter (26.9%, representing 654 respondents) indicated that they did have a long-standing health condition or disability. Just over 15% of respondents said that they had a long-term health condition that made getting out and about more difficult.

For the purposes of analysis, respondents are split into those that have a long-term health condition or disability, and those that do not.

Respondents were then asked about their employment status. 2431 responses were received for this question.

Individual area-based Equality Impact Assessments consider this information.

Figure 4: Employment status of respondents



Almost half of all respondents (representing almost 1200 people) indicated that they were retired, reflecting the high proportion of people aged 65-plus who have submitted responses. Almost a third of respondents (766 people) were employed, with just over 6% (149 respondents) saying that they were in full-time education at school, college or university. Less than 5% (112 respondents) were self-employed, with 3% (73 respondents) suggesting they were unemployed.

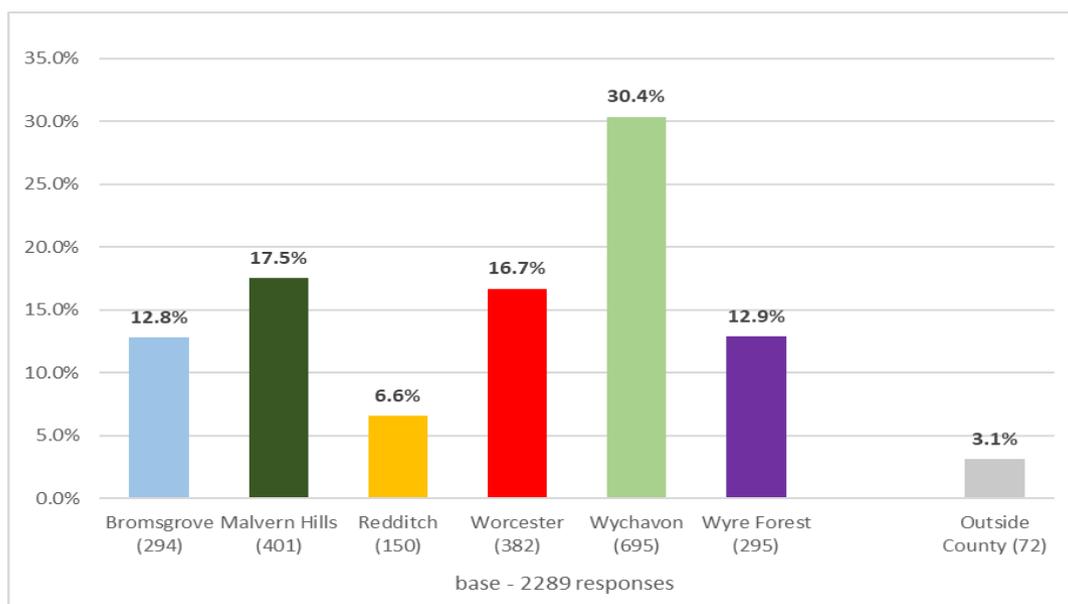
For the purposes of further analysis, respondents in the following four categories are of interest: -

- Employed / self employed
- Retired
- In full-time education
- Unemployed

There are concentrations of respondents in most of the main towns and urban areas in Worcestershire. Concentrations of respondents are particularly prevalent in Worcester City, Bromsgrove, Malvern, Evesham and Droitwich, with further concentrations in Redditch, Pershore, and the three Wyre Forest main towns of Kidderminster, Stourport and Bewdley. There are also smaller concentrations in smaller settlements, including Hollywood in north east Bromsgrove on the outskirts of Birmingham, and responses are also interspersed across the more rural parts of the county.

A breakdown of the district of respondents is now considered.

Figure 5: District of residence of all respondents



Just over 30% (695 respondents) of people who submitted a complete and valid postcode reside in Wychavon. Less than 7% of responses were from Redditch, representing 150 respondents which, although low compared to the total number of responses, is a reasonably high number to obtain robust responses. Just over 3% of responses were from outside the County. Many of these are just outside the border and may work in or visit Worcestershire, so are included in the overall analysis.

There have been sufficient responses from all districts to enable detailed analysis.

The aims of the Public Sector Equality Duty (in particular Advancing Equality of Opportunity for Protected Groups) are promoted through the provision of accessible and reliable public transport. The Passenger Transport Strategy recognises the importance of public transport in the lives of protected groups and sets out the Council's approach to the delivery of efficient and integrated public transport.

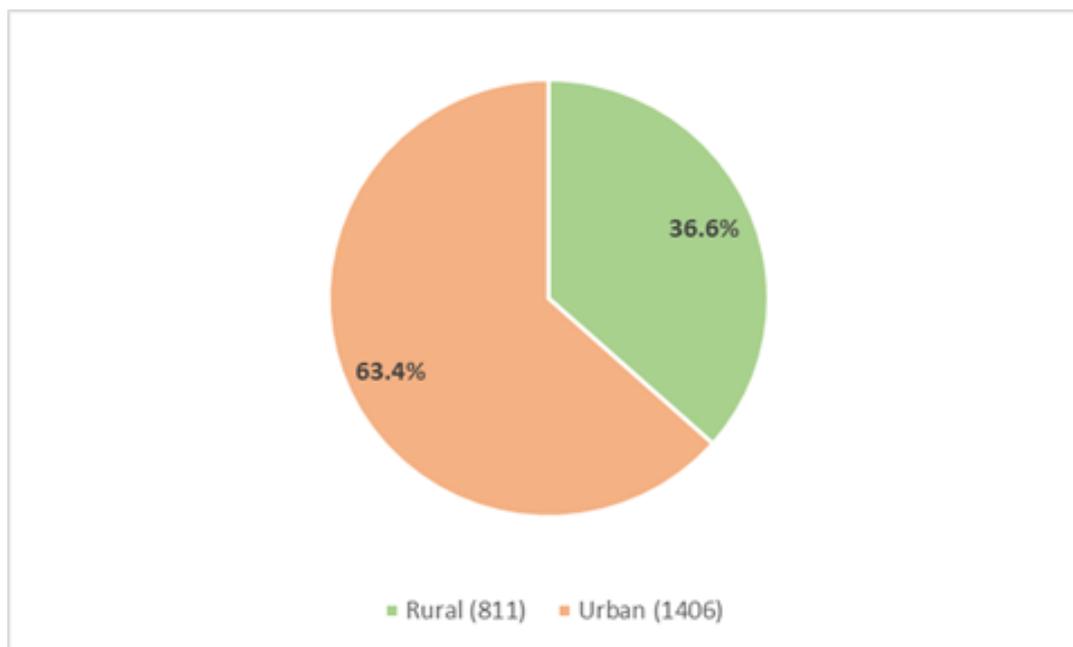
The Strategy has been assessed for potential Equality and Public Health Impact Assessment. The implementation of the Strategy which promotes consistent and transparent decision-making and planning, is likely to benefit protected groups. Further Equality and Public Health analysis will be carried out in respect of future Passenger Transport proposals

Table 1 – District of respondents compared to total populations of districts

	Population	Respondents	Respondents percentage
Bromsgrove	98,662	294	12.8%
Malvern Hills	78,113	401	17.5%
Redditch	84,989	150	6.6%
Worcester	101,891	382	16.7%
Wychavon	127,340	695	30.4%
Wyre Forest	101,062	295	12.9%
Out of County		72	3.1%
<b>Worcestershire</b>	<b>592,057</b>	<b>2289</b>	<b>100%</b>

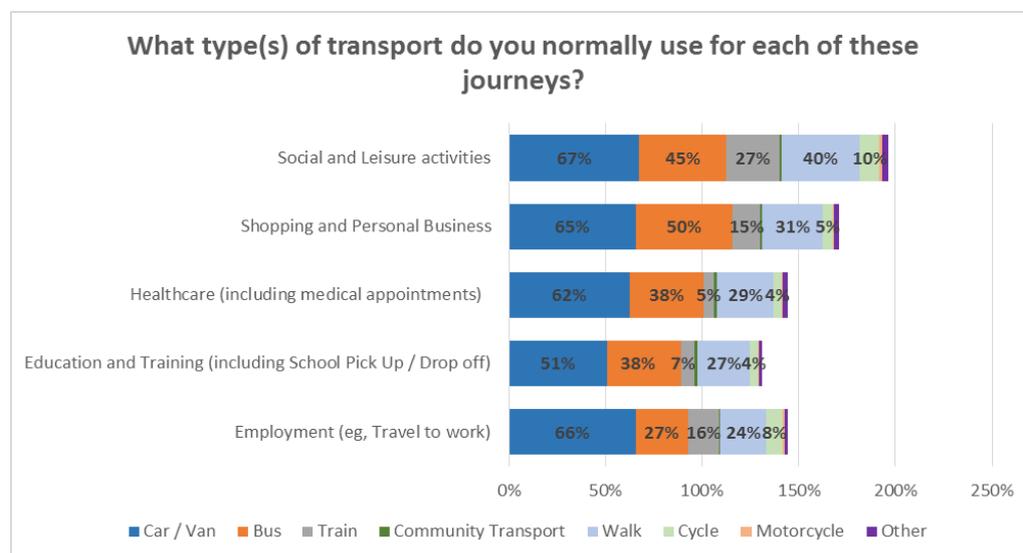
The urban / rural split of Worcestershire residents who submitted a response with a full, valid postcode is also considered.

Figure 6: Urban / Rural split of respondents to the passenger transport survey



Almost two thirds of respondents (representing 1406 respondents) reside in areas classified as “urban”, whilst just over 36% (811 respondents) live in areas classified as “rural”. The proportion of Worcestershire respondents living in urban areas is 63%, slightly lower than the proportion of people across the county living in urban areas, of 74%.

Figure 7: What Type(s) of transport do you normally use for each of these Journeys?

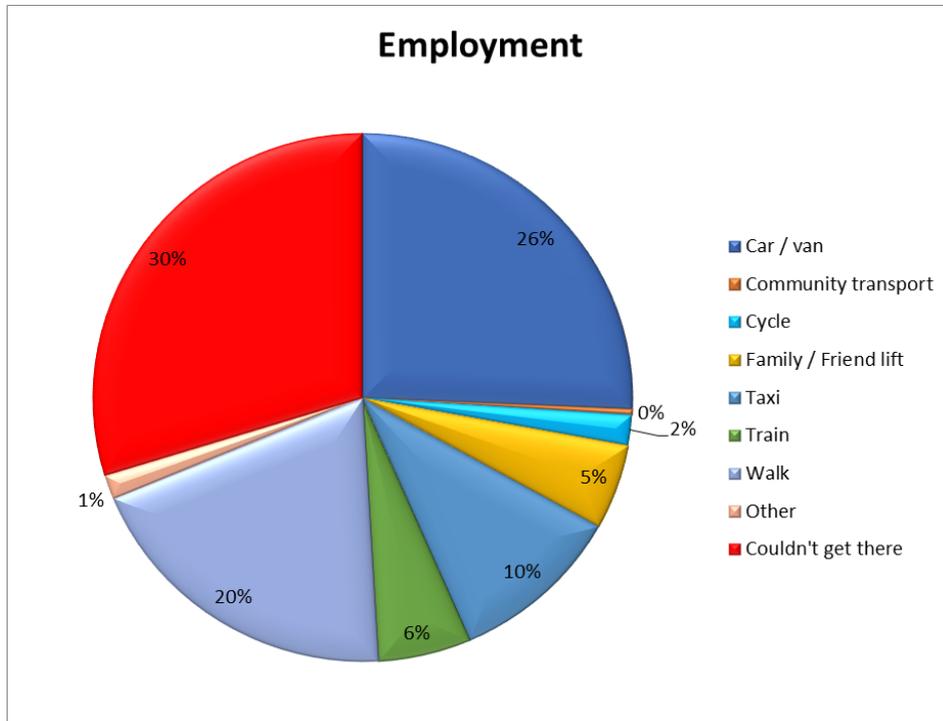


- Please note percentages are over 100% as respondents can tick more than one option for each journey
- People are most likely to use a car/van for all these journeys
- 50% of respondents use the bus for shopping and personal business trips, with 45% using the bus for social and leisure activities
- 38% of respondents use the bus for health care and education and training, with 27% using buses to travel to work.
- Proportions using trains are lower, but 27% of respondents use trains for social and leisure activities, with 16% traveling by train for employment purposes.

- Proportions using community transport are low, at less than 2% for all types of journeys

The impact of removing bus travel was explored as currently this is the main Passenger Transport method within the county.

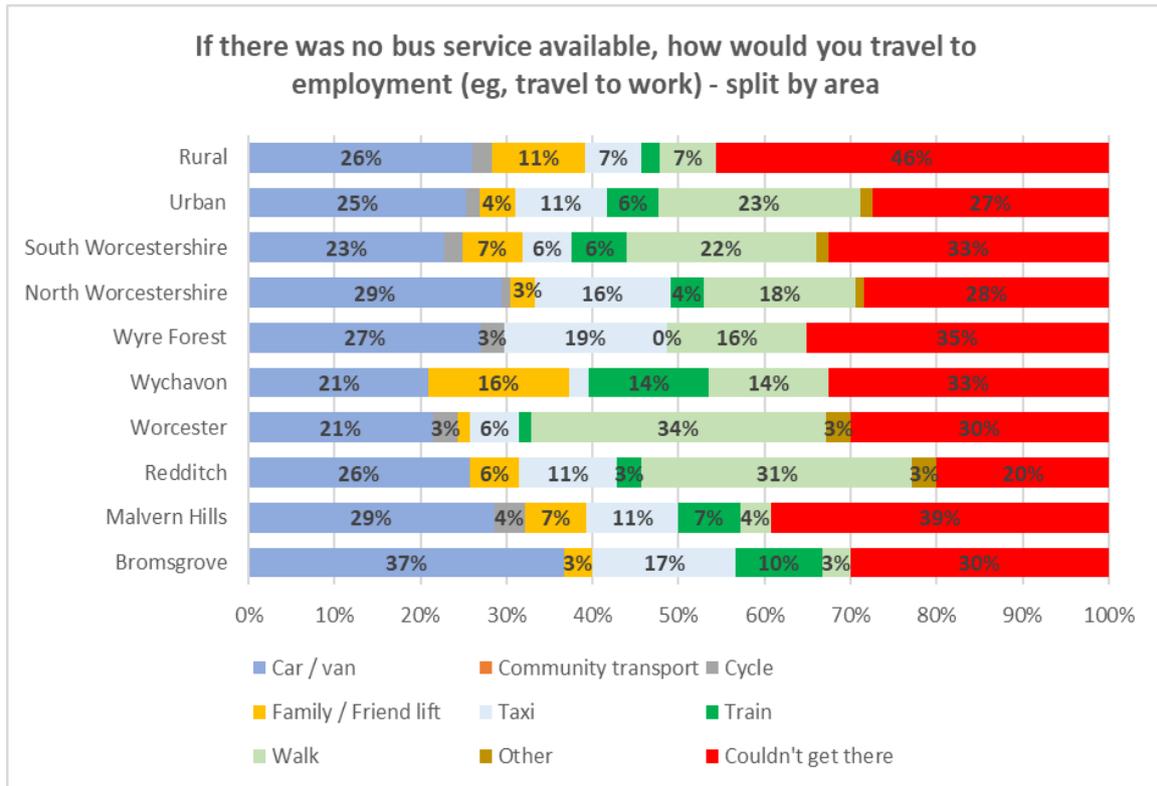
Figure 8: If there was no bus service available, how would you travel to the following - Employment (eg, Travel to work)?



This question was asked if respondents indicated that they travel by bus.

- Almost a third (30%) of all respondents who indicated that they travel to work by bus said that if there was no bus service available they wouldn't be able to get there.
- Just over a quarter stated that they would travel to their employment by car or van, whilst 20% would walk.
- 2% stated they would cycle.

Figure 8b: If there was no bus service available, how would you travel to the following? - Employment (eg, Travel to work)? Split by area

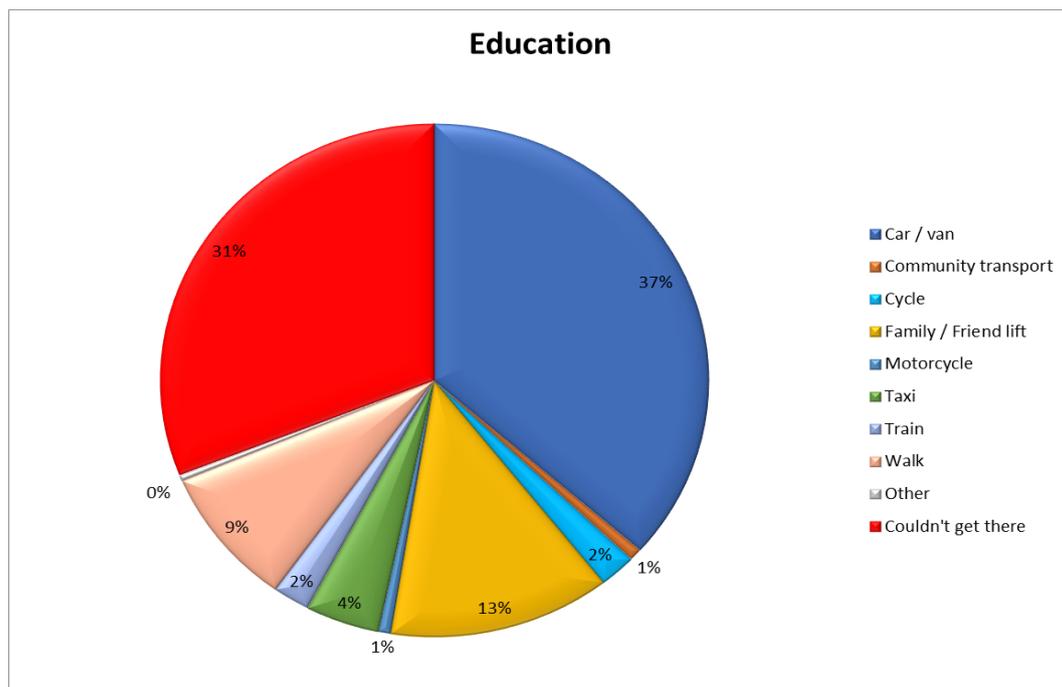


- 39% of residents in Malvern Hills would have no means of travelling to work if there was no bus service.
- 27% of residents in urban areas would not be able to get to work if services were not available however, this is noticeably higher in rural areas at 39%.

Careful consideration to these areas will need to be taken during the application of the Strategy especially where we are looking to **prioritise support for local centres – urban connections, inter-urban connections and areas of medium population density.**

Changes to rural areas will need careful consideration and ties in with the need to explore **“alternative provision”** such as community transport and how this and other passenger transport elements can form an **“integrated network”**. How these can be used for Work purposes will be explored during the application of the strategy.

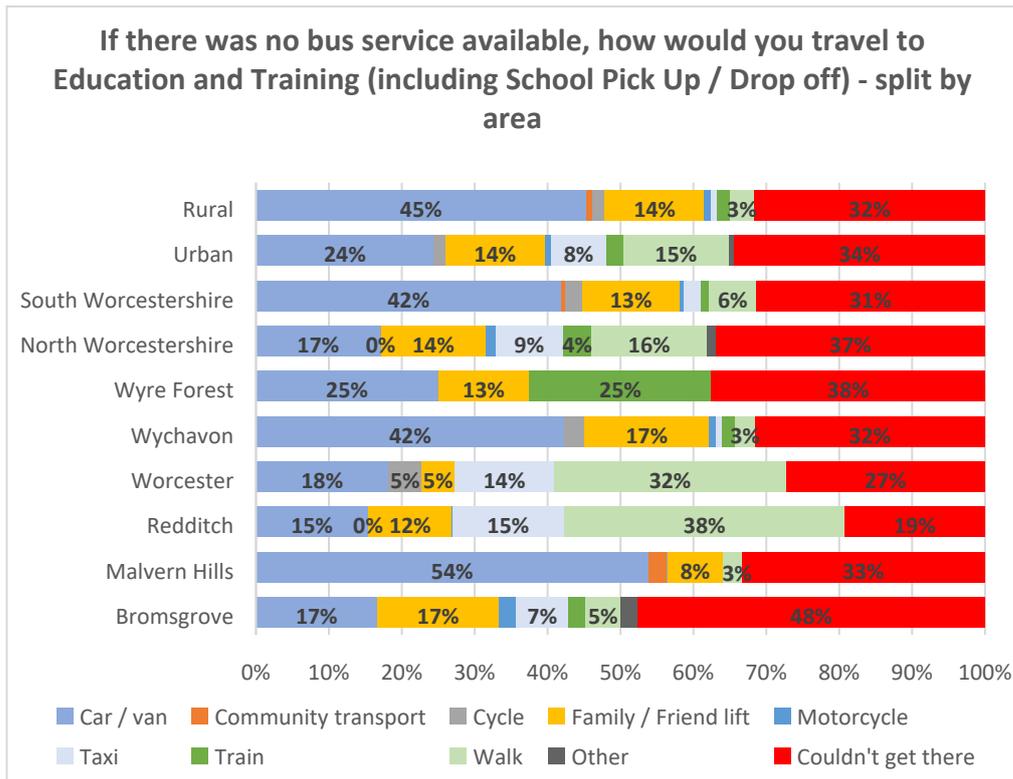
Figure 9: If there was no bus service available, how would you travel to the following – Education?



This question was asked if respondents indicated that they travel to education and training by bus

- Almost a third of all respondents who use a bus to access education and training indicated that they wouldn't be able to get there if the bus service was unavailable.
- Over a third of respondents suggested that they would use a car or van instead for the journey, whilst 13% would get a lift from family or friends. Almost 10% indicated they would walk to get to their place of education.
- 2% stated they would cycle.

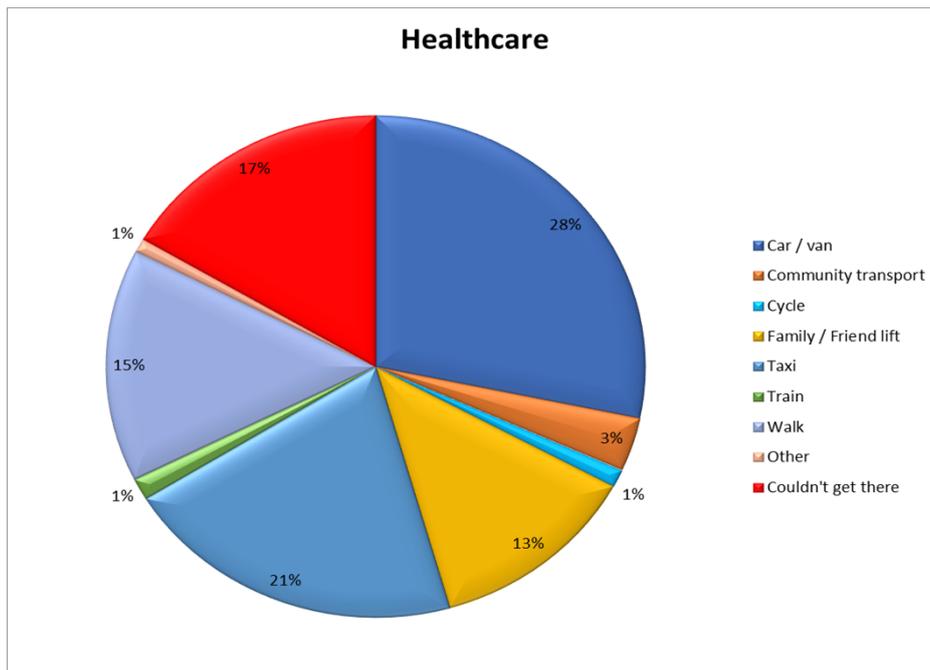
Figure 9b: If there was no bus service available, how would you travel to the following – Education? Split by area



- 48% of respondents in Bromsgrove suggested that they wouldn't be able to access education and training if the bus service was not available.
- This is also high at 38% of residents in Wyre Forest and 37% in the north of Worcestershire compared with 31% in the south.

Careful consideration to these areas will need to be taken during the application of the Strategy especially where we are looking to **prioritise support for local centres – urban connections, inter-urban connections and areas of medium population density.** When considering this element education journeys will need to be considered as part of the prioritisation which will also feed into the “primary journey purpose”

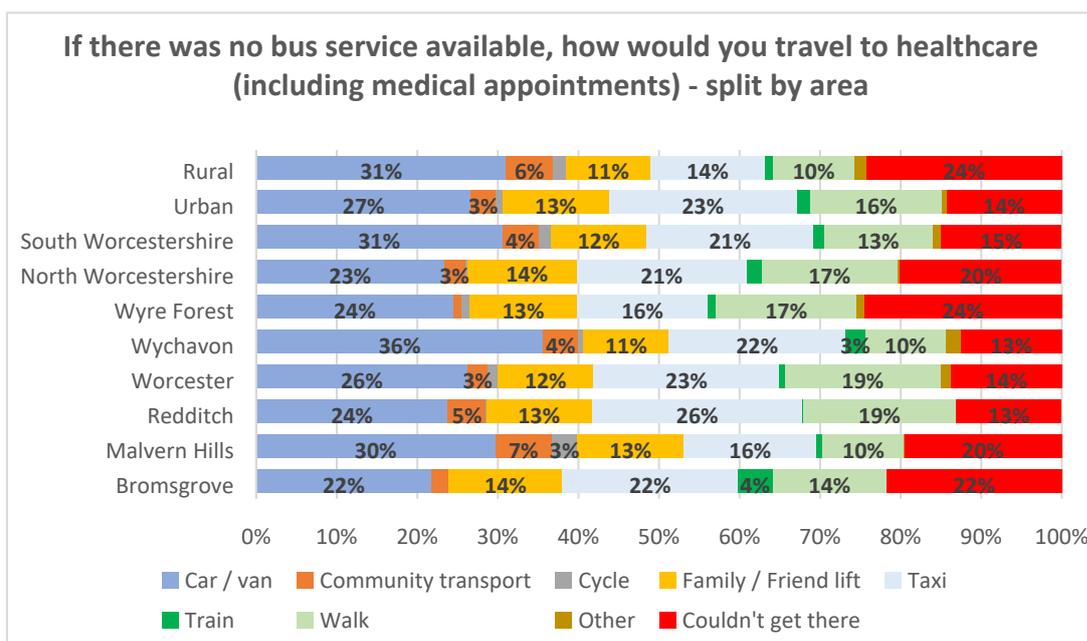
Figure 10: If there was no bus service available, how would you travel to the following – Healthcare (Including medical appointments)



This question was asked if respondents indicated that they travel to healthcare and medical appointments by bus

- 17% of respondents who indicated that they access healthcare using the buses stated they would not be able to get there if the bus service was unavailable.
- Just over a quarter suggested they would use a car or van, whilst 21% would get there via taxi.
- 1% of respondents would cycle if no buses were available

Figure 10b: If there was no bus service available, how would you travel to the following Healthcare (including medical appointments) – Split by area

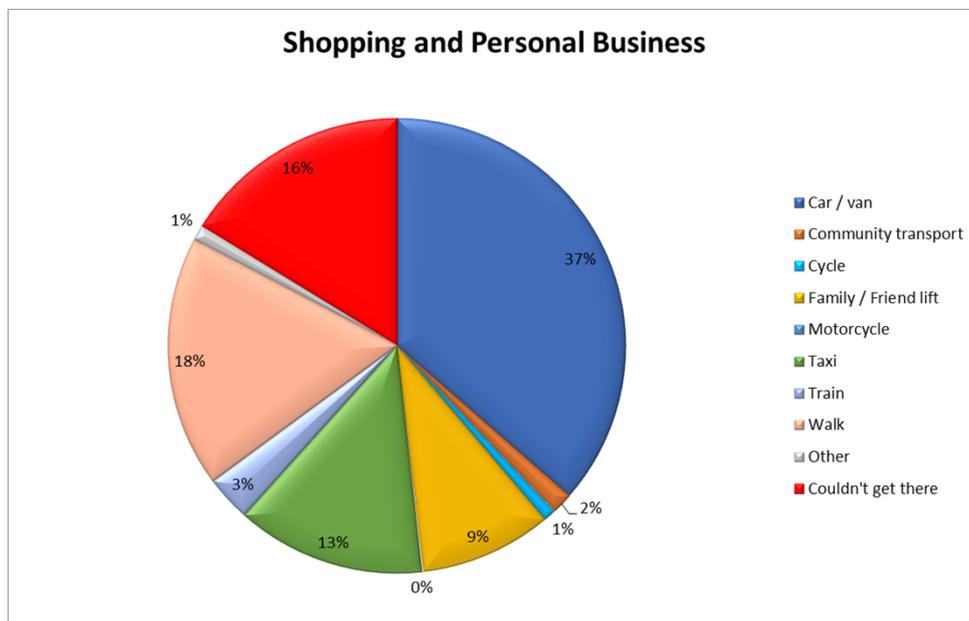


- 24% of respondents in Wyre Forest would be unable to access healthcare if the bus service was unavailable.
- 24% of respondents in rural areas indicated that they wouldn't be able to get to medical appointments without using buses compared with 14% of those from urban areas.
- 15% of respondents in South Worcestershire indicated they would not be able to get to medical appointments; however, this was higher in North Worcestershire (20%)

While careful consideration to these areas will need to be taken during the application of the Strategy, there is less impact for Healthcare Journeys when compared to Education and Employment

Alternative provision between smaller towns/villages in rural areas where traditional bus services are considered unsustainable should be considered as alternatives for this type of provision.

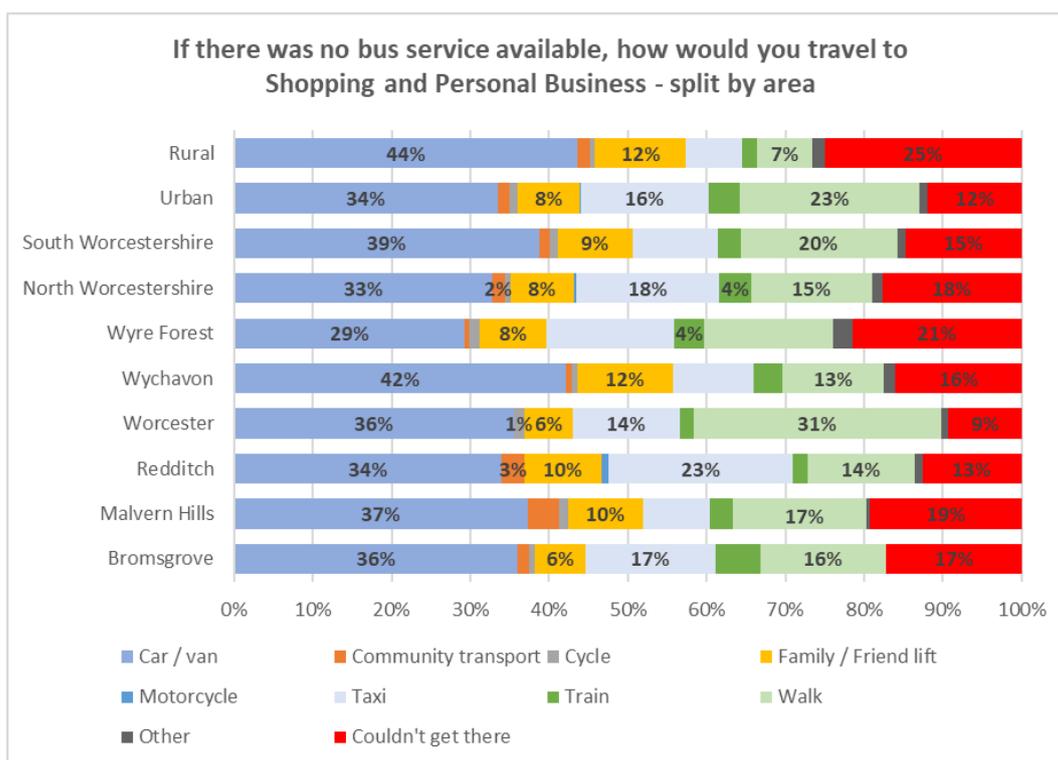
Figure 11: If there was no bus service available, how would you travel to the following - Shopping and Personal Business?



This question was asked if respondents indicated that they travel to shopping and personal business by bus.

- 16% of respondents who indicated that they make shopping and personal business trips by bus would not be able to go if the bus service was not available.
- Over a third would travel by car instead if the bus service was unavailable
- 18% would walk if the bus services were not available.
- 1% would cycle if the bus services were not available

Figure 11b: If there was no bus service available, how would you travel to the following -Shopping and Personal Business? Split by area;

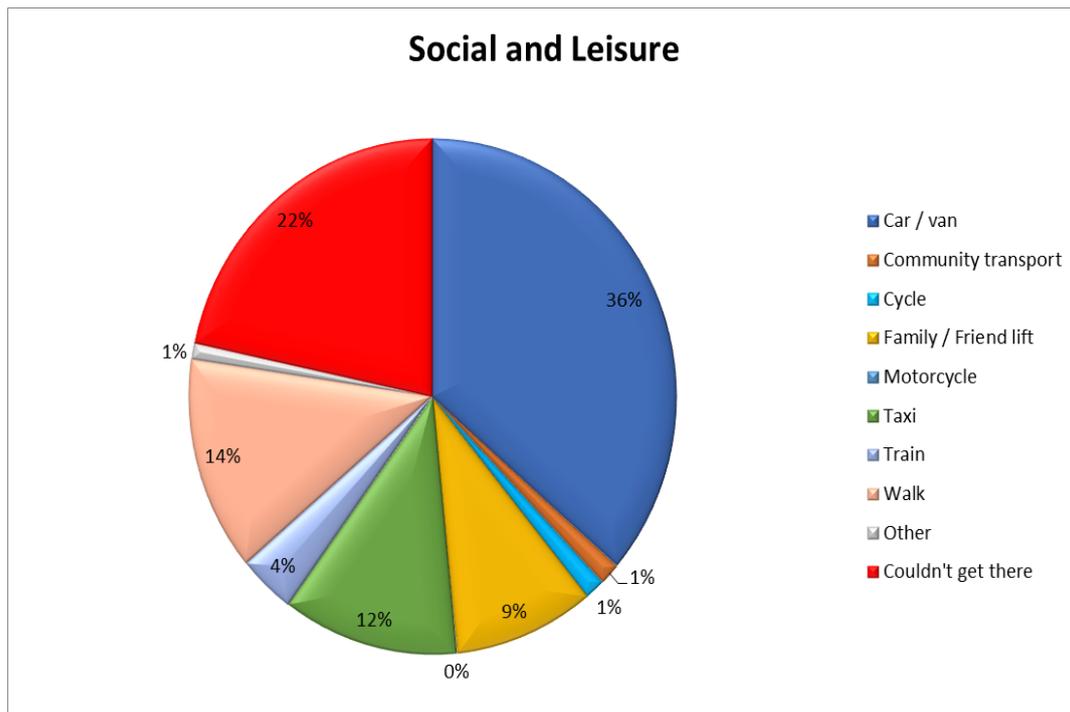


- 25% of respondents living in rural areas would not be able to access shops if the bus service was unavailable, notably higher than the equivalent in urban areas (12%).
- At a district level, 21% of respondents in Wyre Forest indicated they wouldn't be able to go on shopping trip or personal business trips without the bus.

While careful consideration to these areas will need to be taken during the application of the Strategy, there is less impact for Shopping and Personal Business when compared to Education and Employment

Alternative provision between smaller towns/villages in rural areas where traditional bus services are considered unsustainable should be considered as alternatives for this type of provision.

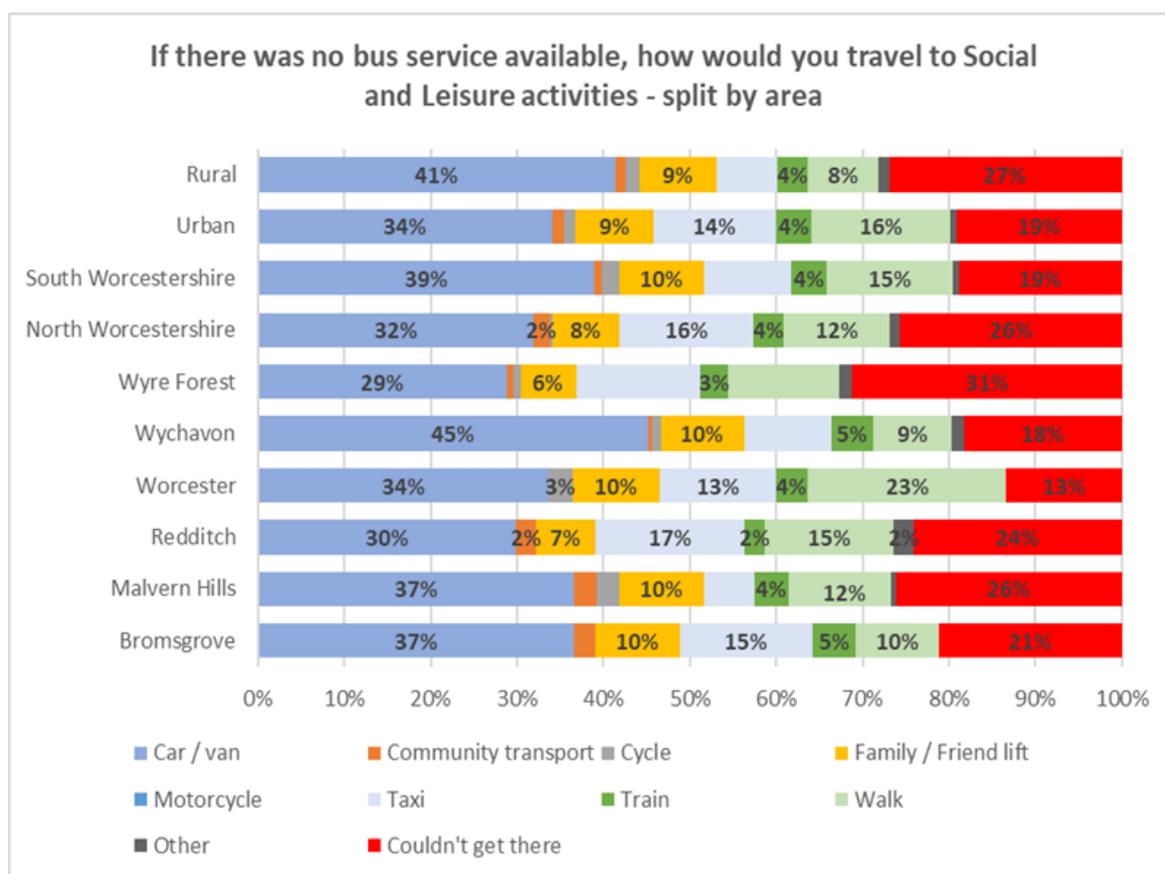
Figure 12: If there was no bus service available, how would you travel to the following – Social and Leisure?



This question was asked if respondents indicated that they travelled to social and leisure activities by bus

- 22% of respondents who access social and leisure activities by bus would be unable to access them if the bus service was unavailable.
- Over a third would use a car instead if there was no bus service.
- 13% would walk if there was no bus service.
- 12% would use taxis if there was no bus service.
- 1% would cycle if there was no bus service.

Figure 12b: If there was no bus service available, how would you travel to the following – Social and Leisure? Split by area



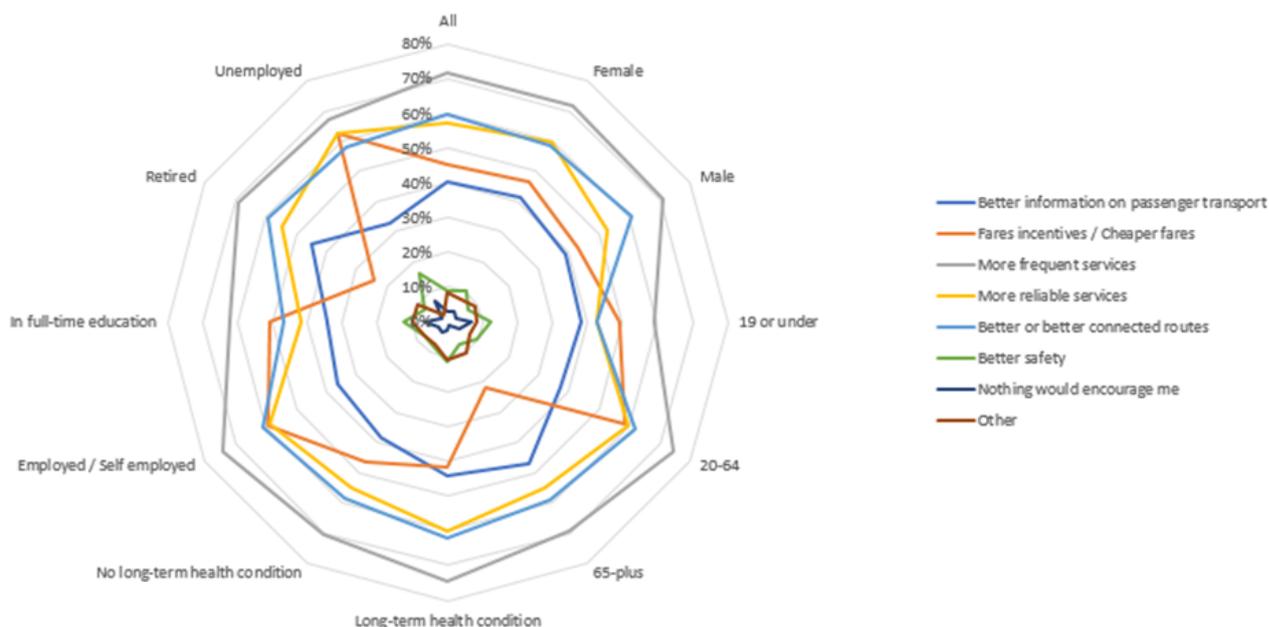
- 31% of respondents in Wyre Forest who go to social and leisure activities by bus would not be able to go if the bus service was not available.
- Proportions that would not be able to get there are higher in North Worcestershire (26%) than South Worcestershire (19%) and are higher in rural (27%) than urban (19%) areas.

When ranking services under the on the seven categories, feedback from respondents will be considered to assess the benefit and value of the services provided. Primary Journey purpose will be a key category where these responses will feed in. Overall findings show cycling is not considered to be an alternative to bus services with only 2% stating they would cycle to employment and education if bus services were not available and 1% respectively for healthcare, shopping, personal business and social and leisure.

Community Transport is not currently seen as an alternative to bus travel. It will be essential through publicity and promotion that alternative service provision is shown as a viable means as replacement for bus services, and to offer more of an integrated network with other passenger transport services

As a result, the key pillars will need to **prioritise support for local centres – urban connections, inter-urban connections and areas of medium population density while also taking Primary Journey Purpose into account.**

Figure 13: If you don't use Passenger Transport Services, what would encourage you to use them?



Please note respondents can tick more than one option for each journey.

Labels lower than 3% have been omitted for clarity of presentation

- Among all respondents, almost three quarters would be encouraged to use passenger transport services by more frequent services.
- 60% suggested better or better-connected routes would persuade them to use passenger services more frequently
- Over a half said that more reliable services would persuade them.
- Almost a half of all respondents indicated that cheaper fares would persuade them to use passenger transport services
- 40% said that they would be persuaded by better information.
- Only 3% of all respondents suggested that nothing would persuade them to use passenger transport more frequently.
- Respondents in the 65-plus age group are less likely than other respondents to be persuaded by cheaper fares. This is likely to be mainly due to the Concessionary Travel Scheme
- Groups with high proportions that would be persuaded by cheaper fares include the employed / self-employed and noticeably the employed
- More frequent services would persuade respondents across all demographics

This element flows well into the proposals as shows that there has been a highly positive response in relation to persuading respondents to use passenger transport. It highlights a number of key pillars to the strategy:

- Worcestershire County Council will take a lead role in developing and delivering a bus information strategy to promote passenger services and develop a clearly defined and understood brand for the Worcestershire Passenger Transport network (40% would be persuaded to use passenger transport services with better information)
- To work with Partners to develop innovative ticketing and payment solutions that encourage passenger growth whilst maintaining a viable commercial network. (Almost a half of all

respondents indicated that cheaper fares would persuade them to use passenger transport services – while we are not saying fares are going to be cheaper what we need to explore is what is “best value” when compared to end to end journeys of other transport types.)

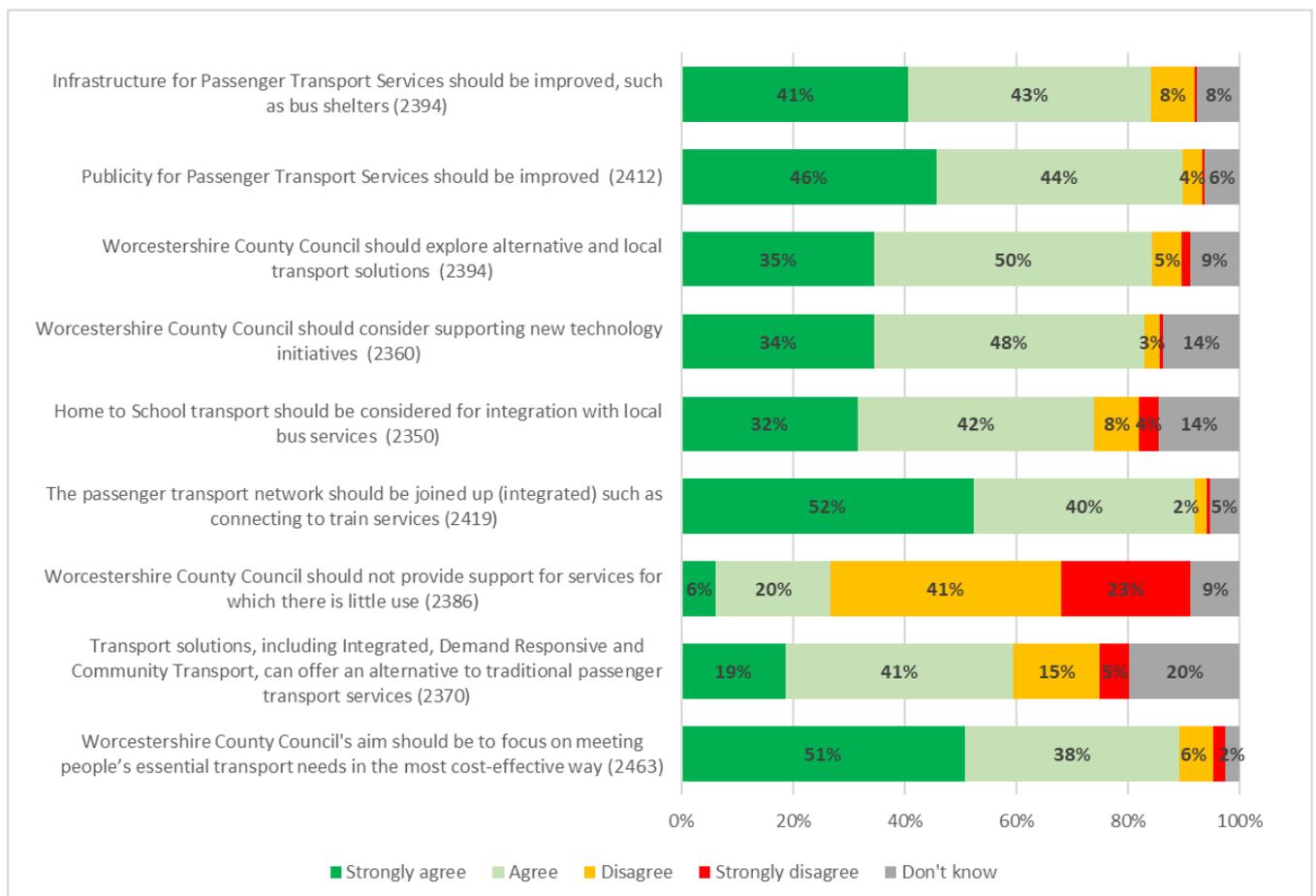
- To focus on providing an integrated passenger transport network along key commuter corridors (60% suggested better or better-connected routes would persuade them to use passenger services more frequently.)
- To embrace technology to provide quality infrastructure and improved dissemination of information e.g. bus shelters and RTI (Real Time Information) boards (Over half said more reliable services would persuade them – one of the key benefits of delivering RTI across the county would be to improve reliability and confidence in when passenger transport would arrive)

### 3. Our Proposals

The section covers the questions in the survey concerning the proposals as set out in the Worcestershire Passenger Transport Strategy.

Respondents were first asked if they agreed with a set of statements. The results are summarised below: -

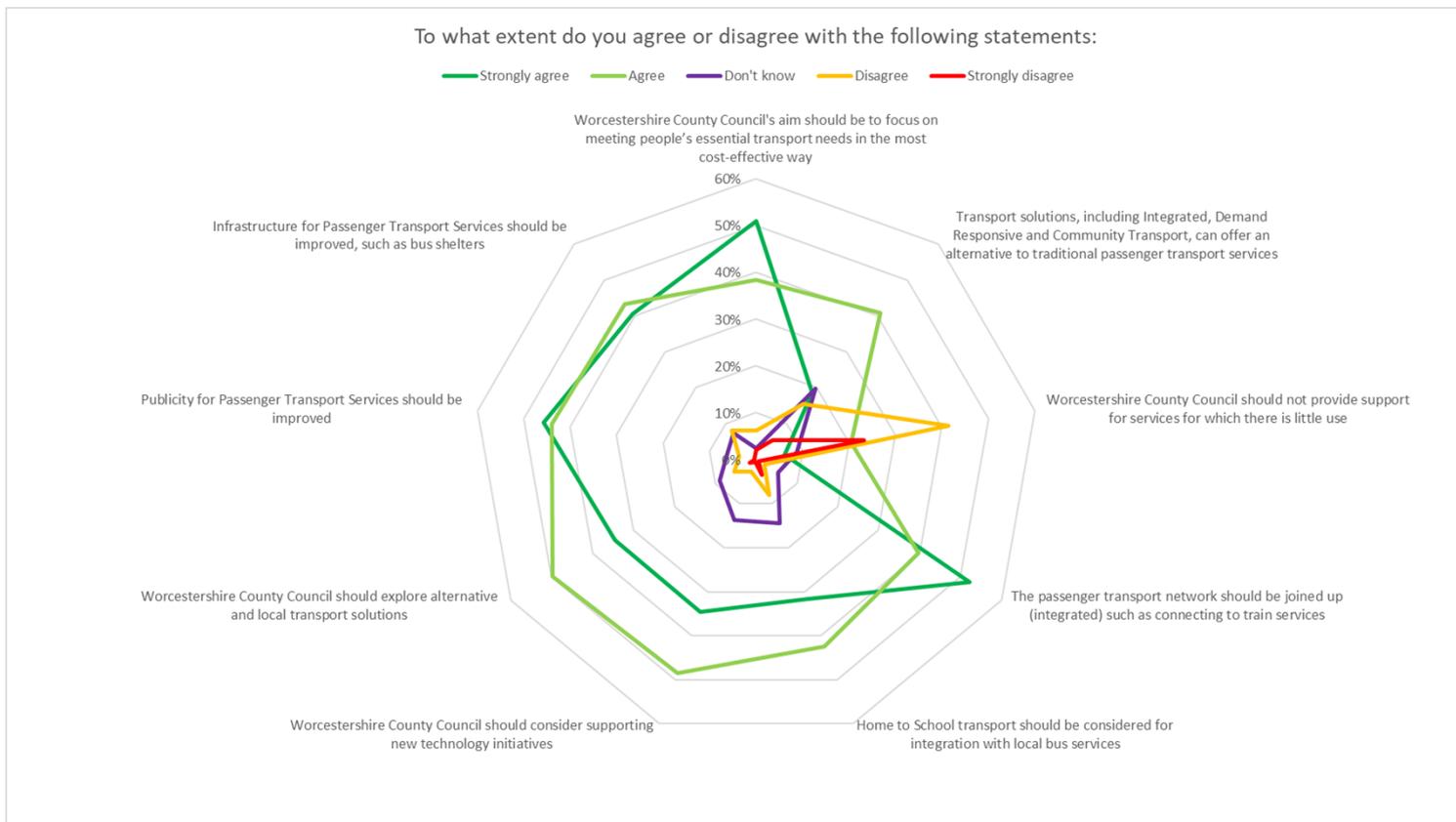
Figure 14: To what extent do you agree or disagree with the following statements?



- Approximately 90% of respondents agreed or strongly agreed to the statements “Worcestershire County Council's aim should be to focus on meeting people’s essential transport needs in the most cost-effective way”, “The passenger transport network should be joined up (integrated) such as connecting to train services”, and “Publicity for Passenger Transport Services should be improved.” In each case around half of respondents "strongly agreed" with the statements.
- Support among respondents was strong for all of the other statements, with the exception being "Worcestershire County Council should not provide support for services for which there is little use." Almost two thirds of respondents registered disagreement with that statement, with almost a quarter of respondents stating that they "strongly disagreed". Recognising that this is an issue for many residents, the Strategy will enable the Council to look at alternative solutions for example, Community transport to enable access to essential services.
- Just over 20% of respondents disagreed or strongly disagreed with the statement “Transport solutions, including Integrated, Demand Responsive and Community Transport, can offer an alternative to traditional passenger transport services” compared to almost 60% who agreed.

When considering responses and the proposals as a whole; and for easier comparison, a radar chart can be used.

Figure 14b: To what extent do you agree or disagree with the following statements?  
Radar Diagram

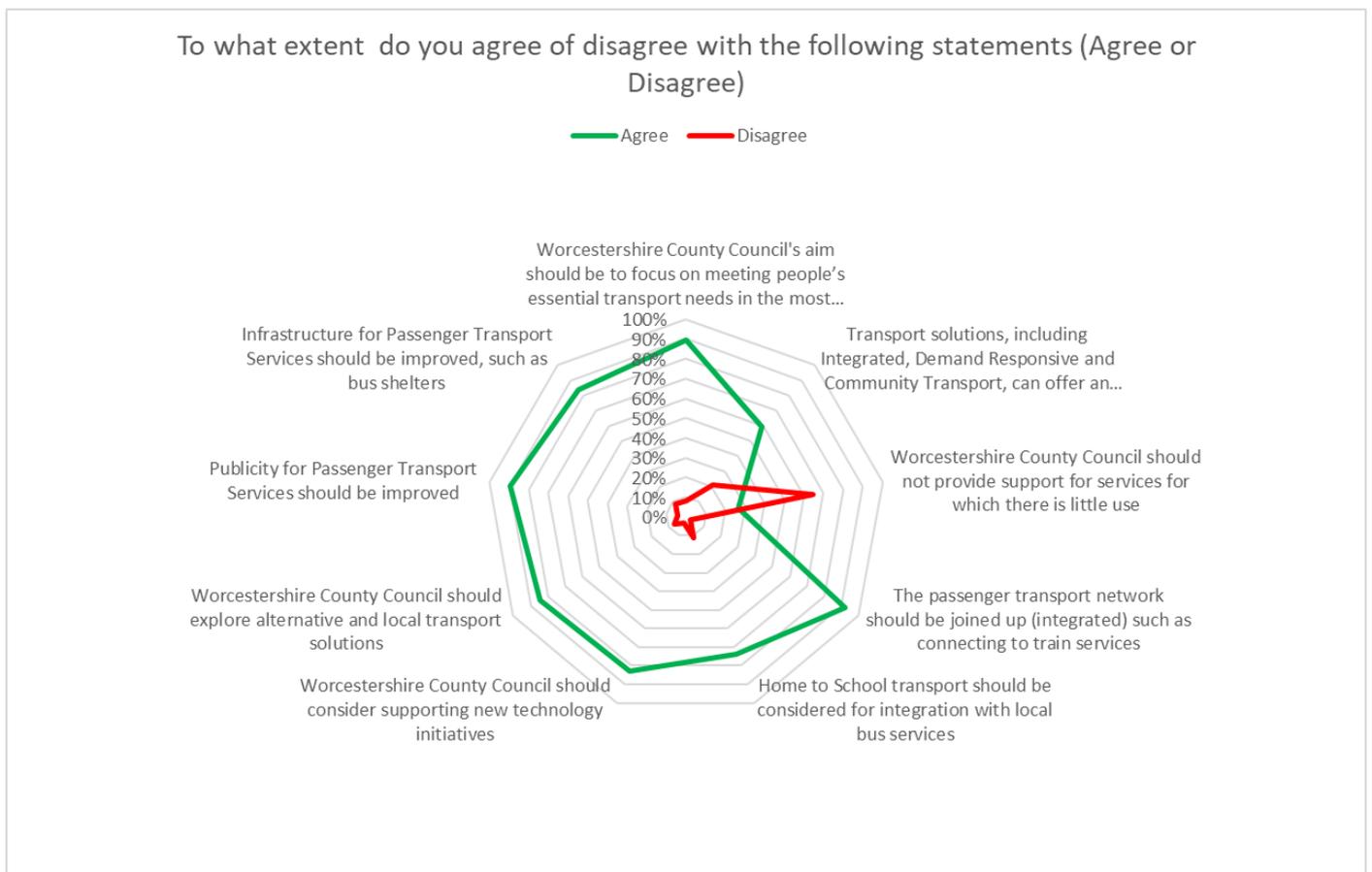


This highlights the majority of the proposals were agreed with but due consideration needs to go into the elements relating to how WCC supports services with little use.

Taking a more joined up approach highlights there is some hesitancy when it comes to alternative solutions being able to offer different options to passengers. However, there is a high level of agreement that alternative and local solutions should be explored and more information is needed on what those solutions could be.

Following analysis of responses from the public consultation, most respondents agreed with the following statements, -

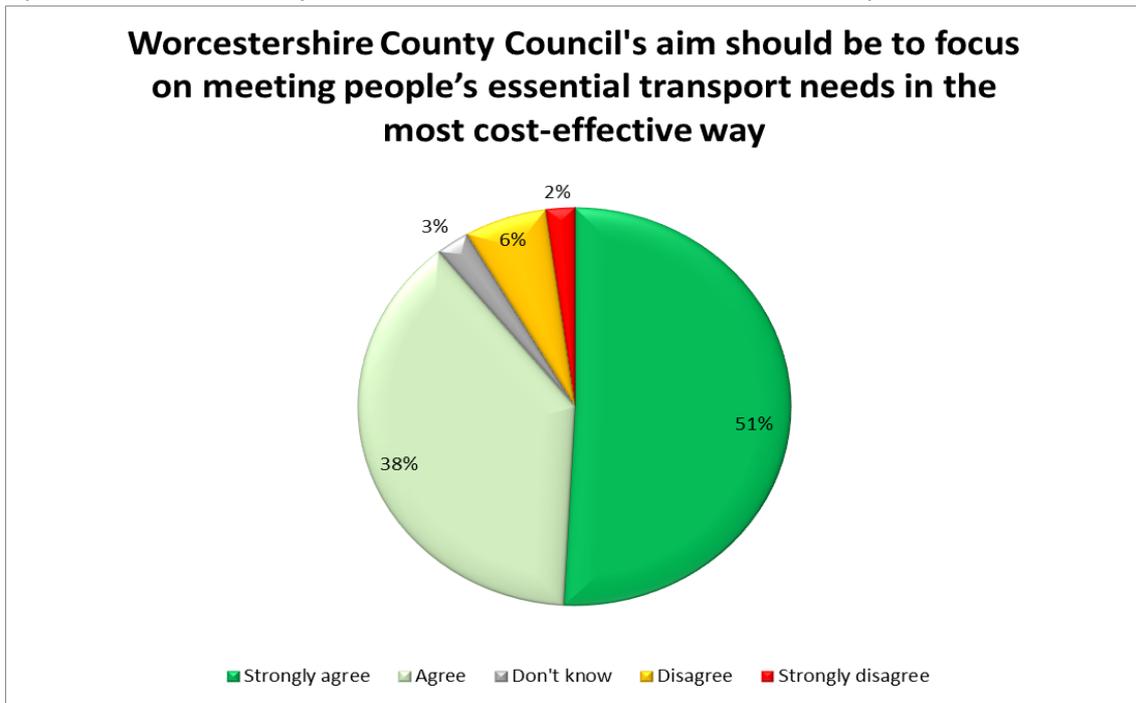
**Figure 14c: To what extent do you agree or disagree with the following statements? Radar Diagram**



The only statement with which there was disagreement is “Worcestershire County Council should not provide support for services which there is little use”. This is counteracted by respondents agreeing with the statement that the Authority should “focus on meeting needs in the most cost-effective way”. The methodology for deciding how services are delivered should be made clear and, where there isn’t a “traditional” transport solution, there should to be improved promotion and publicity of these types of services (such as Community Transport) and including whether they are supported by WCC.

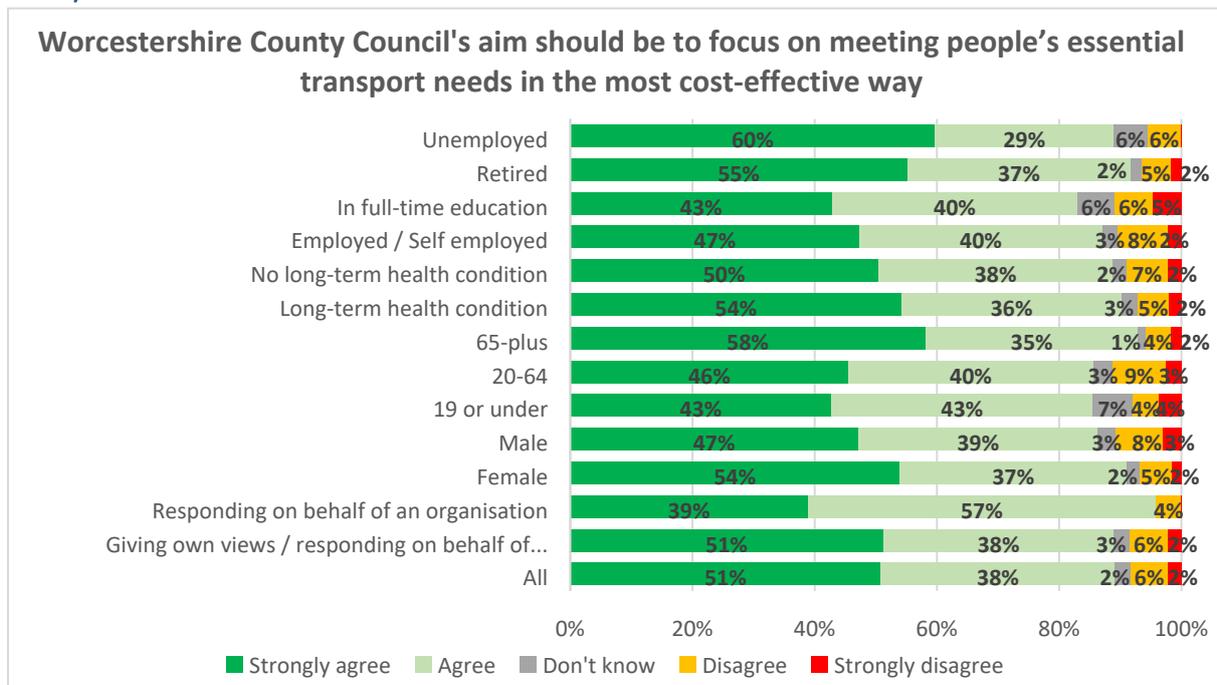
Results for each individual statement are now presented.

Figure 15: Worcestershire County Council's aim should be to focus on meeting people's essential transport needs in the most cost-effective way



- The statement, "Worcestershire County Council's aim should be to focus on meeting people's essential transport needs in the most cost-effective way" met with agreement across all demographics and areas, with over 80% agreeing or strongly agreeing with the statement in all sections.

Figure 15b: Worcestershire County Council's aim should be to focus on meeting people's essential transport needs in the most cost-effective way? – Stakeholder Analysis



- All stakeholders agreed with this statement.

Figure 16: Transport solutions, including integrated, Demand Responsive and Community Transport, can offer an alternative to traditional Passenger Transport services

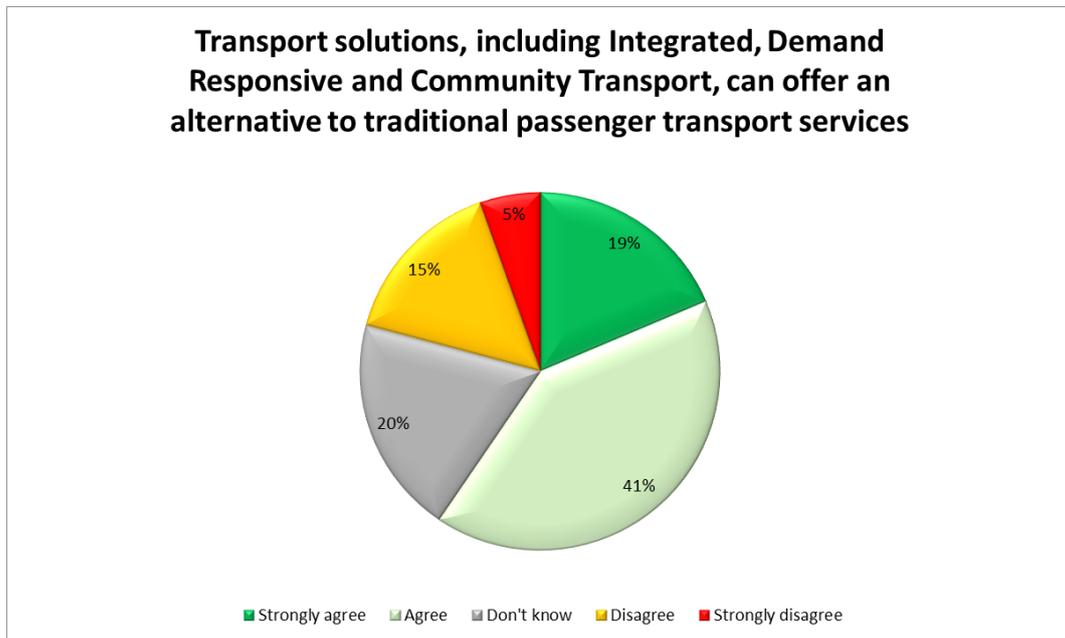
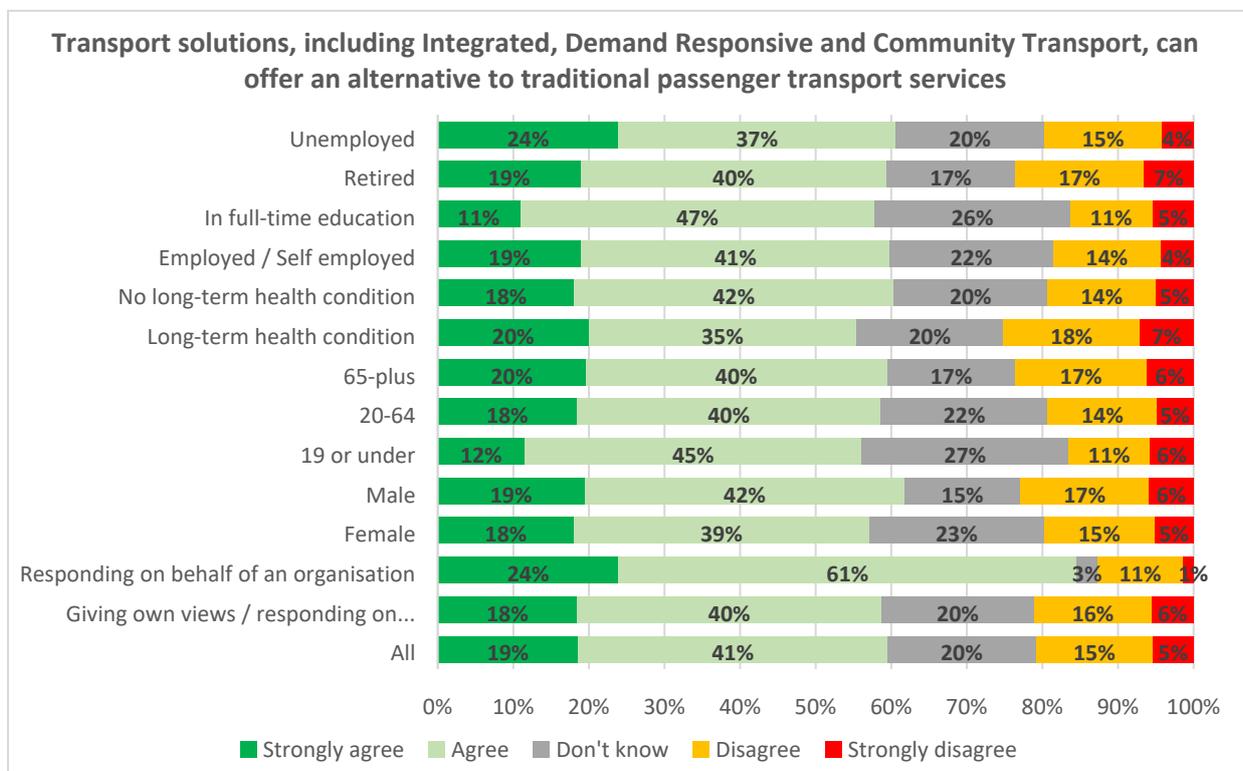


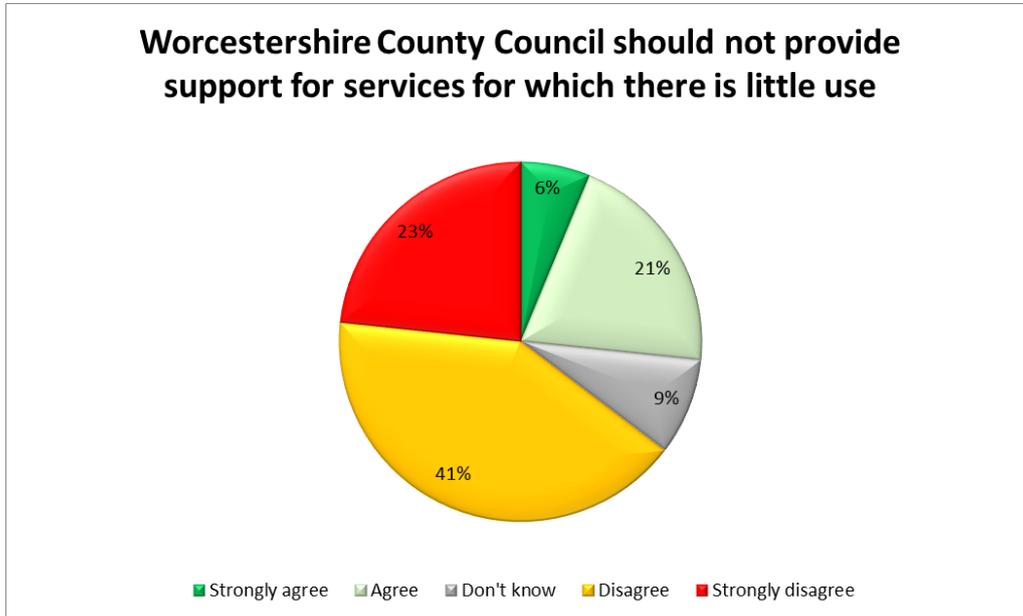
Figure 16b: Transport solutions, including integrated, Demand Responsive and Community Transport, can offer an alternative to traditional Passenger Transport services – Stakeholder Analysis



- 85% of those responding on behalf of an organisation "agreed" or "strongly agreed" with the statement, compared to just under 60% among other respondents.

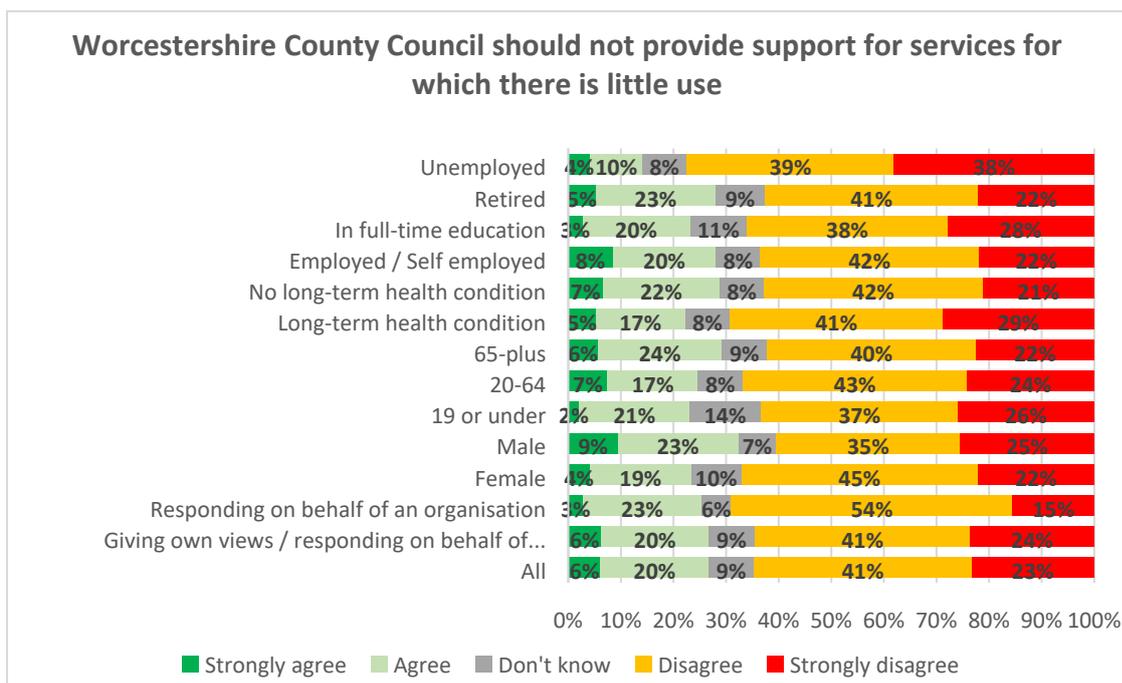
- Older respondents are slightly more likely to disagree with the statement than younger respondents - 23% of those aged 65-plus "disagreed" or "strongly disagreed".

Figure 17: Worcestershire County Council should not provide support for services for which there is little use



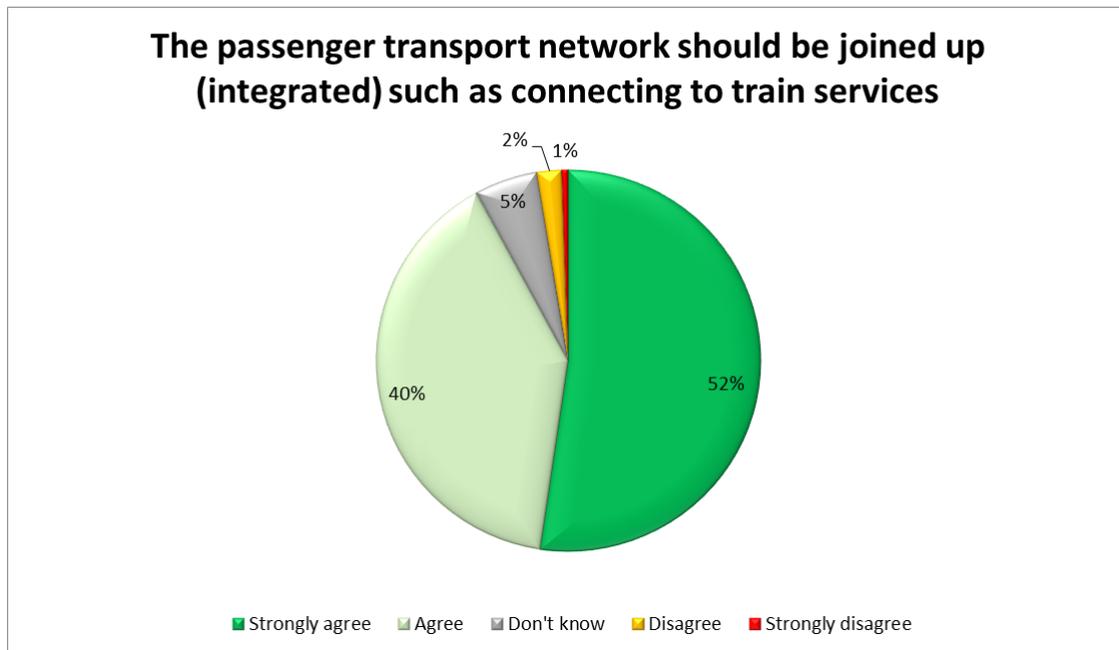
- Proportions disagreeing with the statement are relatively high across all demographics.
- Almost two thirds of respondents registered disagreement with that statement, with almost a quarter of respondents stating that they "strongly disagreed". Recognising that this is an issue for many residents, the Strategy will enable the Council to look at alternative solutions for example, Community transport to enable access to essential services.

Figure 17b: Worcestershire County Council should not provide support for services which there is little use – Stakeholder Analysis



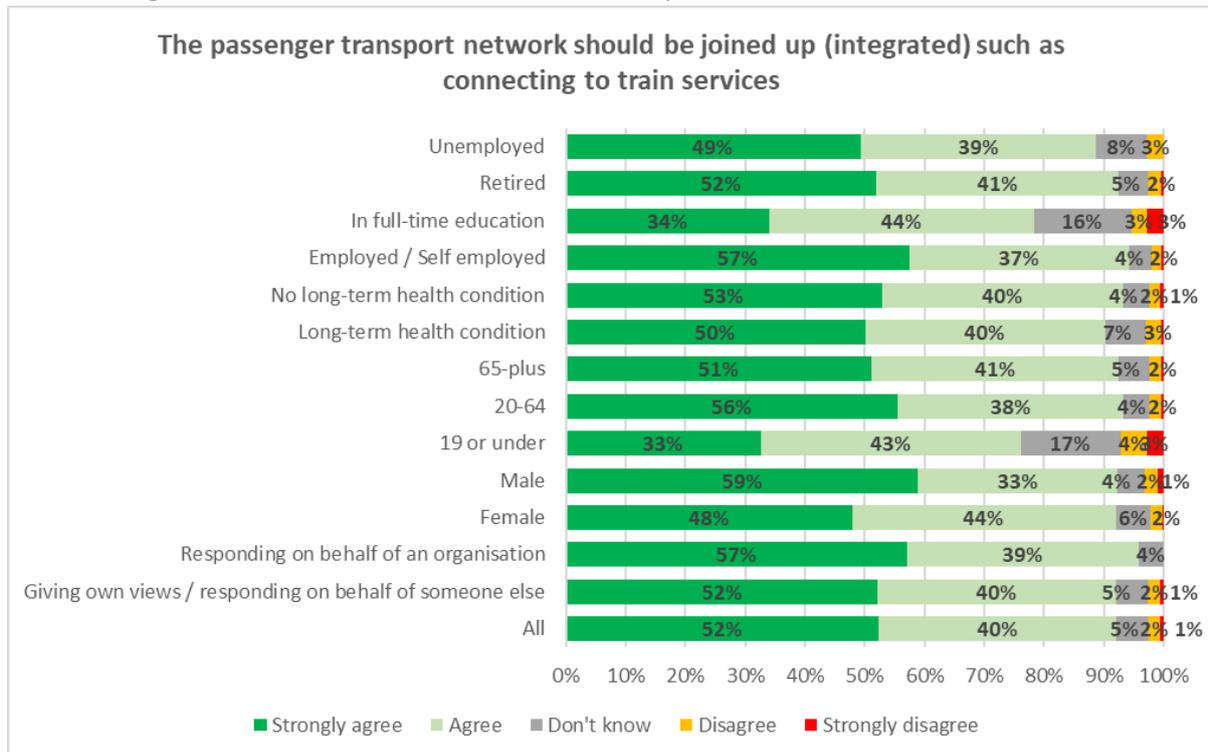
Proportions disagreeing were particularly high among the unemployed (77%), and those with a long-term health condition (69%). Due consideration for these groups will be considered when implementing the Strategy. This supports the approach that alternative methods of transport should be explored that offer better overall value to the County Council.

**Figure 18: Worcestershire County Council should be joined up (integrated) such as connecting to train services**



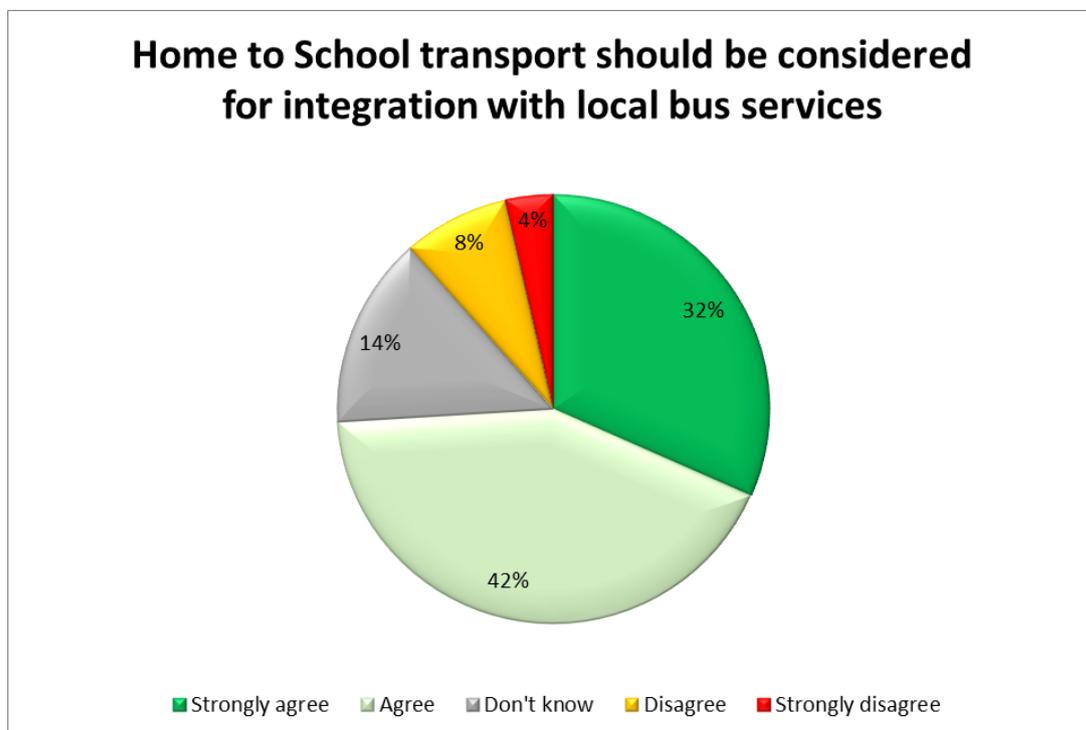
- Agreement for the statement "The Passenger Transport network should be joined up (integrated) such as connecting to train services" is high among all respondents.
- Over 90% of all respondents "agreed" or "strongly agreed" with the statement, with just 3% in disagreement.

Figure 18b: The Passenger Transport network should be joined up (integrated) such as connecting to train services – Stakeholder Analysis



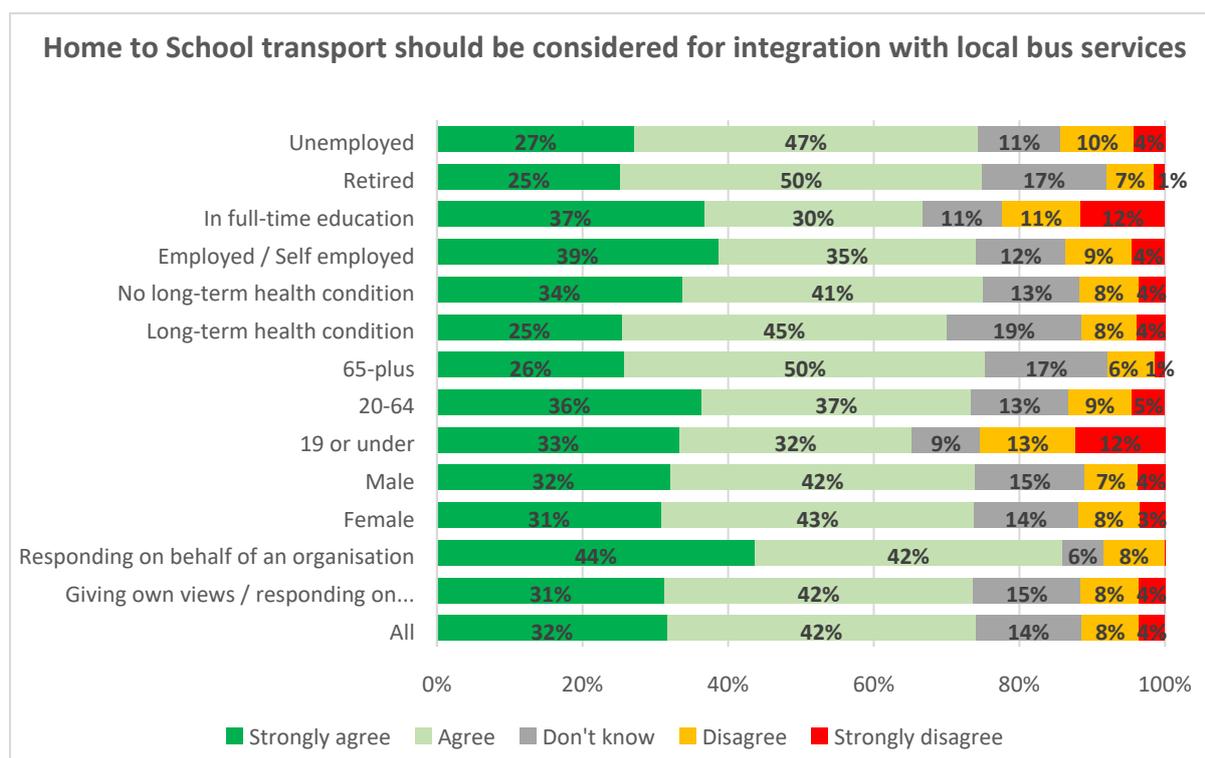
- Proportions disagreeing were slightly higher among the 0-19 age group, at 7%

Figure 19: Home to School Transport should be considered for integration with local bus services



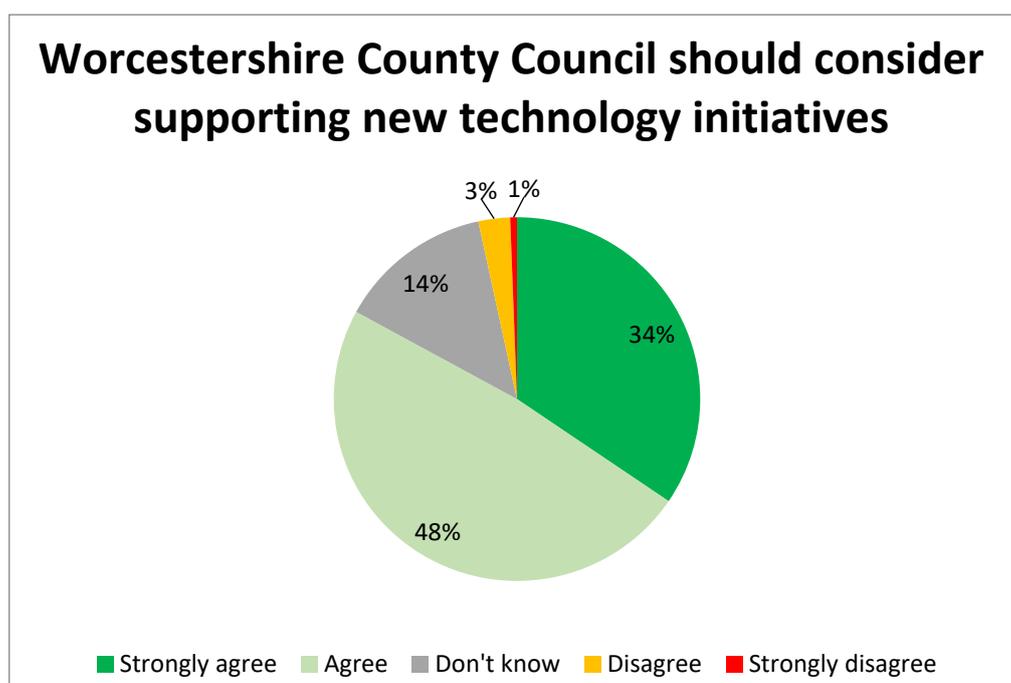
- Three quarters of respondents "agree" or "strongly agree" with the statement "Home to School transport should be considered for integration with local bus services", with 12% in disagreement with the statement.

Figure 19b: Home to School Transport should be considered for integration with local bus services – Stakeholder Analysis



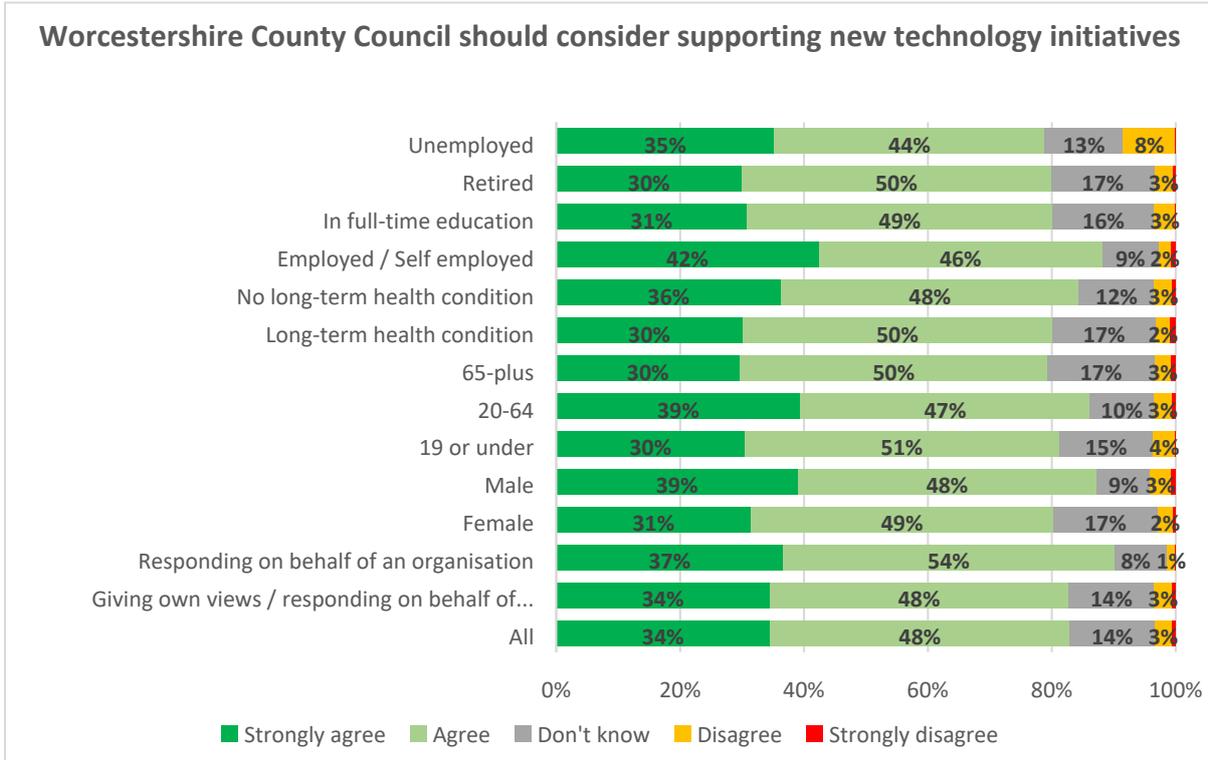
- Proportions who "disagree" or "strongly disagree" with the statement are relatively high among the under 19 age group (25%) and among those in full time education (22%).

Figure 20: Worcestershire County Council should consider supporting new technology initiatives



- Over 80% of all respondents agreed with the statement "Worcestershire County Council should consider supporting new technology initiatives". 3% of respondents "disagreed" or "strongly disagreed".

Figure 20b: Worcestershire County Council should consider supporting new technology initiatives – Stakeholder Analysis



- Agreement is consistent across all demographics and areas and shows overall support in embracing modern technology when providing services.

Figure 21: Worcestershire County Council should explore alternative and local transport solutions

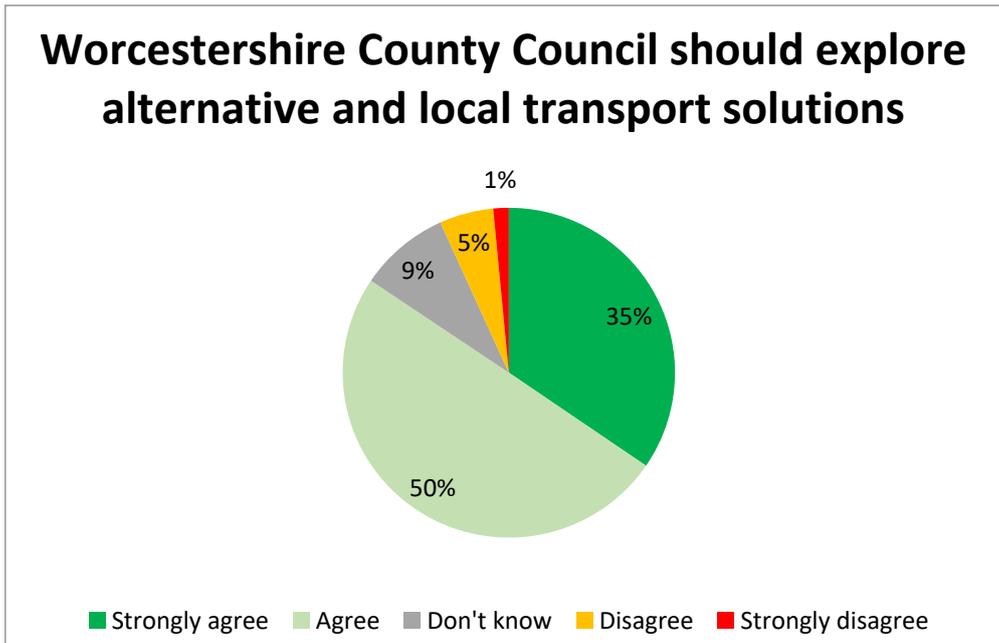
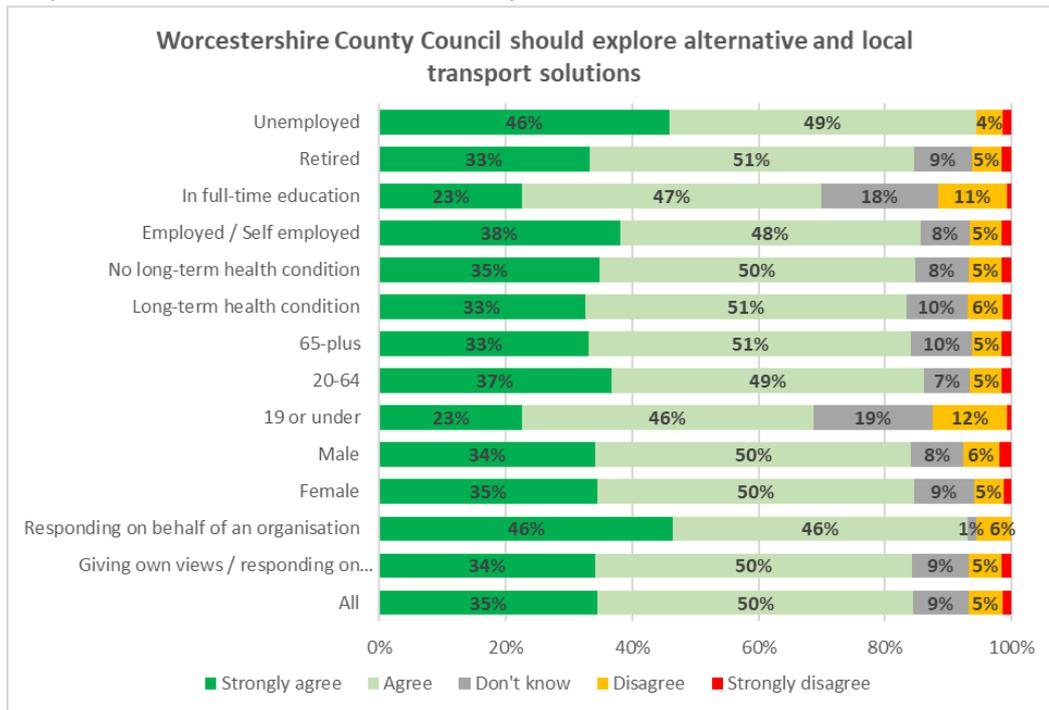
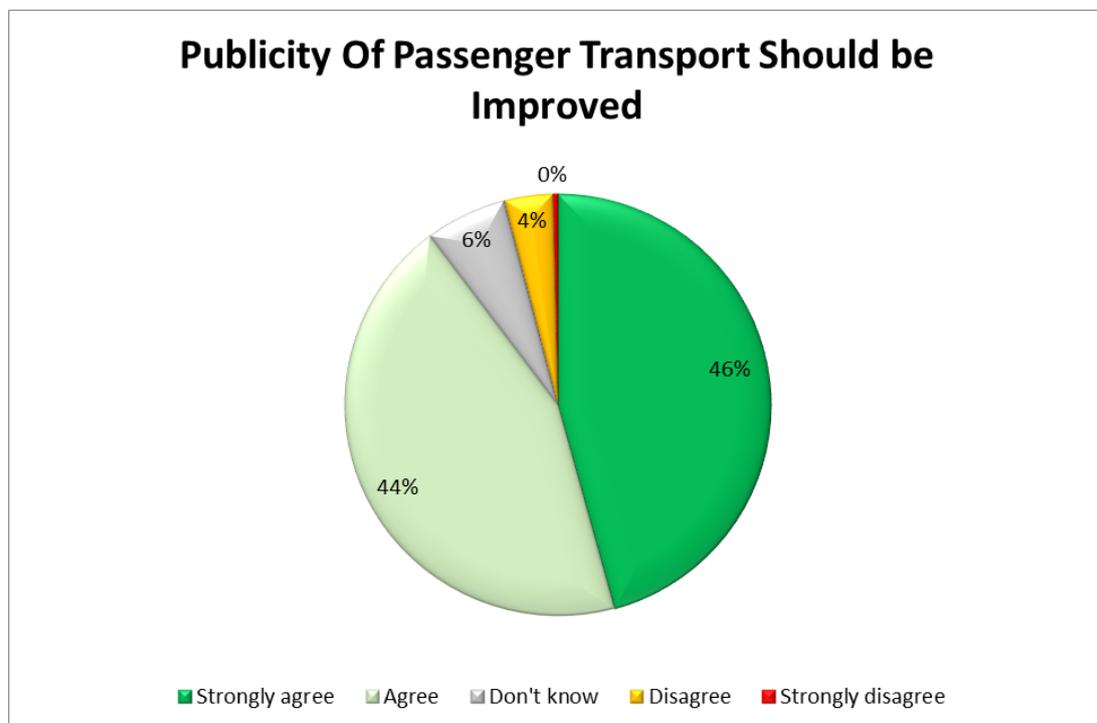


Figure 21b: Worcestershire County Council should explore alternative and local transport solutions - Stakeholder Analysis



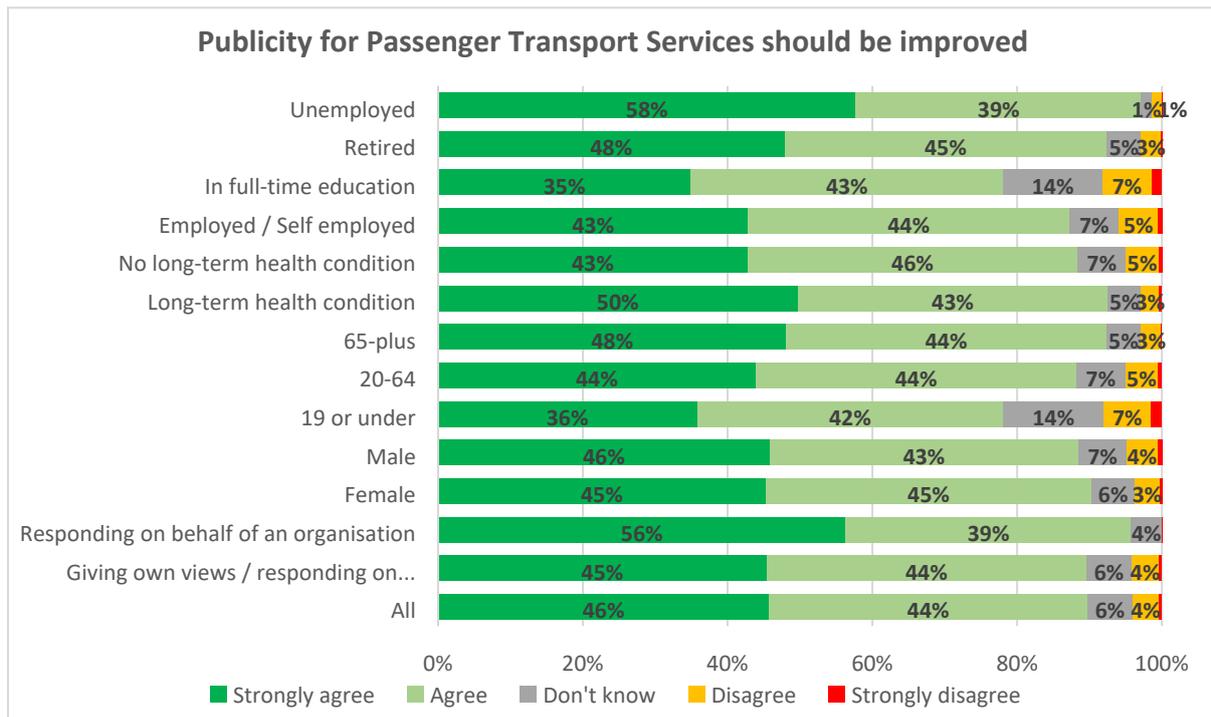
- Over 80% of respondents "agreed" or "strongly agreed" with the statement "Worcestershire County Council should explore alternative and local transport solutions". 6% disagreed with the statement.
- This shows support for the key pillar within the Strategy to provide alternative transport solutions.

Figure 22: Publicity of Passenger Transport should be Improved



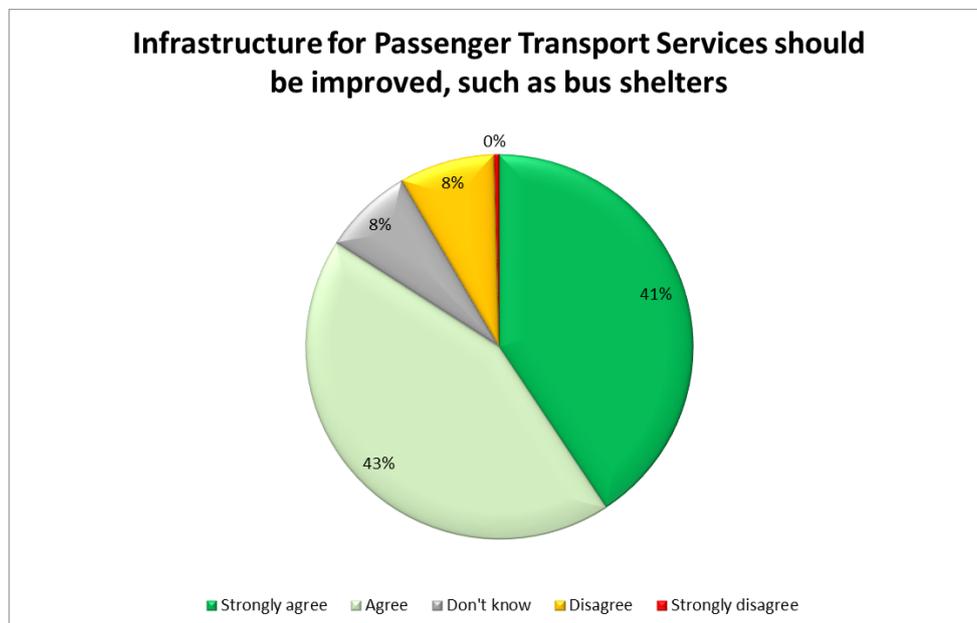
- 90% of respondents agree with the statement "Publicity for Passenger Transport Services should be improved". Just 4% of all respondents disagree.

Figure 22b: Publicity of Transport should be improved – Stakeholder Analysis



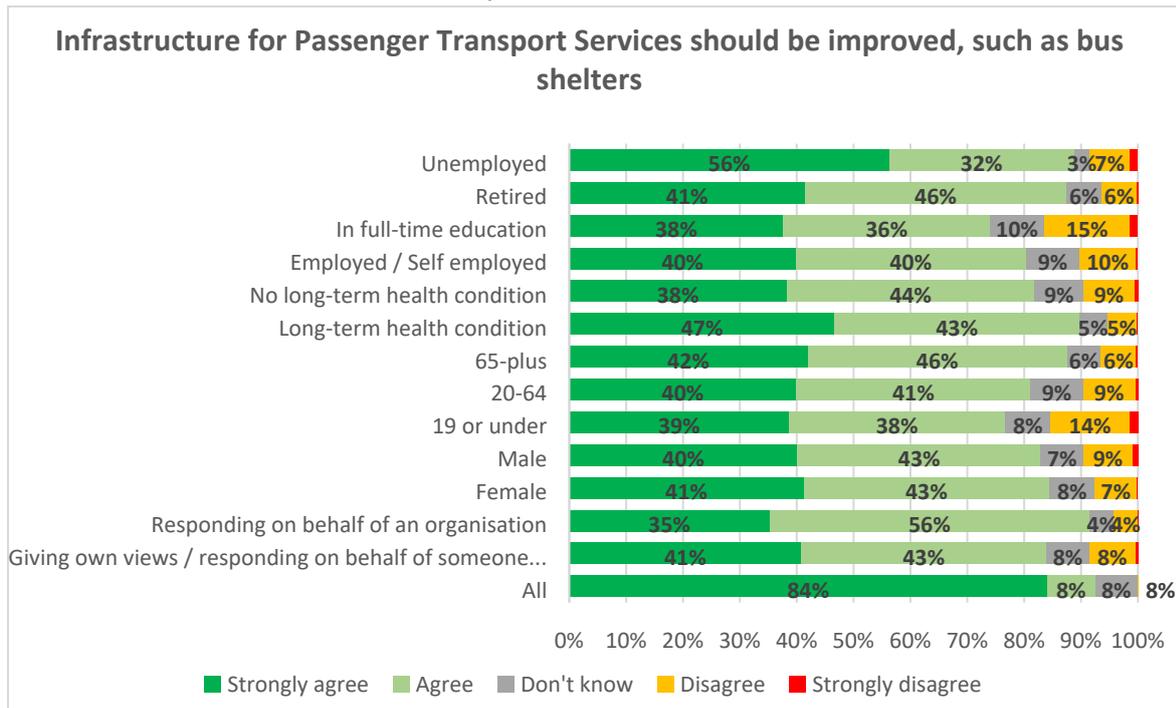
- Agreement with the statement is high across all demographics and areas. This suggests that publicity and marketing play an essential role in the Strategy.

Figure 23: Infrastructure for Passenger Transport Services should be improved, such as bus shelters



- Over 80% of all respondents "agree" or "strongly agree" with the statement "Infrastructure for Passenger Transport Services should be improved, such as bus shelters". Less than 10% disagreed with this statement.

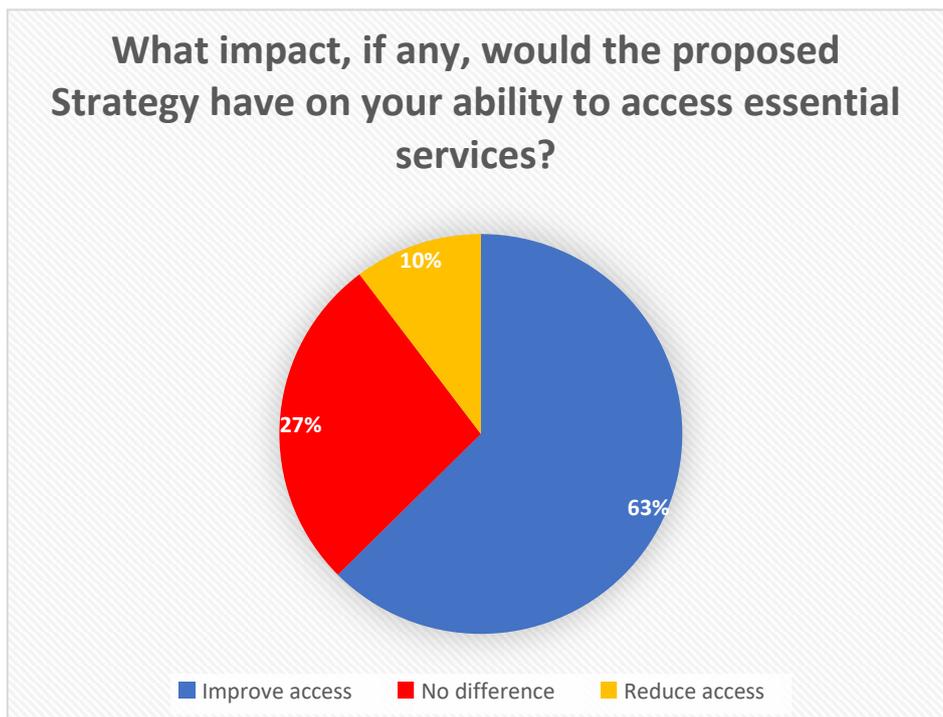
Figure 23b: Infrastructure for Passenger Transport Services should be improved, such as bus shelters – Stakeholder Analysis



- Respondents who are 19 or under and those that are in full-time education were slightly more likely to disagree with the statement. Around 15% in each of these categories disagreed

Respondents were then asked what impact, if any, would the proposed Strategy have on their ability to access essential services. Results are split by demographics and area.

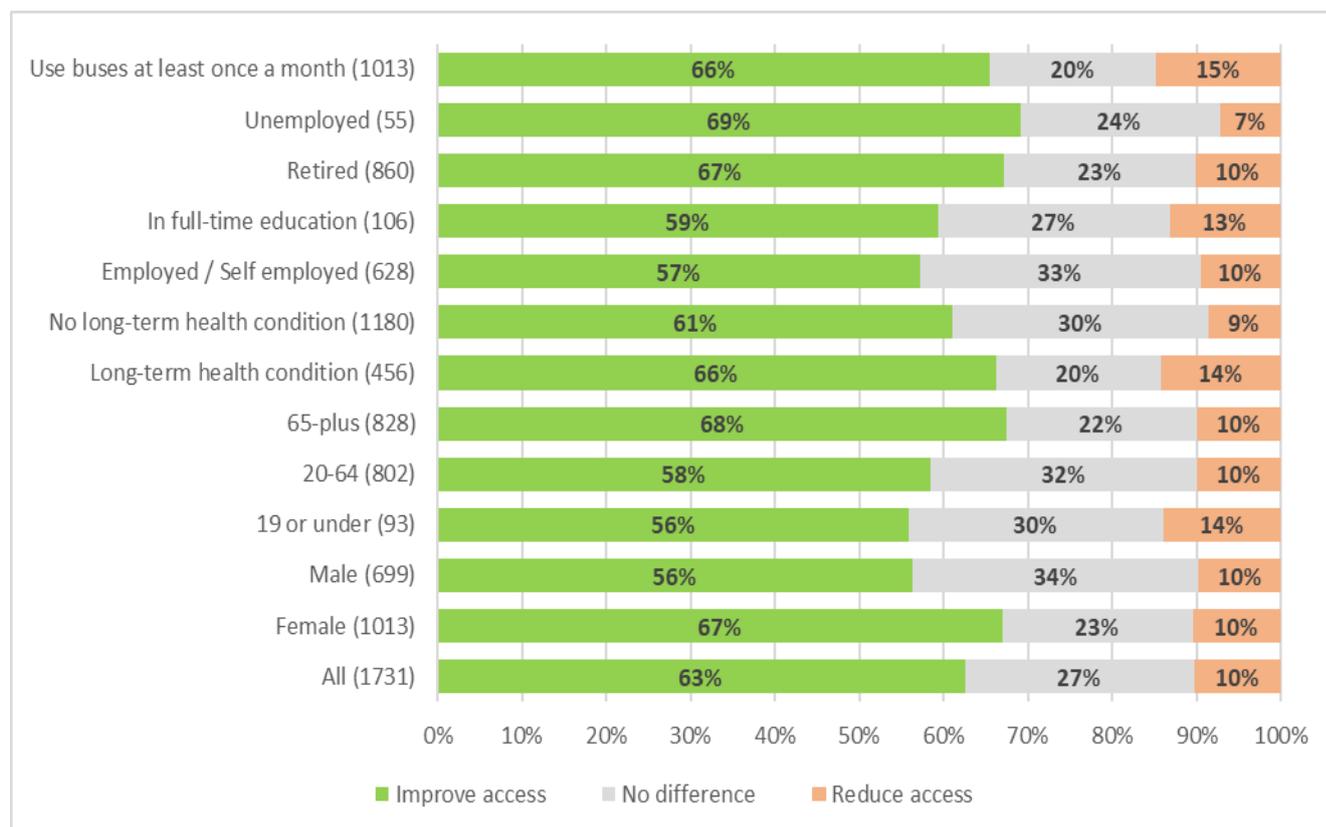
Figure 24: What impact, if any, would the proposed Strategy have on your ability to access essential services?



Please note this question was not asked of respondents who were responding on behalf of an organisation. "Don't know" responses have been omitted from the analysis.

- Over 60% of respondents indicated that the proposed Strategy would improve their ability to access essential services. 10% said that the Strategy would reduce their access to essential services.

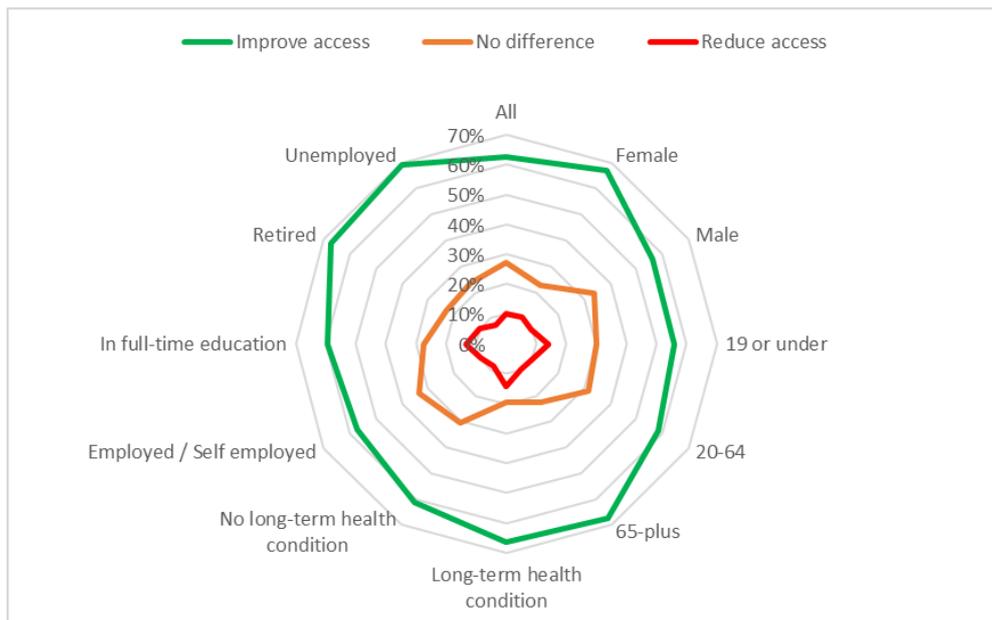
Figure 24b: What impact, if any, would the proposed Strategy have on your ability to access essential services – Stakeholder Analysis



- Males were less likely to agree that the proposals would improve their access to essential services. The 65-plus age group were more likely to agree that the Strategy would improve their access.
- Respondents who regularly use bus services, are under 19 and have a long-term health condition, indicated that the Strategy would reduce their ability to access essential services.

When viewing this as a Radar diagram it shows that this Strategy will have a positive impact on most stakeholders.

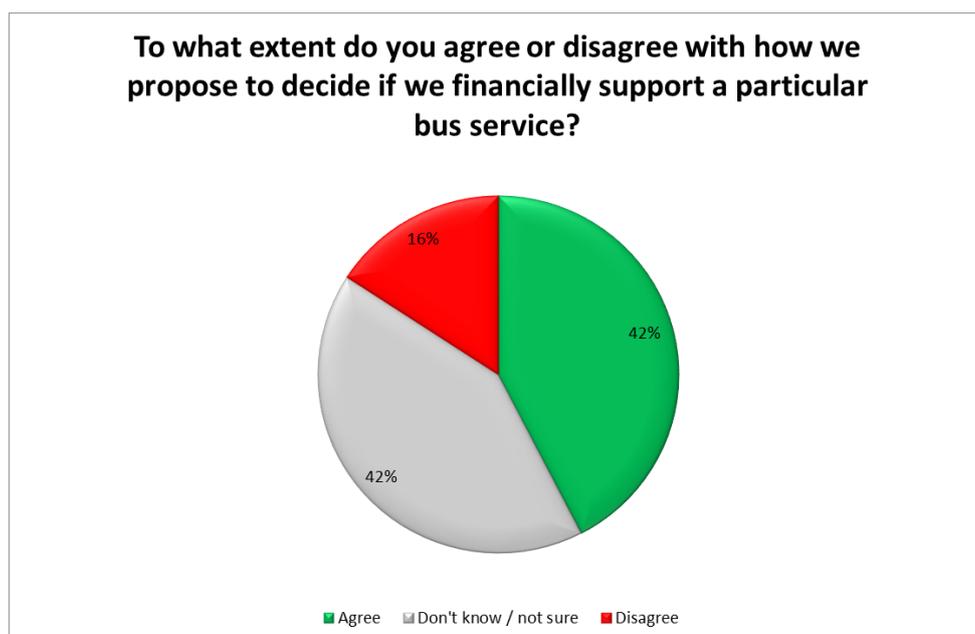
Figure 24c: What impact, if any, would the proposed Strategy have on your ability to access essential services? Radar



- Although this provides support for elements within the Strategy, alternative provision, publicity and technology will play a key part in ensuring that those who indicated their access to be reduced, will actually have the ability to access similar services for key journey purposes as shown in earlier analysis.

Respondents were then asked whether they agreed or disagreed with the proposal that the Authority should financially support a particular bus service.

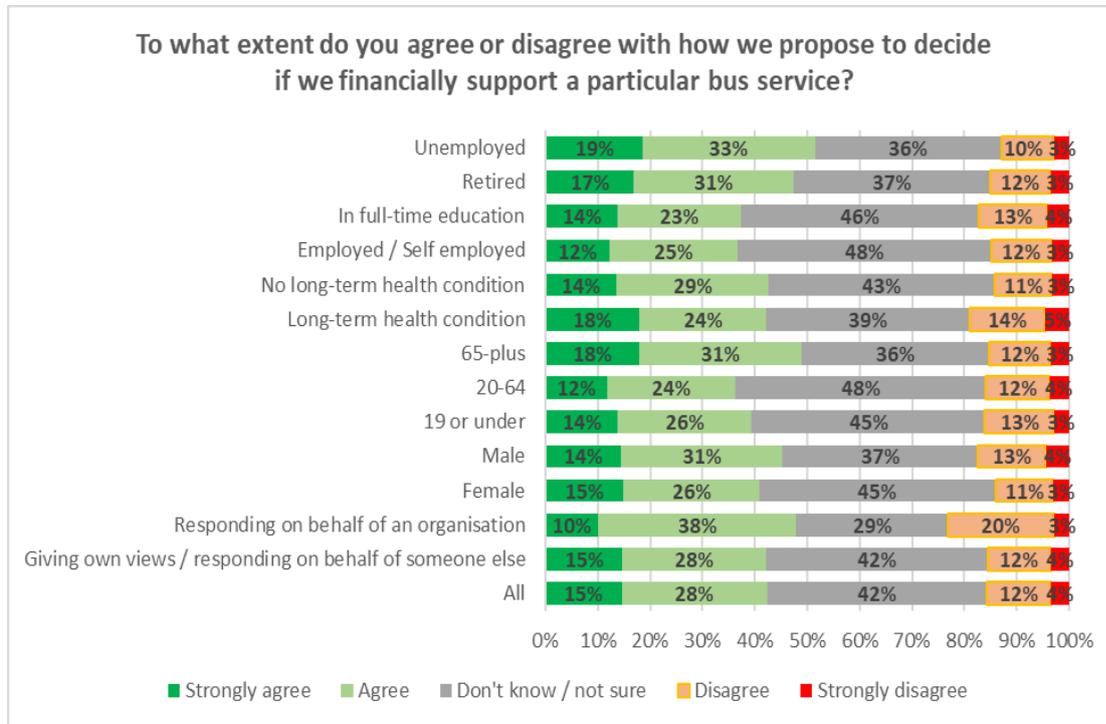
Figure 25: To what extent do you agree or disagree with how Worcestershire County Council propose to decide if we financially support a particular bus service



- Over 40% of all respondents were in favour of the proposal.

- Over 40% of all respondents were unsure whether they agreed or disagreed with the proposal. Just over a quarter of those disagreed with the proposal on how a particular bus services are financially supported.

Figure 25b: To what extent do you agree or disagree with how we propose to decide if we financially support a particular bus service

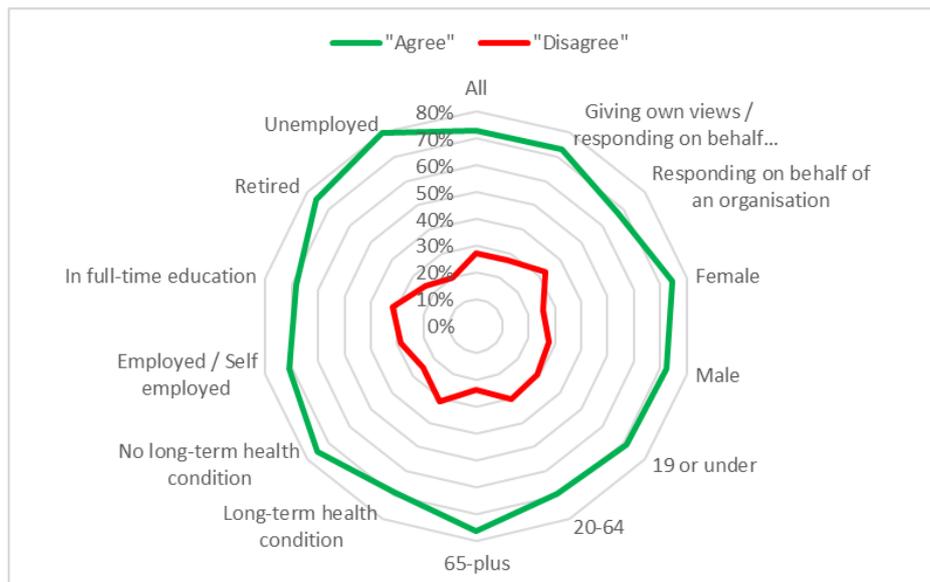


- 23% of those responding on behalf of an organisation disagreed with the proposal on how bus services are financially supported, higher than the proportion (16%) of other respondents. During the implementation process careful consideration will be given to any changes to bus services which will have an impact on these organisations.

It is difficult to assume whether those who “don’t know” do not understand the criteria or do not know the implications it would have for them (especially as not all those who responded may currently be aware of the bus services in their area). For those that may not have understood the criteria, more information will be included in the Strategy document to provide some explanation.

As the below chart shows, most Stakeholders agree with this statement.

Figure 25c: To what extent do you agree or disagree with how Worcestershire County Council propose to decide if it should financially support a bus service – Radar Analysis



The methodology to decide what services Worcestershire County Council should support is listed below.

Figure 25d: Methodology for scoring

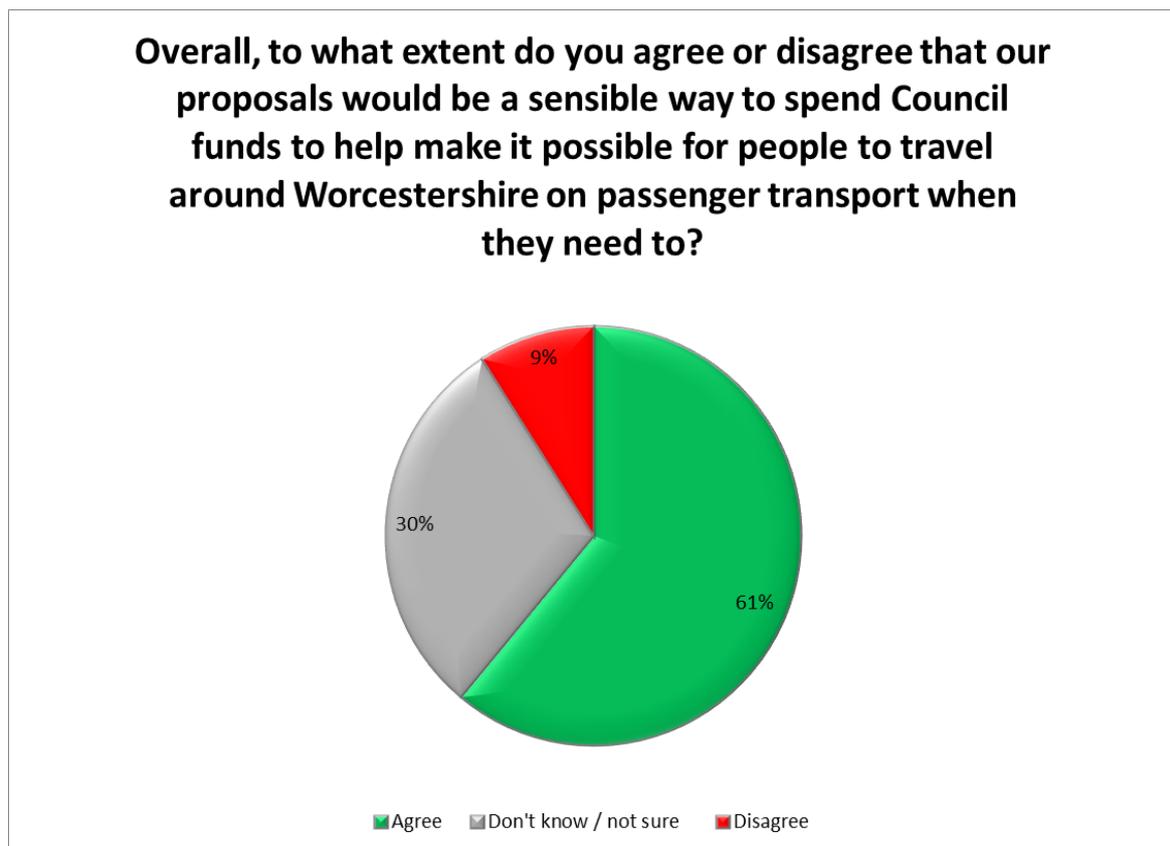
Each contract will be scored on seven categories in order to assess the benefit and value of the services provided. These are:

- **The actual cost per passenger carried**
- **The average number of passengers on each journey (those with protected characteristics, e.g. the elderly)**
- **The Deprivation Index for the areas served by the service**
- **The car ownership level of the areas served**
- **The primary journey purpose**
- **The availability of alternative services for the journeys being made**
- **The number of concessionary journeys**

Services will be ranked in terms of primary journey purpose or purposes, following consultation:

- Employment
- Education & Training
- Healthcare
- Shopping
- Social and Leisure Activities

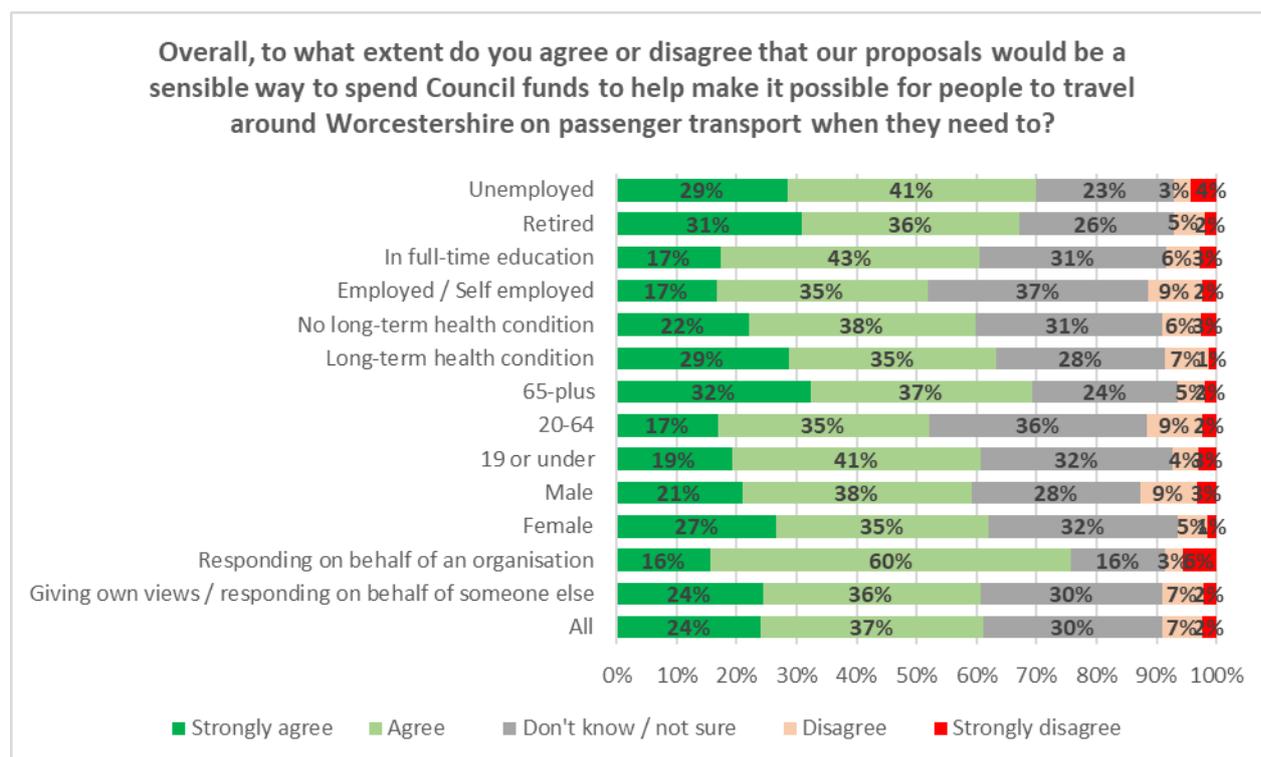
Figure 26: Overall, to what extent do you agree or disagree that Worcestershire County Council's proposals would be a sensible way to spend Council Funds



- Over 60% of all respondents agreed that the proposals would be a sensible way to spend Council funds to help make it possible for people to travel around Worcestershire on passenger transport when they need to.
- Less than 10% disagreed with the proposals overall.

Finally, respondents were asked to comment on their answer above, and any other comments on any other elements of the proposed Strategy.

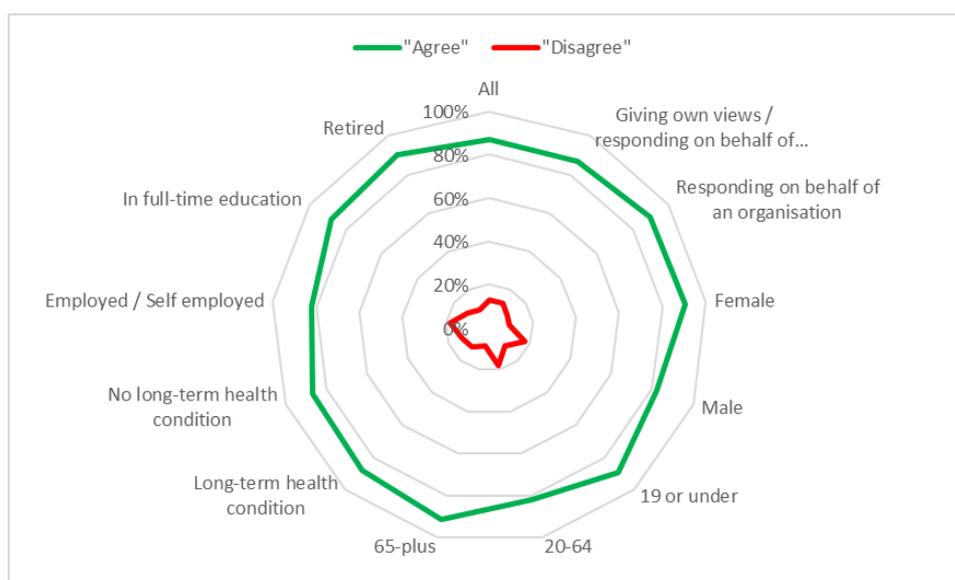
Figure 26b: Overall, to what extent do you agree or disagree that our proposals would be a sensible way to spend Council Funds - Stakeholder Analysis



- 76% of those responding on behalf of an organisation agreed with the proposals, demonstrating that even though there is some disagreement in some of the methodologies for financially supporting services, the Strategy proposals were considered a sensible way of spending Council funds.
- Agreement was high among the 65-plus age group (69%), respondents who have retired (67%) and the unemployed (70%).

When considering the positive and negative responses with don't knows removed, there is a high-level agreement across all areas.

Figure 26c: Overall, to what extent do you agree or disagree that our proposals would be a sensible way to spend Council Funds - Radar Analysis



A vast range of responses were received for this question, with many comments not fitting into any category; with large numbers of comments in the “Other” category. However, some common themes have been identified in the responses. These are summarised in the table below.

**Table 2 - Free text responses from comments on the proposals and general comments on any elements of the proposed Strategy**

Topic	Number of Responses
Other / Suggestions for delivery of Strategy	780
More Services	346
Unreliable Services	325
Welfare & Isolation	286
Environment	274
No Services	263
Cost of Fares	123
Rail Integration	106
Technology	88
School Transport	80
Concessions & Passes	67
Community Transport	44
Infrastructure & Publicity	38

Other / Suggestions for delivery of Strategy

- "I agree that public money needs to be sensibly spent, however public transport should be viewed as a social service"
- "with a rapidly increasing number of retirees, congested roads, expensive parking, public transport needs a major overhaul to make it attractive and viable for all ages"
- "If people don't use the service with a big bus put a smaller one on"

## More Services

- If provide people with a bus pass, there should be buses to use them on
- Lack of services for essential journeys – such as Hospital visits
- Services on evenings and weekends to be reinstated

## Unreliable services

- "Regular and reliable services would encourage greater use"
- "Buses should be reliable and frequent"
- "Lack of trust in services arriving on time"

## Welfare and Isolation

- "Local people should be able to access their local community"
- "Public Transport is a vital lifeline for many residents in the County"
- "Buses are not a luxury, they are an essential service"

## The Environment

- "More Public Transport, less cars on the road"
- "More green transport. Electric vehicles disabled accessible and small vehicles for less popular routes"
- "If public transport was more accessible, there would be a number of benefits, reduce traffic, less pollution, sustainability, better health and wellbeing."

## No Services

- "Available passenger transport would be a step towards removing cars from the roads and would be helpful for the environment"
- "Would like to be able to travel by public transport, but it is not available to us."
- "Funding to get public transport to start to be used as a main way of travelling is sensible"

## Cost of Fares

- "Public transport should be available to all at sensible prices"
- "The costs when it is necessary to buy tickets appears high"
- "Cost is the primary reason for not using public transport. It is cheaper to drive and pay for parking than to use the bus or train. Bus fare for children is far too expensive. It is cheaper for me to drive my children to school than for them to use the bus."

## Rail Integration

- "links to the Parkway Station seem to be a recurring theme"
- "Bus links to train stations would encourage us to use both buses & trains much more"
- "The bus service isn't frequent enough and doesn't have enough destinations to towns and train stations"

## Technology

- "What we really need is an integrated ticketing system for the whole West Midlands using modern technology e.g. Oyster Card"
- "Signs on bus stops showing live when the next bus will arrive are very helpful. I'm put off using trains because the ticketing options are too complicated and occasional overcrowding"

### School Transport

- "Must do better around schools with transport arranged to cut down on cars causing problems, i.e., parking"
- "Looking into greener alternatives when talking about buses. Car share schemes and school walking buses should be included"
- "Efforts should be made to reduce or eliminate the use of private hire & taxi services through integration with school transport"

### Concessions & Passes

- "I agree that being able to buy one ticket for your journey which includes buses and trains is a very good idea. This option is available in Australia and works extremely well"
- "Perhaps if we the public can still use our pension bus pass and pay a little towards the fare with the pass"
- I think everyone with a free bus pass should pay £1 per journey

### Community Transport

- Taxis and Community transport are too expensive.
- A community transport scheme can play an important role in providing passenger transport services and, as such, local voluntary community transport schemes should be considered to be an integral part of the county councils proposals
- Community transport is currently unreliable and reduces independence

### Infrastructure and Publicity

- "WCC should invest more in infrastructure to encourage active travel"
- "It is vital to make public transport more attractive and easier to use so folk leave their cars at home"
- "Publicity should be given to the fact that if a particular service is not more widely used, it will be terminated. Have a promotional drive to encourage public transport"

# Kepax Bridge Draft Strategic Outline Business Case

*Based on Annex B (to Appendix A): WLTB Local Major Scheme Outline Business Case Pro-forma*



*Diglis bridge and approach, Aug 2019*



*Gheluvelt Park ([www.worcester.gov.uk](http://www.worcester.gov.uk))*

Prepared by Jacobs using information provided by Worcestershire County Council, September 2019.



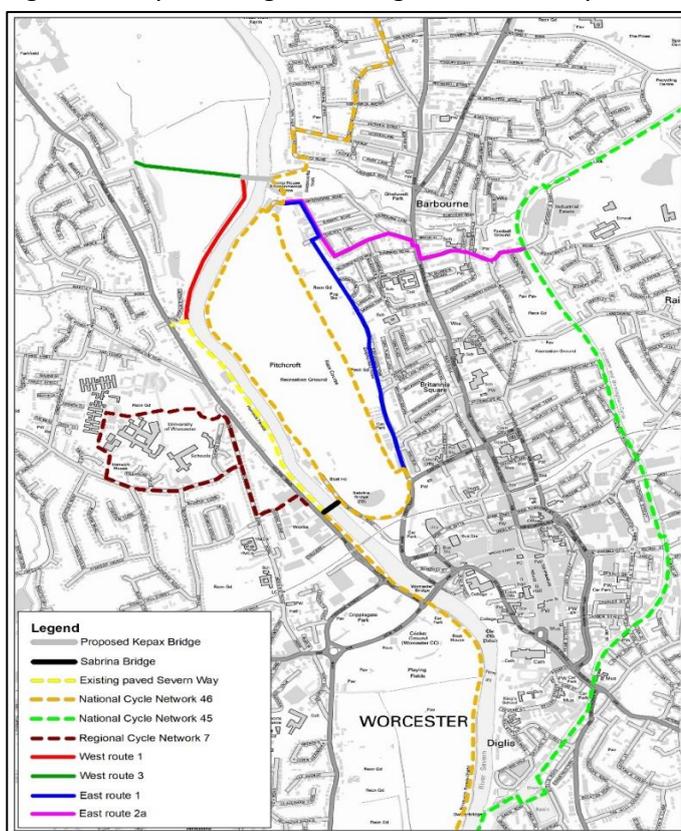
## Executive Summary

Worcestershire County Council (WCC) is working in partnership with Worcester City Council in the delivery of a new pedestrian and cycle bridge across the River Severn in Worcester from Gheluvelt Park to the Kepax site in St Johns.

The scheme comprises of a number of improvements to the network in addition to constructing a new river crossing (see Figure 1), including:

- A new access path provided over the Kepax site.
- Improvements to the existing Severn Way path to the south of the bridge (Figure 2).
- Improvements to a route to the east of the river from Gheluvelt Park to the City Centre (Figure 3).
- Providing pedestrian/cycle links from the bridge to the National Cycle Network, route 45.

Figure 1: Kepax Bridge crossing and wider improvements



The scheme will open up the opportunity for people to walk and cycle much more quickly between the Henwick Park area (and further afield like Hallow\Broadheath) on the west and Barbourne, Claines and associated areas in the east. In addition, improvements to the existing adjoining walking and cycling network will connect residents to wider leisure, employment and education opportunities via the National Cycle Network.

A step change in the levels of walking and cycling in north Worcester will be facilitated and opportunities for riverside leisure walks and access to a Green Flag Park will be enhanced. Improved leisure and tourism opportunities will increase visitor spending in the area and expand the number of jobs offered in this sector.

The scheme will encourage the use of active modes for journeys around the city generally. This mode shift will result in improved health and wellbeing, reduced levels of congestion and improved safety and air quality.



Figure 2: Severn Way (June 2019)



Figure 3: Sabrina Avenue and Pope Iron Road

### **Policy background**

Strategic Transport Schemes within the Local Transport Plan 4 for WCC include ‘Active Travel Corridors’ which comprise investment in walking and cycling links along corridors to create a safe, comprehensive, integrated network linking residential areas with key trip attractors. Two Strategic Active Travel Corridor Schemes require Kepax Bridge; SWAT12 (Worcester North East - North West Active Travel Corridor) and SWAT13 (Worcester River Severn Active Travel Corridor).

The scheme proposal builds upon the huge success experienced at Diglis Bridge (Figures 4 and 5) which has seen far more use than was originally forecast and would provide a welcome addition to the family of bridges already in place in the City.



Figure 4 (left): Footpath to west of River Severn (between Diglis and Sabrina)

Figure 5 (right): Diglis Bridge (source: Discoverworcestershire.co.uk)

### Scheme Benefits and Outcomes

Expected benefits of the scheme are:

- Increased use of active modes resulting in improved physical health and mental wellbeing of residents, reduced congestion, improved local air quality and improved accessibility and transport choice.
- Reduced severance and increased network resilience through the provision of an additional river crossing.
- Increased leisure use of the riverside area.
- Increased tourism and visitors to attractions such as Worcester racecourse and the Pump House Environment Centre.
- Increased use of Green Flag park which includes a splash pad and open fields to the west.
- A safer pedestrian and cycle network in the north of Worcester, with more off-road provision.
- A more legible cycling network from the north of Worcester to destinations such as the canal, city centre and university.
- Improved connections to National Cycle Network Routes 45 and 46.
- Improved connections to Regional Cycle Network Routes 3 and 7.

Outcomes from delivering the scheme include:

- The scheme represents **medium** value for money, with a BCR of **1.7** (based on a total scheme cost of £8.9 million (2019 prices)).

- The scheme delivers a present value of benefits of **£15.5 million** (2010 prices). These benefits are derived from the Department for Transport's Active Mode Toolkit and include increased physical activity, reduced absenteeism, reduced accidents and improved journey quality.
- An additional gross annual visitor expenditure of over **£690,000** and the creation of **17** new tourism **jobs** would be realised if day visitors increase by 1% as a result of the scheme.
- Construction of the scheme creates **182 FTE jobs** and a **GVA uplift of £6,819,943** (2019 prices).

### **Costs and funding**

The total scheme cost is **£8.9 million** (2019 prices). Of this £8.9 million, £1.5 million is for wider improvements and £0.6 million is for the access path across the Kepax site. Kepax Bridge itself therefore costs £6.7 million (construction plus preparation and design). Total scheme costs are at 2019 prices and do include for indexation. Wider improvement costs are based assuming a do minimum option, this cost could however rise if alternative options are taken forward or the scope of improvements for the wider links is enhanced.

Additional funding of **£6.54 million** needs to be secured in order to deliver the scheme. This could be from one source (e.g. additional internal funds) or made up from various different sources focusing on external opportunities such as S106 contributions.

### **Commercial and Management Cases**

In advance of construction, the following consents will need to be granted:

- Exercising powers under Section 106 (3) of the Highways Act 1980 to construct the bridge to form a footpath/cycle track (with a right of way on foot) over the navigable waters of the River Severn
- Full Planning Consent
- Environment Agency Consent
- Fields in Trust Consent

In addition to the above, the following may be required in relation to access and wider links:

- Traffic Regulation Orders
- Compulsory Purchase Orders
- Creation of Rights of Way

Relevant timescales have been incorporated into the bridge programme and key milestones are outlined below:

- Feasibility and Strategic Outline Business Case - Present – Winter 2019
- Design Development: Autumn 2019 – Autumn 2020
- Planning application Submission: Summer 2020
- Land and Legal Agreements: Winter 2019 – Summer 2020
- Planning application determined: Winter 2020/21

- Procure Construction Contract: Winter 2019 – Autumn 2020
- Final Cabinet Approval: Spring 2021
- Award construction contract: Spring/Summer 2021
- Start on Site: Summer 2021

It is recognised that the bridge may need to be funded in advance of the wider linkages aspect of the scheme. However, if this is the case, not all of the economic benefits of the scheme will be realised from day one. Once the funding profile is complete, the Economic Case will need to be refreshed.

DRAFT

## Strategic Outline Business Case

Scheme Name:	Kepax Pedestrian and Cycle Bridge
Promoter:	Worcestershire County Council & Worcester City Council
Purpose of this Document:	
<p>This document presents the Strategic Outline Business Case (SOBC) for Kepax Bridge. It presents:</p> <ul style="list-style-type: none"><li>• The Strategic Case– why the scheme is needed, the objectives and fit with wider policy ambitions;</li><li>• The Economic Case – whether the scheme demonstrates value for money;</li><li>• The Commercial Case – that the scheme is commercially viable;</li><li>• The Financial Case – this will outline whether the scheme is affordable, and what are the financial risks but is awaiting confirmation on funding sources;</li><li>• The Management Case – whether the scheme is achievable.</li></ul> <p>Not all elements of the business case are robust at this stage as certain tasks are ongoing (e.g. detailed design). Where this is the case this is outlined in the relevant section of the document. The SOBC has been prepared for presentation to WCC Cabinet and staff to inform recommendations such as:</p> <ul style="list-style-type: none"><li>• Authorisation of a Full Business Case, and the necessary funds to complete this;</li><li>• Authorisation of the preparation of a Planning Application for the scheme, and the necessary funds to complete this;</li><li>• Authorisation of the submission of funding bids to third parties for the completion of the scheme;</li><li>• Authorisation to complete a pre-planning public engagement exercise; and</li><li>• Receipt of a further report and consideration as to whether to proceed with the project and authorise the procurement of a construction contract following the outcome of the Planning Application.</li></ul> <p>Once relevant surveys (e.g. GI) have been completed and the bridge design has been finalised, costs will be revised, and the Economic Case will be refreshed. A further, more detailed Full Business Case report will be provided to Cabinet and a Planning Application and subsequent construction of the scheme will be progressed.</p>	

## 1. Headline Description:

Worcestershire County Council (WCC) is working in partnership with Worcester City Council in the delivery of a new pedestrian and cycle bridge across the River Severn in Worcester from Gheluvelt Park to the Kepax site in St Johns.

Provision of the bridge, access path and improvement of wider links is hereafter referred to as the scheme.

The scheme proposal builds upon the huge success experienced at Diglis Bridge (which has seen far more use than was originally forecast) and would provide a welcome addition to the family of bridges already in place in the City.

The scheme will provide a vital link bringing two parts of Worcester closer together, reducing severance caused by the River Severn. It will open up the opportunity for people to walk and cycle much more quickly between the Henwick Park area (and further afield like Hallow\Broadheath) on the west and Barbourne, Claines and associated areas. In addition, improvements to the existing adjoining walking and cycling network will connect residents to wider leisure, employment and education opportunities via the National Cycle Network.

A step change in the levels of walking and cycling in north Worcester will be facilitated and opportunities for riverside leisure walks and access to a Green Flag Park will be enhanced. Improved leisure and tourism opportunities will increase visitor spending in the area and expand the number of jobs offered in this sector.

The scheme will encourage the use of active modes for journeys around the city. This mode shift will result in improved health and wellbeing, reduced levels of congestion and improved safety and air quality.

## 2. Geographical Area:

The proposed bridge is to be built spanning between Gheluvelt Park (East of the River) and the capped landfill at Hallow, formally known as Kepax (West of the River).

OS Grid Reference: SO840565

Post Code: WR1 3EZ (Pump House Environment Centre), WR2 6BZ (Hallow Recycling Centre).

A location plan is attached in Annex 1.

## 3. Strategic Case: *(Please append supporting documents and evidence as required)*

### 3.1 Scheme description:

Kepax Bridge is a proposed pedestrian and cycle bridge over the River Severn which is approximately 110m in length.

## **Scheme Overview**

With the success of the Connect2 Diglis Bridge (opened in 2010 linking Diglis and St Peters with Lower Wick) and the subsequent opening up of the riverside area for walking and cycling, there is ambition to improve the riverside to the north of the Sabrina Bridge towards the vicinity of Gheluvlet Park and the Waterworks Road/land near to Riverview Close.

The scheme comprises of a number of improvements to the network in addition to constructing a new river crossing. These improvements include the following:

- A new access path provided over the Kepax site, linking the new bridge to Hallow Road.
- Improvements to the existing Severn Way path to the south of the bridge location to where it meets the existing paved section by the A443 link.
- Improvements to a route to the east of the river from Gheluvlet Park to the City Centre
- Providing pedestrian/cycle links from the bridge to NCN45.

A map of all of the proposed improvements is included as Annex 2.

## **Scheme Rationale and History**

The location for the proposed structure has been determined by Worcester City and Worcestershire County Councils to improve walking and cycling routes to the north of Worcester City in accordance with the plans set out in Worcestershire's Local Transport Plan 4 (LTP4) 2018-2030, including Active Travel Corridors.

Any future east-west link and possible pedestrian and cycle crossing of the River Severn would have utility value in this location with the employment (east) and residential (east and west) areas being linked. A new crossing point would also enable circular leisure walks and bike rides from the existing Sabrina Bridge and beyond making Worcester a more attractive riverside destination. This would create transport, health and tourism opportunities.

Residents would also be linked with the university and open green spaces, including green fields to the west and Gheluvlet Park which is a Green Flag Park and War Memorial. The nearest existing pedestrian crossing of the River Severn is Sabrina Bridge approximately 1 mile south of the proposed location and the nearest northern river crossing is at Holt Fleet approximately 5 miles away. Figure 1 details the existing waling and cycling routes in the vicinity of the structure.

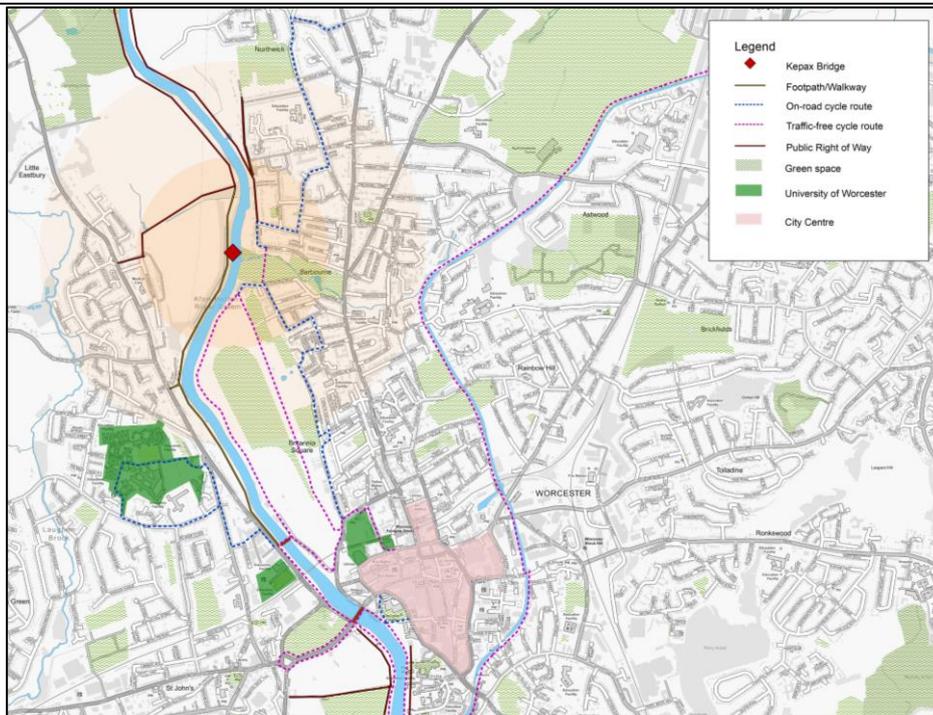


Figure 1: Existing walk and cycle routes (© Crown Copyright Ordnance Survey Open Data 2019)

### **Scheme Objectives**

The primary objective of the scheme is to improve the connectivity within Worcester, and in particular facilitate east-west movements in the north of the city. Other objectives and benefits of the scheme are:

- Improvements to the physical health and wellbeing of north Worcester residents, employees and visitors by affecting a mode shift from car to walking and cycling.
- Provision of a direct route for short journeys over the river and to provide a link into the wider network for longer trips. This will improve access to jobs, services and leisure activities.
- Provide an alternative walk and cycle link over the river thus increasing transport resilience.
- Increase visitor numbers to Worcester, through the provision of new walking and cycling infrastructure and routes, resulting in additional visitor spend and an increased number of visitor economy jobs.
- Creation of an additional riverside leisure 'loop' (walk and cycle), via Sabrina Bridge or Diglis Bridge).
- Contribute to improving the public realm and public spaces around the bridge and help to activate these areas.

### **3.2 Description of problems to be addressed:** *(Quantified wherever possible, e.g. poor access to specific locations/markets, increasing journey times and costs and growing variability in journey times etc.)*

The South Worcestershire Development Plan 4 (SWDP4, 2016) is the adopted local plan for the areas of

Malvern Hills, Worcester City and Wychavon and sets out growth in the area up to 2030. It outlines that *“Integrated investment in transport infrastructure, services and Smarter Choices measures (Choose How You Move) across all modes of transport will be required to accommodate the growth in travel demand without increasing travel times, congestion and costs and thereby undermining economic performance... This will require... high-quality cycle and walk routes for shorter distance journeys, particularly in urban areas.”*

The scheme will provide a new high-quality cycle and walk bridge, a new off-road access path and the upgrade of a number of existing routes within north Worcester, including around the riverside. Problems to be addressed by the scheme include:

- Poor connectivity within north Worcester – The River Severn acts as a barrier to movements in an east-west direction. Provision of a pedestrian and cycle bridge could make some journeys by these modes more attractive than by car.
- Poor connectivity for pedestrians and cyclists - The nearest existing pedestrian crossing of the River Severn is Sabrina Bridge approximately 1 mile south of the proposed location and the nearest northern river crossing is at Holt Fleet approximately 5 miles away.
- Congestion experienced within Worcester City – This is partly attributed to limited crossings across the River Severn.
- Safety for cyclists and pedestrians will be enhanced through provision of a new off-road bridge and improvements to existing links - One of the objectives of LTP4 is to contribute towards better safety.
- Poor legibility of the cycling network - Improvement of wider links, including those alongside the river to the south of the bridge will connect residents in the north of Worcester to destinations such as the city centre and University.
- ‘Pinch points’ on the existing network to be improved for pedestrians and cyclists - For example crossing the Barbourne Road to get between Gheluvelt Park and the canal network.
- Riverside paths are susceptible to flooding (see Figure 2) – Wider improvements to walking and cycle links in the north of Worcester will offer alternative routes and improve resilience of the network.
- The riverside is an important area of leisure and tourism for Worcester – There has been investment to the south due to Diglis and surrounds but now there is a need for focus to shift to the northern area of Worcester.
- Lower levels of walking and cycling in Worcestershire (see Table 1) – The scheme will promote active modes generally across Worcestershire, reducing the proportion of residents driving to work in car (only 66% in England but 80% in Worcestershire).

Area	Cycling to work (%)	Walking to work (%)	Driving or passenger in car
Worcestershire	2%	10%	80%
England	3%	11%	66%

Table 1: Walking and cycling to work in Worcestershire (Source: 2011 census)

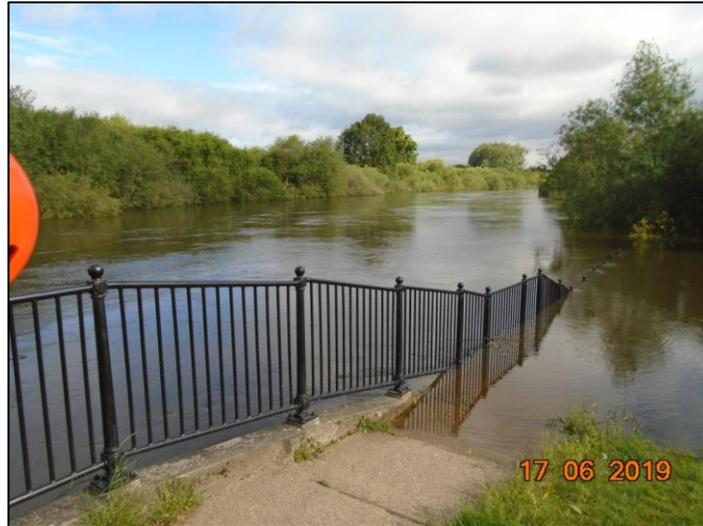


Figure 2: Flooding of paths on the Severn riverbank (June 2019)

### 1.3 Options Considered:

#### Location:

A Kepax Bridge Pre-Feasibility Study was prepared in June 2018. This outlined constraints and requirements, construction issues, design criteria and presented the preferred location for the bridge on both the east and west sides.

Two locations have been considered for the location of the proposed structure as discussed briefly below in Table 2:

Location	Advantages	Disadvantages
Location A <i>Gheluvelt Park/St. Johns</i>	Existing connections Close to centres of Population Landownership held by Local Authorities	Construction Access Restrictions Landfill site and contaminated land Connections to west bank problematic
Location B <i>Northwick</i>	Good access for construction Potential for further links Opportunity to incorporate public education regarding wildlife and ecology	Ecological concerns in SSSI area Negotiations required with private land owners at a higher cost Limited connectivity on west bank

Table 2: Advantages and Disadvantages Summary of Location Options

Following a review of the Pre-feasibility Study conducted by Worcestershire County Council, Location A was chosen for a number of reasons. On the east side, the structure can be sited on the higher ground near the retaining wall for two reasons; it is less likely to cause obstruction during flood and the height corresponds more closely with the land to the west bank, limiting the requirement to raise the abutment and approaches by importing fill material to make up the ground to a suitable height. Additional made up ground and lower headroom clearance over the River Severn could present numerous difficulties and have a negative effect on the land drainage both locally and increase the flood risk downstream through Worcester City centre.

On the west side, the option to move the structure location south to avoid the area of landfill has been

considered however, access would still be required via the landfill site. There are concerns about the height difference between the ground levels either side of the river and the requirement for ramp design. The incorporation of ramps will significantly increase the cost of design and construction and would land the structure in, or very close to the race track of Pitchcroft and will open many security issues with the racetrack.

Location A comprises the least design and construction constraints and can be easily tied into the existing footpath network in Gheluveld Park.

Structure:

It was determined that due to plant access and risks to flooding that the structure would need to span the river along with the wooded marsh area, know as the willow carr adjacent to it. It is estimated that the span of the structure will be approx. 110 m (depending on the results of the Ground Investigation).

The air draft for boats travelling under the structure will need to be confirmed by the Canals and Rivers trust, however from a review of the surrounding structures it is anticipated to be the greater of either 8 m above summer river level, or the 1 in 100 years flood level (5.74 m) with an additional 600 mm (6.34 m).

Three types of structure were considered in depth as part of the Pre-Feasibility Study, as these were the only types capable of spanning the required distance (110m) in a single span. These were a tied arch bridge, truss bridge and cable stayed bridge. Following analysis within the Flood Risk Assessment report, it has been identified and initially agreed with the Environment Agency subject to their final review of the assessment that structure piers can be located within the willow carr. Although this would not change the recommendation of the structure types it offers greater flexibility with the span arrangement across the river and negates the need for a single span.

Table 3 below compares the suitable options.

Design factor	Tied Arch	Truss	Cable Stayed
Temporary Works	<ul style="list-style-type: none"> <li>• Foundations required for lifting machinery.</li> <li>• Temporary structure support towers to be erected if constructed in two or more segments.</li> <li>• Excavation supports may be required</li> </ul>	<ul style="list-style-type: none"> <li>• Foundations required for lifting machinery.</li> </ul>	<ul style="list-style-type: none"> <li>• Foundations required for lifting machinery.</li> </ul>

Foundation Requirements	<ul style="list-style-type: none"> <li>• Large amounts of excavation required for large foundations and large number/diameter of piles on both sides of the river.</li> <li>• High risk of releasing leachates from the landfill site and working in contaminated land.</li> <li>• Deep and bulky foundations to be able to take large forces and turning moments at connections.</li> </ul>	<ul style="list-style-type: none"> <li>• Medium amount of excavation required on both sides of the river.</li> <li>• Deep foundations required both sides of the structure.</li> <li>• High risk of releasing leachates from the landfill site and working in contaminated land.</li> </ul>	<ul style="list-style-type: none"> <li>• Large foundations only required on the side of the pylon.</li> <li>• Minimal excavations required in landfill.</li> <li>• Foundations still required on the western side of the river but can be limited due to the construction type</li> <li>• Minimal risk of exposure to contaminants</li> </ul>
Construction Machinery and equipment	<ul style="list-style-type: none"> <li>• Large cranes required both sides of the river if constructed in segments.</li> <li>• Large pile driving/boring machinery</li> </ul>	<ul style="list-style-type: none"> <li>• Large crane on one side of the river required.</li> <li>• Large cranes require large temporary works foundations</li> <li>• Site access for crane machinery and delivery vehicles; turning radius and weight limits on the existing network.</li> </ul>	<ul style="list-style-type: none"> <li>• Large crane on one side of the river required.</li> <li>• Large cranes require large temporary works foundations</li> <li>• Site access for crane machinery and delivery vehicles; turning radius and weight limits on the existing network.</li> </ul>
Foundations	<ul style="list-style-type: none"> <li>• Largest foundations required</li> </ul>	<ul style="list-style-type: none"> <li>• Strong foundations required on both sides of the river</li> </ul>	<ul style="list-style-type: none"> <li>• Pile foundations required</li> <li>• Large foundations on the east side of the river.</li> </ul>
Maintenance	<ul style="list-style-type: none"> <li>• Low maintenance</li> <li>• Long lifespan with minimal repairs</li> <li>• High level of difficulty performing maintenance</li> <li>• Option to install more dampers at a later date usually designed in.</li> </ul>	<ul style="list-style-type: none"> <li>• High maintenance</li> <li>• High level of difficulty performing maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Medium maintenance requirements.</li> <li>• Specialists required to inspect the tension cables</li> </ul>
Construction Type Specific Risks	<ul style="list-style-type: none"> <li>• Working at height</li> <li>• Working over fast flowing water</li> <li>• Bolting/fixing techniques causing sparks</li> <li>• Lifting large sections and wind movement</li> <li>• Installation of tensioned hangers</li> </ul>	<ul style="list-style-type: none"> <li>• Bolting/fixing techniques causing sparks</li> <li>• Lifting large sections and wind movement</li> <li>• Working at height</li> <li>• Working over fast flowing water</li> </ul>	<ul style="list-style-type: none"> <li>• Lifting of sections and wind movement</li> <li>• Installation of cables and tensioning</li> <li>• Working at height</li> <li>• Working over fast flowing water</li> </ul>

Aesthetics	<ul style="list-style-type: none"> <li>• Most attractive form</li> <li>• Open view over the river from the structure</li> <li>• Large and eye-catching form</li> </ul>	<ul style="list-style-type: none"> <li>• Most intrusive</li> <li>• View over the river obscured by members</li> <li>• Working at height</li> <li>• Working over fast flowing water</li> </ul>	<ul style="list-style-type: none"> <li>• Attractive form of construction</li> <li>• Open view over the river from the structure</li> <li>• Working at height</li> <li>• Working over fast flowing water</li> <li>• Least intrusive form</li> </ul>
Ease of inspection	<ul style="list-style-type: none"> <li>• Specialist inspection equipment required to inspect the arch and hangers</li> <li>• Loading for inspection machinery to be included in design calculations</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to inspect thoroughly if protective paint systems are used.</li> </ul>	<ul style="list-style-type: none"> <li>• Specialist inspection equipment required to inspect the pylon</li> <li>• Loading for inspection machinery to be included in design calculations</li> </ul>

*Table 3: Options Comparison*

Three types of structure were considered in depth, as these were the only types capable of spanning the required distance in a single span. These were:

- Tied Arch Bridge – Discounted due to large foundations required which substantially increase the total cost of the structure
- Truss Bridge– Discounted due to large foundations required which substantially increase the total cost of the structure
- Cable Stayed Bridge – Preferred Option

A single pylon (east side) cabled stayed bridge will be able to either span the full distance or alternatively span the main river with the addition of a secondary structure over the willow carr. This will reduce the required foundations on the west side of the river within the landfill area. It is anticipated the foundations will need to be piled, with the potential of an end bearing pile as the made ground on both sides of the river will not be able to provide sufficient shaft friction. An estimate of the depth and size of the piled foundation has not been determined, however they are expected to be wider and deeper than the Diglis footbridge foundations.

#### **1.4 Expected benefits / outcomes:** *(Drawn from the economic and financial assessment)*

Expected benefits of the scheme are:

- Increased use of active modes, particularly in north Worcester, resulting in:
  - Improved physical health of residents
  - Improved mental wellbeing of residents
  - Reduced congestion
  - Improved local air quality
  - Improved accessibility and transport choice
- Reduced severance and increased network resilience through the provision of an additional river crossing.
- Increased leisure use of the riverside area.
- Increased tourism and visitors to attractions such as Worcester racecourse and the Pump House

Environment Centre.

- Increased use of Green Flag park which includes a splash pad and open fields to the west.
- A safer pedestrian and cycle network in the north of Worcester, with more off-road provision.
- A more legible cycling network from the north of Worcester to destinations such as the canal, city centre and university.
- Improved connections to National Cycle Network Routes 45 (Chester to Salisbury via Worcester and Birmingham Canal) and 46 (Bromsgrove to Neath) via Gheluvelt Park and the Racecourse).
- Improved connections to Regional Cycle Network Routes 3 and 7.

Outcomes have been drawn from the Economic Case (see Annex 3 for more details) and include:

- The scheme represents medium value for money, with a BCR of **1.7** (based on a total scheme cost of £8.9 million (2019 prices) – more details on costs is given in Section 8, in particular Table 8.3.1).
- The scheme delivers a present value of benefits of **£15.5 million** (2010 prices). These benefits are derived from the DfT's Active Mode Toolkit and include increased physical activity, reduced absenteeism, reduced accidents and journey quality. Decongestion and associated environmental benefits are also monetised.
- An additional gross annual visitor expenditure of over **£690,000** and the creation of **17** new tourism **jobs** would be realised if day visitors increase by 1% as a result of the scheme.
- Construction of the scheme creates **182 FTE jobs** and a **GVA uplift of £6,819,943** (2019 prices).

Diglis Bridge to the south of Worcester opened in 2010 and exceeded expectations in terms of demand for walking and cycling. The Gov.uk website outlines that:

*“Before it was built, surveys indicated we could expect about 31,000 trips annually to pass the west bank riverside where the bridge was proposed. Surveys after the bridge was built gave a figure of 465,000, showing just how important the intervention is to the area. Convenience was a major factor in people using the facility – 90% of users said they used the bridge because it was the most convenient option<sup>1</sup>.”*

It is anticipated that with the provision of a new high-quality bridge and improvements to the supporting wider network, this success will be replicated in the north of Worcester.

### 1.5 Project Scope:

The scheme includes:

- Provision of a new cycle and walking bridge over the River Severn. This will be 4m wide and 110m long (either single or multiple span).
- A direct access path to be provided over the Kepax site. This will connect users to the west side of the river via Hallow Road.

---

<sup>1</sup> <https://www.gov.uk/government/case-studies/new-cyclist-and-pedestrian-bridge-diglis-bridge-worcester>

- Upgrade (surfacing, street lighting, signage and vegetation clearance) of the Severn Way to the south of the bridge. To create a riverside loop (via Sabrina or Diglis bridges).
- Walk and cycle improvements to routes on the eastern side of the river. This includes:
  - Enhancements to the existing alternative NCN 46 route (Stephenson Road, Stephenson Terrace - vegetation clearance, some footpath widening, signage and street lighting).
  - Upgrade of connection from the scheme to NCN 45 (Gheluvelt Park to Pipe Iron Road and Somer's Road – upgrade of existing A38 crossing facility and signage).

#### **1.6 Related Activities:**

Consent will be needed from the Planning Authority, Environment Agency and Fields in Trust before construction can commence.

Additional permissions may be required for improvement of the wider links, for example Compulsory Purchase Orders and Traffic Regulation Orders.

Consultation on the scheme will be undertaken with key stakeholders including the Canals and River Trust and Natural England.

#### **1.7 Consequences of funding not being secured:** *(Quantified wherever possible)*

A northern pedestrian and cycle bridge is not viable in any other location available. Therefore, if funding for this scheme is not provided, a crossing of the River Severn in north Worcester will not be provided.

The consequences of a northern pedestrian and cycle bridge not being provided include:

- Continued severance in Worcester, particularly in the north of the city.
- Stagnated levels of walking and cycling within the city, and a lack of travel choice for north Worcester residents.
- Limited opportunities for encouraging mode shift from private car.
- Constrained economic growth in the north of Worcester.
- Key assets within Worcester will not reach their full potential, such as the riverside, Gheluvelt Park and the Racecourse.
- Constrained growth in use of the NCN and RCN by north Worcester residents.

#### **4. Fit with Strategic Policy & Objectives:** *(Please append supporting documents and evidence as required)*

##### **4.1 Fit with over-arching economic objectives:** *(In particular any LEP, Economic Strategy objectives etc.)*

Worcestershire's Strategic Economic Plan (SEP) was published in 2014. It outlines that the region is committed to delivering an additional 25,000 jobs and increase GVA by £2.9 billion by 2025 by implementing the SEP.

The SEP's objectives are:

- Create a World Class business location
- Provide individuals with World Class Skills
- Develop World Class competitive and innovative businesses

In order to deliver these objectives, there are a number of initiatives including:

- Development for Growth
- Transport Investment Programme
- Connecting Schools and Businesses

The scheme supports sustainable growth within the city of Worcester, which is a key economic centre. As previously outlined, accessibility will be improved to a number of education, residential and employment sites with severance from the River Severn being reduced.

**4.2 Fit with local policy objectives:** *(In particular; adopted Local Transport Plan; Local Plan, Development Plan; other relevant plans / strategies etc.)*

The LTP4 for Worcestershire covers the period 2018 to 2030 and sets out the issues and priorities for investment in transport infrastructure, technology and services to support travel by all relevant modes of transport.

Strategic Transport Schemes include 'Active Travel Corridors' which involve systemic investment in walking and cycling links along corridors to create a safe, comprehensive, integrated network linking residential areas with key trip attractors.

In South Worcestershire, Strategic Active Travel Corridor Schemes that require Kepax Bridge include:

- SWAT12 - Worcester North East - North West Active Travel Corridor (Lower Broadheath to Worcester Six, via new river bridge); and
- SWAT13 - Worcester River Severn Active Travel Corridor (Sabrina Bridge to Kepax).

The location of Kepax Bridge is presented in LTP4 in relation to the other Strategic Active Travel Corridor Schemes in South Worcestershire.



Figure 3: Strategic Active Travel Corridors (SWDP, 2016)

LTP4 Objectives	Worcestershire Corporate Objectives	SEP Objectives
<p>To support Worcestershire's economic competitiveness and growth through delivering a reliable and efficient transport network.</p> <p><b>The Economic Objective</b></p>	<p><b>Open for Business</b></p>	<p><b>Create a World Class business location</b></p>
<p>To reduce the impacts of transport in Worcestershire on the local environment, by reducing noise and transport-related emissions of carbon dioxide and other greenhouse gases, with the desired outcomes of tackling climate change and reducing the impacts of transport on public health.</p> <p><b>The Environment Objective</b></p>	<p><b>The Environment</b></p>	<p><b>Develop World Class competitive &amp; Innovative businesses</b></p>
<p>To contribute towards better safety, security, health and longer life-expectancy in Worcestershire, by reducing the risk of death, injury or illness arising from transport and promoting healthy modes of travel.</p> <p><b>The Health and Safety Objective</b></p>	<p><b>Health &amp; Wellbeing</b></p>	<p><b>Provide Individuals with World Class Skills</b></p>

*Table 4: LTP4 Objectives*

The scheme supports the objectives in LTP4 through the provision of a new safe and convenient walk and cycle crossing of the River Severn. This will encourage use of active modes, reducing congestion and improving physical health and mental wellbeing.

An additional crossing will also ensure Worcester is 'open for business' by contributing to a resilient network. Journeys between areas adjacent to the bridge

In addition, improvements to wider links will provide improved connections to trip attractors such as the city centre and University and connect residents to the NCN and RCN.

## 5. Deliverability:

### 5.1 Details of any previous work undertaken:

	Please tick as appropriate
Concept Study	
Feasibility	✓
Preliminary Design	
Detailed Design	
Risk Register	✓
Detailed Work Programme	
Quantified Risk Assessment	
Environmental Appraisal	
Member Approval	Via LTP4
Commitment of Partners	✓ Worcester City Council are fully supportive
Consultation with Key Stakeholders	Via LTP4
Strategic Business Case	✓
Business Case with BCR	✓
Other	✓ <ul style="list-style-type: none"> <li>• Early discussions with Environment Agency and Planning Authority about permissions required</li> <li>•</li> </ul>

### 5.2 Dependencies and risks / barriers to delivery: (Please provide a bullet point brief commentary as per below)

#### 5.2.1 Land Ownership

The proposal has been designed with the objective of delivering enhancements within land controlled by either Worcestershire County Council or Worcester City Council. For the majority of the scheme this has been achieved.

However, there are some exceptions where works are proposed on land that falls outside of the controlled land. The land to the south east of the bridge, where the proposed upgrades to the Severn Way, are either privately owned or leased to the county council from private landowner and therefore would require permission before developed.

### **5.2.2 Requirement for Compulsory Purchase**

As stated above the majority of land required is within the existing highway boundary. In cases where land will be required from outside the highway boundary, it is envisaged that this will be acquired by negotiation and that should this be unsuccessful then Compulsory Purchase may be required.

### **5.2.3 Land Type (e.g. all highways, presently occupied etc.)**

This is as detailed in section 5.2.1 and its associated plan.

### **5.2.4 Requirement for major statutory instruments (e.g. TWA, Side Road Orders etc.)**

Exercising powers under Section 106 (3) of the Highways Act 1980 to construct the bridge to form a footpath /cycle track (with a right of way on foot) over the navigable waters of the River Severn Traffic Restriction Orders may be required in relation to wider access improvements.

There may also be a requirement for a statutory instrument in relation to upgrade of the Severn Way to the south of the scheme.

### **5.2.5 Requirements for planning consents**

- Planning permission is required for the scheme.
  - It is assumed as this stage that the scheme will fall under Category B development (*...Other built development, or changes of use, where the site area (red line boundary) is 1 hectare or more, or greater than 1,000 square metres in floorspace (in total) ...*).
  - A number of reports will need to be prepared to support a planning application for the scheme, including a Design and Access Statement, Planning Statement, Heritage Statement and Consultation Statement.
  - An Environmental Impact Assessment (EIA) screening opinion will be sought and at this stage it is felt that the screening will suggest that an EIA is not required. If it is determined that an EIA is not required, then an Environmental Assessment Report will be produced to support the planning application.
- In parallel to planning permission, permits will be required from the Environment Agency, for both permanent works and any temporary works (e.g. scaffolding in the channel).
  - A bespoke permit for 'Flood Risk Activities' would be required, which involves submitting a number of forms, documents including a Flood Risk Assessment and Environmental Risk

#### Assessment.

- Gheluvelt Park to the east of the River is a space protected by Fields in Trust. Therefore, their consent will be required<sup>2</sup> facilitate the bridge landing and wider connections to Barbourne Road.

A discussion has already been held with the relevant Planning officer and Environment Agency staff.

#### 5.2.6 Known environmental impacts (e.g. SSSIs, Ancient Monuments, Green Belt etc.)

The proposed scheme area is all sited within Environment Agency (EA) flood zone 3 (the 1 in 100 year fluvial floodplain), as published on the EA website. Both the River Severn and the Barbourne Brook are designated as main river.

Kepax Bridge will be designed to be resilient to flooding by raising it above the flood level. Flooding will also be considered in relation to the design of the infrastructure approaching the footbridge (steps, ramps, approach footpaths etc.) which are to be integrated into the existing landscape.

The River Severn is a designated wildlife site and the proposed structure location is within the “buffer” zone of Biodiversity Action Plan (BAP) habitat.

The east side of the bridge lands within Gheluvelt Park, the park historically was a water filtration works and therefore the ground conditions are currently regarded as suspect until a full ground investigation is carried out.

The west landing point sits within the boundary of the old Kepax Landfill site. The landfill site was capped in 1985, however due to complaints over haulage lorries during the capping operation (whereby a clay layer is placed over the landfill), the thickness of the clay cap is expected to be circa 2 inches (55 mm).

Ground Investigation (GI) to both the east and west of the river is programmed to commence on the 7<sup>th</sup> October 2019. The results of the GI allow better understanding of the environmental issues and inform the design of the structure.

#### 5.2.7 Other

- Severn Trent Water (STW) is present to the west of the river.
- Western Power Distribution (WPD) overhead high voltage electrical apparatus crosses the river in close proximity to the proposed location and continues underground both sides of the river.

### 6. Timescales

#### 6.1 Earliest start on site

The earliest start on site will be summer 2021. The high-level programme is included as Annex 5.

---

<sup>2</sup> <http://www.fieldsintrust.org/FieldSite/Gheluvelt-Park>

## 6.2 Scheme delivery date assessment

Delivery period	Overall Deliverability (Tick only one row)					
	Highly Deliverable	Readily Deliverable	No Major Barriers	Moderate Delivery Risks	Significant Delivery Risks	Highly Deliverable
2016/17 to 2018/19 (inclusive)	N/A					
2019/20 to 2023/24 (inclusive)			✓			
Beyond 2023/24	N/A					

## 6.2 Approximate duration of the scheme (please append supporting programme)

The approximate length of the scheme up to the commencement of construction is 23 Months (September 2019 – July 2021). See programme in Annex 5 which sets out the details of the activities running through the bridge design and approval, planning and procurement processes.

## 7. Delivery Agency: (Please append supporting documents and evidence as required)

### 7.1 Proposed delivery agency

The proposed delivery agency is Worcestershire County Council.

### 7.2 Partnership bodies (if any) you plan to work with during design or delivery

The scheme will be developed and provided in conjunction with Worcester City Council. Due to the location of the scheme with the proposed structure spanning the River Severn, the Environment Agency (EA) and Canals and Rivers Trust (CRT) will be kept informed.

As the scheme includes access to the bridge from Gheluvelt Park, Fields in Trust will be consulted about the scheme.

Other stakeholders may include:

- Landowners
- Local residents
- Local businesses
- Natural England
- English Heritage

- Emergency services
- Local Members
- City Councillors
- Worcester City Conservation Officers
- Worcester City Parks
- WCC Waste Management

## 8. Costs & Funding: *(Please append supporting documents and evidence as required)*

The costs presented within this section are estimates only, this is due to the scheme being early within its development with areas of the bridge design and ground conditions remaining unknown (ground investigation commencing onsite 7<sup>th</sup> October 2019).

### 8.1 Cost

Specific estimate if available	
£5-15m	✓ £8.9 million
£15-30m	
£30-50m	
Over £50m	
Unknown at this stage	

### 8.2 Proposed sources of funding

Source	Contribution (tick)	Approx amount
Worcester City		£875,000
WCC Capital		£1,500,000*
WCC Borrowing		
S106 / CIL		
Integrated Transport Block		
LEP (to be discussed)		
Other External Funding Opportunities (to be discussed)		

Funding gap (to be discussed)

£6,540,000

\* Worcestershire County Council have committed £4 million to the construction of the Kepax bridge and refurbishment of Sabrina bridge. The current estimate for the refurbishment of Sabrina bridge is £2.5 million, however this is dependent on funding sources and is therefore subject to change. It is therefore envisioned that the minimum amount available for the bridge would be £1.5 million.

### 8.3 Project Costs

Full details of the estimated costs of the Major Scheme package are presented within Annex 6. The overall total costs, including contingency is £8.9 million.

The costs in Table B are based on the following assumptions:

- No indexation
- Preparation – Actual costs as of 20<sup>th</sup> September 2019
- Design Costs – The design costs are split into subtasks (Business Case, Prelim/Architectural Design, Planning, Bridge Detailed Design, Spec and Contract Documents, Tender Documents and Stakeholder management / pre planning engagement)
- Bridge and Foundations – The costs of the structure is based on the footprint of the bridge and has been determined using published historical bridge costs and inflated to 2019 costs.
- Other Construction Costs – The other construction costs are split into subtasks and are based on % costs of the bridge construction costs (Preliminaries including contractors profit and overheads – 30%, WCC Officer input – 2%, Supervision – 5%)
- Access Path and Wider Improvements -
  - Costs based at Q3 2022. However it must be noted that future changes in costs are not certain at the time of projection, therefore, this estimate should be viewed bearing this uncertainty in mind.
  - All works will be competitively tendered.
  - Assumed no works to carriageway with the exception of West Option 2 and works associated with signalised crossings
  - Assumed no existing hardstanding to footway, dirt track only along Severn Way unless specified.
  - Assumed no existing or new furniture to be removed, replaced or included unless specified
  - Allowance for lighting columns included where specified.
  - Assumed no works to new or existing bridges including aligning footpaths with proposed or existing bridges
  - Nominal allowance for drainage and minor utility connections

8.3.1 Table B: Cost estimates (Nominal terms)

Cost heading	Cost (£000s)	Status (e.g. target price)
Preparation <i>Actual costs as of 20<sup>th</sup> Sept 2019</i>	297	Feasibility Estimate
Design costs	612	Feasibility Estimate
Bridge and foundations*	4,340	Feasibility Estimate
Other construction costs	1,606	Feasibility Estimate
Access path	570	Feasibility Estimate
Wider improvements	1,491	Feasibility Estimate
TOTAL	8,916	

(2019 prices)

Wider improvement costs are taken from a 'Wider Links' report (Jacobs, August 2019) and can be broken down as follows:

- West Option 1 (improvement of Severn Way south of Kepax Bridge) - £881,703
- East Option 1 (improvement of link to the east of the Racecourse including Stephenson Road and Stephenson Terrace) - £472,302
- East Option 2a (connecting Kepax Bridge to the canal network via a crossing over Barbourne Road) - £136,622

Wider improvement costs are based assuming a do minimum option, this cost could increase significantly if alternative options are taken forward or the scope of improvements for the wider links is enhanced.

The wider link improvements are to form a follow-on phase to the bridge works, depending on when these are taken forward, indexation will result in increased costs.

#### 8.4 Funding profile

Additional funding of £6,540,000 needs to be secured in order to deliver the scheme. This could be from one source (e.g. additional internal funds) or made up from various different sources. In order to secure additional funding, internal WCC discussions and discussions with external funding providers need to commence. Discussions need to include when funding would be available, and when it would need to be spent.

Possible funding sources which could be explored include:

- Local Enterprise Partnership monies
- S106 contributions
- Community Infrastructure Levy
- National bidding opportunities, for example:
  - Department for Transport Pinch Point fund<sup>3</sup> (deadline for EPI is 31 January 2020)
- Lottery / Sustrans (funded Diglis Bridge, unsure of recent availability)

Once funding sources are confirmed, the funding profile can be completed. This will indicate what proportion of funding is to come from which sources, and during which years this is to be spent.

It is recognised that the bridge may need to be funded in advance of the wider linkages aspect of the scheme. However, if this is the case, not all of the economic benefits of the scheme will be realised from day one. Once the funding profile is complete, the Economic Case will need to be refreshed

---

<sup>3</sup> <https://www.gov.uk/government/publications/apply-to-the-local-pinch-point-fund/local-pinch-point-fund-guidance-for-applicants-2019>

**9. Economic Assessment:** (Please append supporting value for money assessment if available)

Complete the following table:

Transport Economic Efficiency (VfM)	<b>Economic</b> (Note: VfM: BCR is Poor<1; Low 1-1.5; Medium 1.5- 2.0, High 2.0-4.0;Very High>4)						
	<b>BCR = 1.7</b>						
<b>Attributes (Tick one column for each of the attributes below)</b>							
	Large / High Beneficial	Moderate Beneficial	Slight Beneficial	Neutral	Slight Adverse	Moderate Adverse	Large / High Adverse
<b>Reliability</b>							
Wider Economic Benefits		✓					
<b>Environment</b>							
Noise			✓				
Local Air Quality			✓				
Greenhouse Gasses			✓				
Landscape / Townscape			✓				
Heritage <i>TBC</i>							
Biodiversity <i>TBC</i>							
Water Environment <i>TBC</i>							
<b>Social</b>							
Physical Fitness		✓					

Journey Quality		✓					
Accidents				✓			
Security				✓			
Access to Services			✓				
Affordability			✓				
Severance	✓						
Option Values		✓					

Provide a brief bullet point summary of justification for the above WebTAG appraisal based on each of the three main headings only:

<b>Economy</b>	<ul style="list-style-type: none"> <li>• Construction of the bridge will create 91 direct and 91 indirect jobs (see Annex 3).</li> <li>• Kepax bridge will attract more visitors to Worcester, and in particular the riverside area. With the upgrade of the Severn Way and footpaths adjacent to Worcester Racecourse a riverside loop will be created (Via Sabrina bridge, Worcester bridge or a longer loop via Diglis bridge).</li> <li>• The average day visitor spend in Worcester is £18.60 (2018 prices, source “Strengthening Museums and the Visitors Economy in Worcester” published by TSE Research in 2014). If the annual number of day visitors to Worcester increases by just 1% (felt to be a conservative estimate), the additional annual spend would be £690,523. This would equate to 17 new tourism jobs being created in Worcester.</li> <li>• Certain businesses are likely to benefit from a large increase in visitor numbers and spend, for example the Pump House Environment Centre in Gheluvelt Park.</li> <li>• An increase in walking and cycling levels will reduce congestion. This will encourage economic growth in Worcester.</li> <li>• An active workforce will lead to reduced sickness and absenteeism.</li> <li>• Residents, particularly in north Worcester will be able to access employment opportunities on either side of the river more easily. For example, cycle and pedestrian journeys from north west Worcester to large employment and retail areas in Blackpole and Brickfields will be largely off road via Kepax bridge and the canal.</li> </ul>
----------------	--

<p><b>Environment</b></p>	<ul style="list-style-type: none"> <li>• Improvement in walking and cycling infrastructure, resulting in an uplift in use of active modes across north Worcester.</li> <li>• This in turn will result in a reduction in congestion and noise and an improvement in local air quality.</li> <li>• The east side of the bridge lands within Gheluvelt Park, which was historically a water filtration works and therefore the ground conditions are currently regarded as suspect until a full ground investigation is carried out.</li> <li>• The west landing point sits within the boundary of the old Kepax Landfill site. The landfill site was capped in 1985, however due to complaints during the capping operation, the thickness of the clay cap is expected to be circa 2 inches (55 mm).</li> <li>• The proposed scheme area is within Environment Agency flood zone 3 (the 1 in 100 year fluvial floodplain). Both the River Severn and the Barbourne Brook are designated as ‘main river’, however the implementation of the bridge is thought to have minimal impact on current fluvial flood risk.</li> <li>• Pollution during the construction phase of the scheme will be mitigated through the employment of a CEMP and standard best practice measures being implemented.</li> <li>• Further ecological studies are required to describe the likely impact and appropriate mitigation will be developed.</li> </ul>
<p><b>Social</b></p>	<ul style="list-style-type: none"> <li>• Provision of a new bridge across the river will reduce severance. Currently, residents in north Worcester who wish to make east-west movements must first travel to the centre of Worcester to Sabrina bridge, which is approximately 1 mile south.</li> <li>• Additional walking and cycling links will improve accessibility across north Worcester.</li> <li>• Improved access to green space, in particular a Green Flag Park (Gheluvelt Park).</li> <li>• Increased use of active modes will improve physical and mental health and should reduce absenteeism.</li> <li>• Journey quality will be improved by the provision of new infrastructure and wider links.</li> <li>• The bridge will be lit in order to ensure security of users but will also be sympathetic to any local wildlife.</li> </ul>

**10. Financial Case – Affordability & Risk:** *(Please append supporting documents and evidence as required)*

*Provide brief bullet point summary of the Financial Case for the scheme, including development, construction and*

*ongoing costs*

The Financial Case must include information on risk allowances and cost overruns. This will be completed as the scheme progresses, and once funding sources have been confirmed.

**11. The Economic Case – Value for Money** *(Please append supporting value for money report)*

*Provide a brief summary of the costs and benefits of the scheme*

The most up to date costs (included some nominal maintenance costs) and average Diglis Bridge demand figures (felt to be an appropriate benchmark) were used to calculate the potential Value for Money of the Kepax scheme.

66% Optimism Bias has been applied to the costs of constructing the bridge. 44% Optimism Bias has been applied to all other costs, including improvements to the wider network, preparation and design. These levels of Optimism Bias are recommended in WebTAG Unit A1.2.

The resultant BCR for the scheme is found to be **1.7**, which represents **medium** value for money.

In addition to the main Value for Money Statement, a sensitivity test has been undertaken. Traditional appraisal techniques are used to determine the demand for Kepax Bridge and the access path, without provision of any wider improvements. This discounts the option of a riverside circular walk, and value for money of the scheme is therefore determined only by east-west movements across the river.

Results of the sensitivity test are summarised in Table 5 below.

Scenario	Kepax scheme including:	Cost (2019, millions)	PVC (2010) (millions)	PVB (2010) (millions)	BCR
	<ul style="list-style-type: none"><li>• Kepax Bridge and Kepax site access</li><li>• Maintenance</li><li>• Proposed wider improvements</li><li>• Diglis bridge demand</li></ul>	£8.9	£9.115	£15.506	1.7
Sensitivity test 1	<ul style="list-style-type: none"><li>• Kepax Bridge and Kepax site access</li><li>• Maintenance</li><li>• Kepax forecast demand</li></ul>	£7.289	£7.749	£3.582	0.5
Sensitivity test 2	<ul style="list-style-type: none"><li>• Kepax Bridge and Kepax site access</li><li>• Maintenance</li><li>• Proposed wider improvements</li><li>• Kepax forecast demand</li></ul>	£8.78	£9.115	£3.582	0.4

*Table 5: Scheme BCR and sensitivity test*

Sensitivity testing indicates that provision of the bridge and access path only (no wider improvements) could result in a BCR of 0.5 (based on a cost of £7.3 million (2019 prices)).

The BCR figures support implementation of the full scheme despite the higher cost implications. Delivering the full scheme results in the full benefits being realised. Provision of the bridge and access path in isolation result in more modest benefits being realised.

It is important to note that the benefits derived from the DfT Active Mode Toolkit are sensitive to

increased costs and reduced demand. Once scheme design and costs have been refined, the BCR can be refreshed.

In terms of wider benefits produced by the scheme, if day visitors to Worcester increase by 1% there will be an additional gross annual visitor expenditure of over £690,000 and the creation of 17 new tourism jobs. Construction of the scheme will create 182 FTE jobs and result in a GVA uplift of £6,819,943 (2019 prices).

Please refer to Annex 3 for the supporting Value for Money report.

## **12. The Commercial Case: (Please append supporting documents and evidence as required)**

*Provide a summary of the proposed procurement strategy that will be used to achieve construction of the project*

The absolute procurement avenue is to be determined, the options available are design and build (D&B), or design and then build. Design then build would involve early contractor involvement and use of our professional services contract for progression of design work to enable the preparation of all planning documentation.

Worcestershire County Council has an Infrastructure Engineering Term Contract (IETC) to deliver highway improvement and civil engineering projects. This project, which has an estimated civil engineering works value of circa £5m, falls firmly within the nature and scope of projects for which this IETC contract is intended.

The contractor, being a term contractor, is familiar with the Council's aims and objectives, the Local Transport Plan and the Worcestershire Economic Plan and works collaboratively to achieve those goals.

The IETC is an NEC4 Engineering and Construction Contract, with main Option C Target Cost. This contract is designed to deal effectively with risk by using contractor experience early in projects to mitigate risk and allocate it to the party most able to control it. This directly and beneficially affects outturn costs and the programme. An extract from the IETC contract describing what is expected from ECI is reproduced at the end of this Commercial Case section.

The IETC contract is in place and is with a single supplier tendered in compliance with the Public Contract Regulations and EU Directives.

Target Prices are derived using tendered prices and a basket of Labour, Equipment and Materials rates. This basket of prices is benchmarked against prices and inflation indices agreed at the outset of the contract to ensure they remain competitive and maintain cost-effective pricing. Contract performance is driven by KPIs. The Contractor's Share is 50% below 110%, which means that the employer's liability is limited to 5% above target prices and both the Employer and Contractor equally share gains below 100%. Cost control is therefore incentivised. For each project under the IETC, an Individual Project Integrated Management System (IMS) Plan is prepared by our contractor and reviewed and accepted by Worcestershire County Council's Scheme Project Manager. This details the significant site risks, that are best controlled by the Contractor, which typically include:

- Services including Temporary Electrical Installation
- Traffic Routes and Vehicle/Pedestrian Segregation
- Storage of Hazardous Materials
- Hazard Risk Register

- Reducing Noise and Vibration
- Using Hazardous Materials & Monitoring Health
- Dealing with Contaminated Land
- Removal of Asbestos
- Work on Excavations and Work where there are Poor Ground Conditions
- Work on or Near Water where there is a Risk of Drowning
- Accommodating Adjacent Land Use
- Removal of Waste
- Delivery & Removal of Materials and Work Equipment

*Extract from A5.09 Scope - Appendix 09 - Early Contractor Involvement (ECI) in the IETC Contract:*

### **Early Contractor Involvement (ECI)**

Early Contractor Involvement (ECI) involves the creation of a Contractor/Consultant/Client team, led by the Project Manager, which caters for the consideration of buildability and value issues earlier in the design process, leading to shorter construction periods and reduced impacts during construction.

The benefit of ECI is that it utilises contractors' unique understanding of construction processes to optimise the design and delivery process. The difference is, as the name implies, that ECI involves the contractor far earlier. With ECI, the contractor joins the team early and is involved with planning, assessing buildability, cost estimating and value engineering.

ECI is the key to ensuring both programme and cost certainty for WCC. The Contractor is expected to be involved in a project as early as possible. A strong team ethos is critical in producing the most cost-efficient project.

The goal of ECI is to provide the possibility for forecasting project results with more certainty. It should prepare all parties to jointly solve problems, address unknowns in difficult environments and avoid or resolve conflicts more effectively.

Range of benefits gained by participating in ECI

- Early creation of delivery team
- More scope for innovation
- More flexibility and better value
- Integrated and incentivised supply chain
- Improved risk management with fair allocation of risks
- Improved Health and Safety
- Shorter construction periods and reduced impacts during construction
- Maintaining a competitive and sustainable supply chain
- Clear points of responsibility, no unnecessary layers of supervision
- Good and appropriate quality of design to meet project objectives
- Partnership approach and team ethos based on long-term relationships
- Performance measurement with continual improvement targets
- Improved communications and liaison with the key stakeholders during consultation and construction

**13. The Management Case – Delivery:** *(Please append supporting documents and evidence as*

required)

### 13.1 Development and Construction milestones

- Feasibility and Strategic Outline Business Case - Present – Winter 2019
- Design Development: Autumn 2019 – Autumn 2020
- Planning application Submission: Summer 2020
- Land and Legal Agreements: Winter 2019 – Summer 2020
- Planning application determined: Winter 2020/21
- Procure Construction Contract: Winter 2019 – Autumn 2020
- Final Cabinet Approval: Spring 2021
- Award construction contract: Spring/Summer 2021
- Start on Site: Summer 2021

Details taken from the overall strategic programme as detailed in Annex 5.

### 13.2 Previous delivery performance

WCC has considerable experience of:

- Delivering major transport schemes on time and on budget;
- Successfully obtaining consents for major infrastructure schemes;
- Developing and maintaining good working relationship with key partners and stakeholders; and
- Internal resourcing and governance requirements for major schemes.

Previous bridge schemes successfully delivered by WCC include:

- Eastham Bridge (£2.5 million) – Grade II listed Eastham Bridge collapsed in May 2016 after one of the bridge piers was victim of scour.
  - Two pairs of steel beams, 33m (108ft) long and weighing 84 tonnes, were lifted across the river as part of the new bridge's construction.
  - The bridge reopened to traffic in April 2017 and construction was fully completed in September 2017.
- Hoobrook Link Road (£8 million) - The Hoobrook Link Road is situated within the South Kidderminster Enterprise Park which is one of Worcestershire's Local Enterprise Partnership's (WLEP) Strategic Employment sites.
  - Pre-existing traffic congestion was a barrier to economic growth in the immediate and wider Kidderminster area.
  - The new link road provides improved access, connects two key employment corridors, promotes much needed economic growth and relieves traffic congestion.
- Diglis Bridge - Single span cable stayed bridge over the River Severn to the south of Worcester City which has opened up the riverside. The structure is seen as a success as the current usage is higher than anticipated at construction.
- Broomhall Way - Delivery of new footbridge over Broomhall Way to connect a new development to St Peters and local services.

--

**14. Statutory Powers and Consents:** *(Please append supporting documents and evidence as required)*

*Please list separately each statutory power / consent required.*

In advance of construction, the following consents will need to be granted:

- Full Planning Consent
- Environment Agency Consent
- Fields in Trust Consent

In addition to the above, the following may be required in relation to access and wider links:

- Traffic Regulation Orders
- Compulsory Purchase Orders
- Creation of Rights of Way

Relevant timescales have been incorporated into the bridge programme.

**15. Governance:** *(Please append supporting documents and evidence as required)*

*Provide a summary of the proposed organisation of the project*

The project management for the major scheme is based on the structure and processes that have been successfully applied by WCC on other major schemes, for example on the Worcester Southern Link Road and is illustrated on Figure 4.

A38 Corridor Major Scheme  
High Level Project Organogram

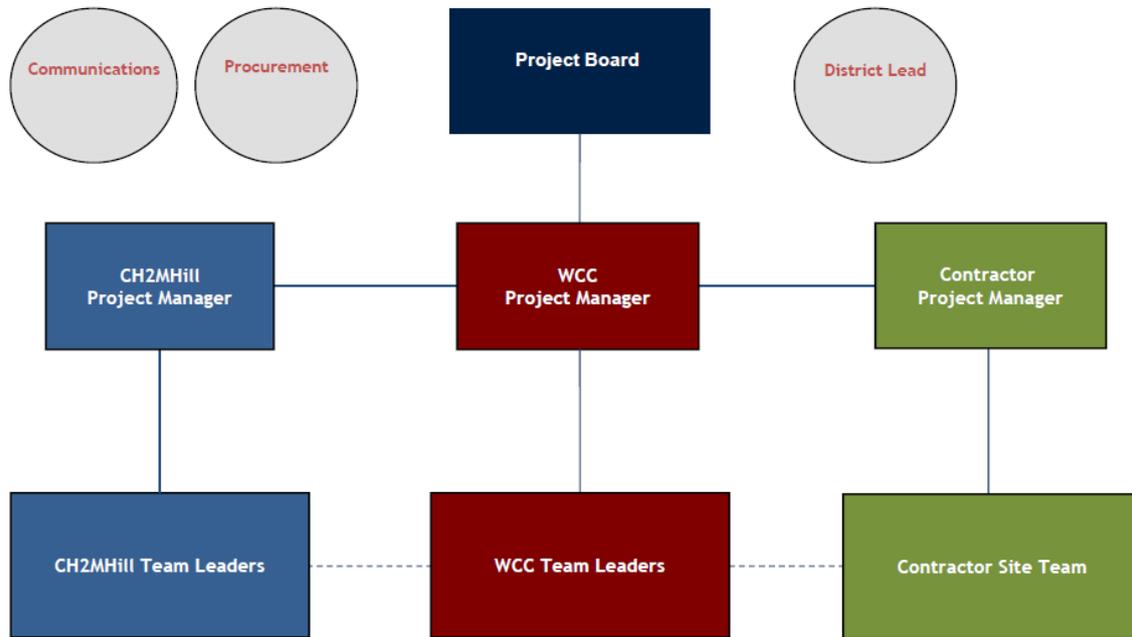


Figure 4: Project Structure

The structure is based on PRINCE2 principles and the Project Management Handbook for Local Authorities, Version 5: Programme, Project and Change Management. It also considers the Office of Government Commerce (OGC) guidelines for delivering projects. Specific attention has been given to governance, to provide a clearly defined structure for the role of the Cabinet, Project Board, Project Manager and Project Teams. Specific attention has been given to Governance, to provide a clearly defined structure for the role of the cabinet, project board and project team.

Worcestershire County Council's Cabinet has ultimate authority for the project. The Cabinet meets on a monthly basis.

The scheme will be overseen by a Project Board. Membership of the Project Board is summarised in Table 6. The Project Board will meet at key milestones throughout the life of the project to ensure Project Assurance objectives are met. The Project Board will also specifically meet at key milestones during the project, tying in with their role in procurement, design and financial approval in the next stages of the project.

Name	Organisation	Role
Rachel Hill	WCC	Member / Senior Responsible Officer
Lynsey Keir	WCC	Member/Project Office
Andy Maginnis	WCC	Member
Nick Twaite	WCC	Member / Procurement and Contract
Kristy Thomas	WCC	Member / Land and Waste
Richard Woodward	WCC	Member / Land and Waste
Sophia Geoghegan	WCC	Project Support
Nick Kay	Worcester City Council	Member / Partner

Anthony Rich	Jacobs (Seconded)	Member / WCC Project Manager
Martyn Booth	Jacobs	Member/Consultant Project Manager

*Table 6: Project Board Membership*

The Senior Responsible Officer is Rachel Hill. The role of the Senior Responsible Officer is to lead the management and delivery teams and provide the interface with the executive team.

**16. Risk Management:** *( Please append supporting documents and evidence as required)*

*Provide a brief summary of the proposed Risk Management Strategy outlining how risks will be managed and referencing the Risk Register*

Annex 7 details the Qualitative Risk Register for the project. The main risk as of 20<sup>th</sup> September 2019 is:

- Unknown Ground Condition, requiring extensive ground improvements and increased foundations – Ground Investigation are programmed for the 7<sup>th</sup> October 2019 to both east and west of the river.

A full Quantified Risk Assessment (QRA) will be progressed and presented within the FBC.

**17. Stakeholder Management:** *(Please append supporting documents and evidence as required)*

*Provide a brief summary of your strategy for managing stakeholders*

Key stakeholders have been engaged at a strategic level though a range of previous wider engagement activities, in particular, as part of the development of the fourth Local Transport Plans (LTP4).

As the project progresses this will be worked up into a detailed Stakeholder Management and Engagement Plan. The Plan will outline a process for engagement which will help to:

- Increase the number of stakeholders aware of the proposals and allow them early opportunity to comment so that any reasonable requests for mitigation measures can be considered at an appropriate time
- Ensure that the need for the scheme and the expected benefits are understood within the context of wider improvements – this will be achieved through managing key messages effectively
- Promote advocacy for the proposals from key external stakeholders
- Ensure users and residents are aware of any planned disruption as a result of the works, in good time to be able to plan alternative travel if necessary, and within the context of the wider improvements;
- Ensure that there is an opportunity for stakeholders to feedback about the effectiveness of the implementation of the major scheme. This will serve to provide one of the baseline measurements required to determine the success of the project post-delivery and will also help underpin any future funding applications for further phases.

It will be vitally important to keep all relevant parties informed about the progress of the project, in a timely and appropriate manner that is suitable for their level of involvement.

The Plan will also cover in detail who the stakeholders are and also which communication channels will be used to most effectively communicate with them.

The key stakeholders fall into a number of categories, as follows:

- **Project Partners** - stakeholders who have a high level of both influence and interest in the scheme and ultimately have the ability to decide whether it goes ahead. This includes those organisations who hold the funding, those who will approve the spending and those that will ultimately approve any statutory process.
- **Key consultees** – stakeholders who are directly affected and likely to have strong views or have the ability to significantly influence either the design of the scheme or the approvals process. The Major Scheme could go ahead without the agreement of these stakeholders, but if they do not input or their support is not secured there could be cost or programme implications.
- **Wider community** – These stakeholders may not be directly impacted by the scheme but are likely to take a broader interest and would appreciate regular communication.

The Stakeholder Management and Engagement Plan will be developed further as part of the Business Case.

#### **18. Benefits Realisation, Monitoring and Evaluation:** *(Please append supporting documents and evidence as required)*

WCC's commitment to monitor and evaluate the impact of the major scheme once implemented is based on WebTAG guidance to bidders for major transport schemes. The guidance requests details on the likely benefits and how they will be measured and reported. It is proposed that this will broadly follow the 'standard monitoring' approach set out in the 'Monitoring and Evaluation Framework for Local Authority Major Schemes', although this effort will be adjusted accordingly, to be appropriate, proportionate and cost effective. "Standard monitoring" should include measures covering inputs, outputs, outcomes and impacts of the scheme.

For the purposes of this scheme, it is proposed to consider the following questions:

- Was the scheme delivered to cost and timescale?
- Has the scheme delivered the type and scale of benefits forecast? As outlined in Section 3.4
- Has the scheme delivered the desired outcomes, including increased tourism and job creation?
- What lessons can be learnt to help shape future investment strategies for the County?

#### **Costs and Delivery**

The scheme build would be monitored, covering procurement, achievement of timescale and key milestones, risk outcomes, and stakeholder feedback. The actual scheme as delivered would be assessed, including success of the design and materials used. Outturn costs will be compared to forecasts and on-going maintenance costs, ensuring the scheme remains affordable and

demonstrates value for money. This could include indicative outturn BCR based on final costs and benefits outcomes.

### Benefits, Impacts and Monitoring

As no link currently exists over the River Severn in the Kepax area, 'before' monitoring at this location would yield a nil result. Instead, it will be necessary to understand the level of abstraction from existing alternative bridge crossings (specifically, the Sabrina Bridge to the south) to clarify how much 'new' demand the construction of a bridge at Kepax would release. It is recommended that any new bridge is fitted with permanent walking and cycling traffic counters, so that monitoring can be undertaken on all east-west movements in the area, to understand changes to uplift in demand. Comprehensive monitoring should be undertaken 1 year before scheme opening, 1 year after scheme opening, and five years after scheme opening for a single calendar month (June may be the most appropriate for this) as a minimum, but continuous monitoring would be far preferable to understand the pattern of demand throughout the year. Funding should be set aside from the construction funding to allow for this essential monitoring to take place. The results of this monitoring should be prepared in a short report and made available to the Project Office for scrutiny and for use in evidencing delivery of benefits to project funders.

It may be appropriate to use a specialist benefits management tool for active travel, to quantify the socio-economic benefits that have been derived from investment.

In addition to monitoring the use of Kepax Bridge, impact on wider objectives will also be monitored as outlined in the Table below:

Overarching Objective	Delivery of objective	Data collection	Timescales
Mode shift to walking and cycling	<ul style="list-style-type: none"> <li>Provision of new bridge and improved walking and cycling connections</li> <li>Improved safety for pedestrians and cyclists</li> <li>Better east west connections in north Worcester</li> <li></li> </ul>	<ul style="list-style-type: none"> <li>Pedestrian and cycle counts               <ul style="list-style-type: none"> <li>On bridge</li> <li>On NCN 45</li> <li>On NCN 46</li> <li>Along riverside</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Annually</li> </ul>
Increase visitor numbers	<ul style="list-style-type: none"> <li>Creation of riverside loop in north Worcester</li> <li>Improved access to Gheluvelt Park and green fields to west</li> <li>Increased visitor numbers to local attractions such as Environmental Pumphouse and Racecourse</li> </ul>	<ul style="list-style-type: none"> <li>Business visitor numbers</li> <li>Riverside pedestrian and cycle counts</li> </ul>	<ul style="list-style-type: none"> <li>To tie in with reviews of visitor economy</li> </ul>

Increased transport resilience	<ul style="list-style-type: none"> <li>Use of Kepax Bridge and parallel use of Sabrina and Diglis Bridge</li> </ul>	<ul style="list-style-type: none"> <li>Pedestrian and cycle counts</li> </ul>	<ul style="list-style-type: none"> <li>Annually</li> </ul>
Improved public realm	<ul style="list-style-type: none"> <li>Appropriate signage, street furniture and paving palette choice.</li> <li>Increased visitor dwell times (e.g. in Gheluvelt Park)</li> </ul>	<ul style="list-style-type: none"> <li>Satisfaction survey</li> </ul>	<ul style="list-style-type: none"> <li>One year after opening</li> </ul>

*Table 7: Monitoring against objectives*

**19. Equality Analysis:** *Please append supporting documents and evidence as required*

An Equality Impact Assessment (EIA) was carried out for the LTP4 in 2016, as per Worcestershire County Council's standard template. This is included within Annex 8.

A specific EIA will be produced if the scheme requires an Outline Business Case, this is dependent on the funding of the bridge.

**20. Senior Responsible Owner DECLARATION**

As Senior Responsible Owner for Kepax Bridge I hereby submit this request for funding consideration to the Worcestershire Local Transport Body.

Name:

Signed:

Position:

**21. Contact Details for Further Enquiries**

Lead Contact:

Position:

Telephone Number:

Email:

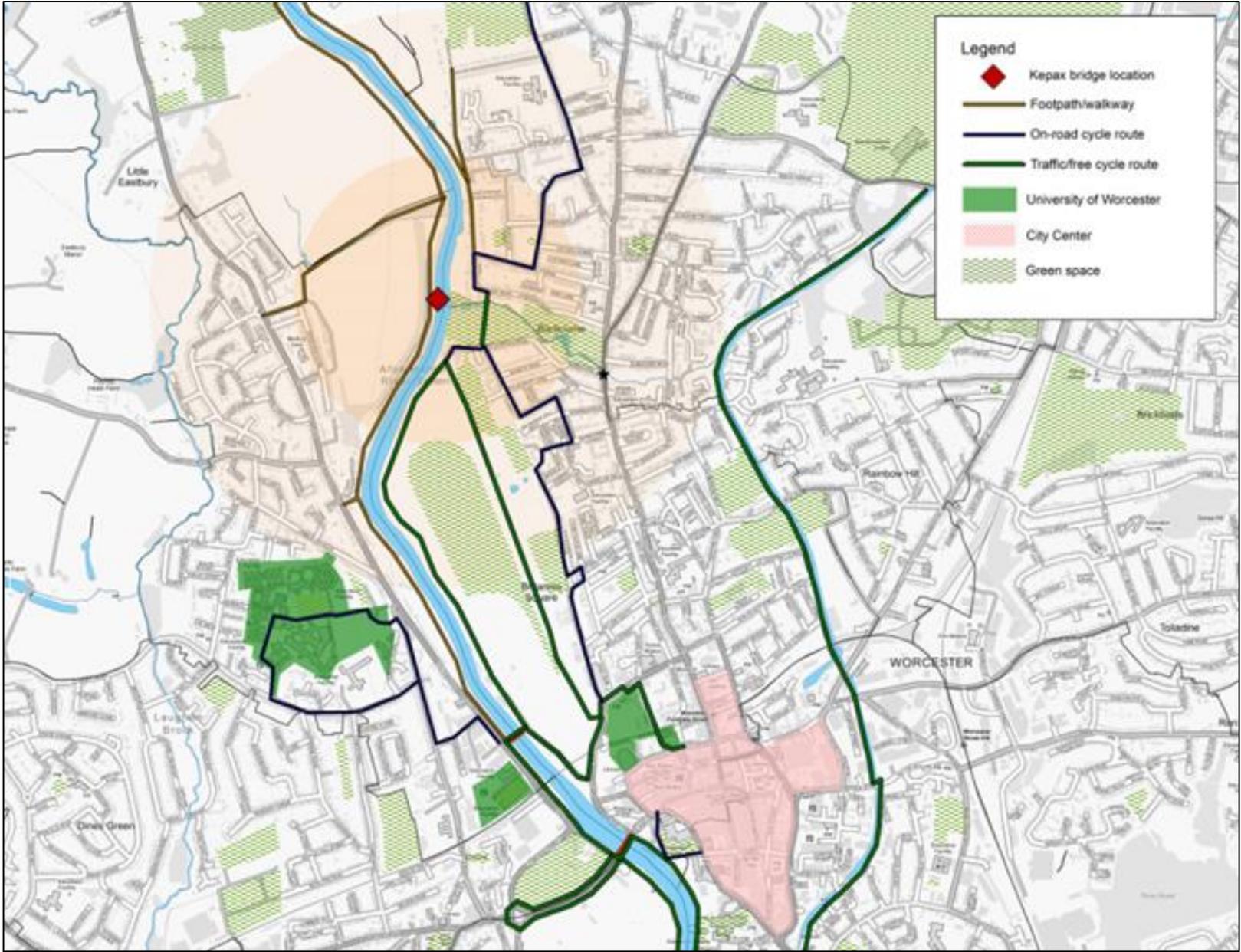
Alternative Contact:

Position:

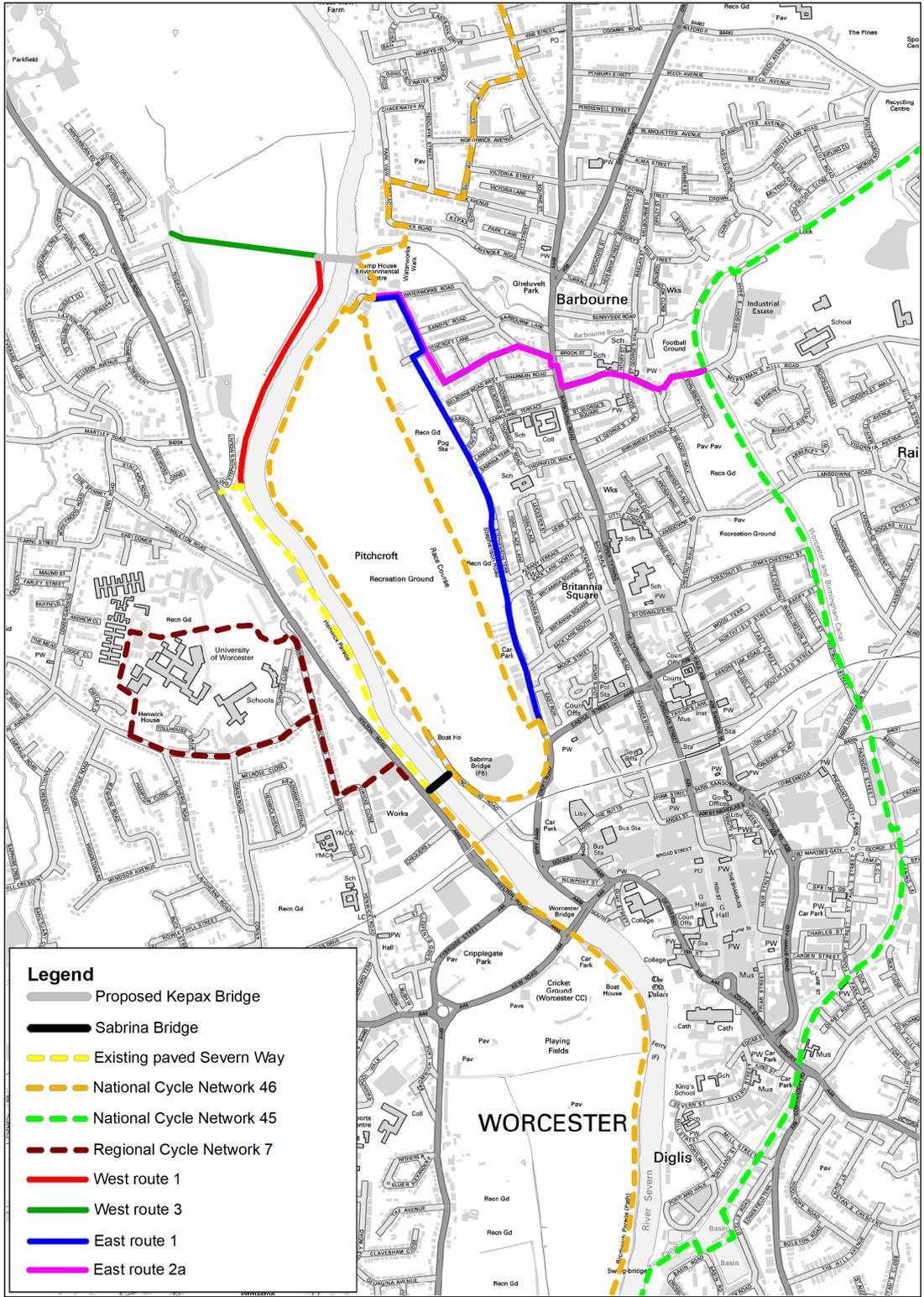
Telephone Number:

Email	
-------	--

DRAFT



This page is intentionally left blank



This page is intentionally left blank

7th Floor, 2 Colmore Square  
38 Colmore Circus, Queensway  
Birmingham, B4 6BN  
United Kingdom  
T +44 (0)121 237 4000  
F +44 (0)121 237 4001  
www.jacobs.com

---

**Subject**            **Kepax Bridge Demand and Economics  
Annex 3 to SOBC**

**Attention**        Worcestershire County Council

**From**             Victoria Edge

**Date**             September 2019

**Copies to**        Worcestershire County Council

---

## 1 Introduction

Worcestershire County Council (WCC) is working in partnership with Worcester City Council in the delivery of a new pedestrian and cycle bridge across the River Severn in Worcester from Gheluvelt Park to the Kepax site in St Johns. Improvements to the existing adjoining walking and cycling network will connect residents to leisure, employment and education opportunities via the new bridge and will reduce severance across the river.

A step change in the levels of walking and cycling in north Worcester will be facilitated and opportunities for riverside leisure walks and access to a Green Flag Park will be enhanced. The increased leisure and tourism opportunities will increase visitor spending in the area and increase the number of jobs offered in this sector.

Provision of the bridge and improvement of wider links is hereafter referred to as the scheme.

This note presents the methodology and assumptions that have been adopted to assess the potential demand and economic impacts of Kepax Bridge in Worcester, and wider improvements to pedestrian and cycle links. Through desk-top based analysis and use of Diglis Bridge demand as a benchmark, the economic impacts associated with the scheme will be captured through the following indicators; active mode related impacts and other wider benefits.

The note sets out the following:

- Section 1 – Introduction: This section outlines the purpose and structure of this document.
- Section 2 – The Scheme: This section gives a summary of the scheme, including estimated costs.
- Section 3 – Diglis Demand: Diglis Bridge in the south of Worcester has been used as a benchmark for the scheme.
- Section 4 – Modelling Approach: As part of the proposals, there will be an increase in individuals walking and cycling. This section presents the monetary health benefits associated with an increase in active modes.
- Section 5 – Value for Money Statement: Presenting the BCR for the scheme.

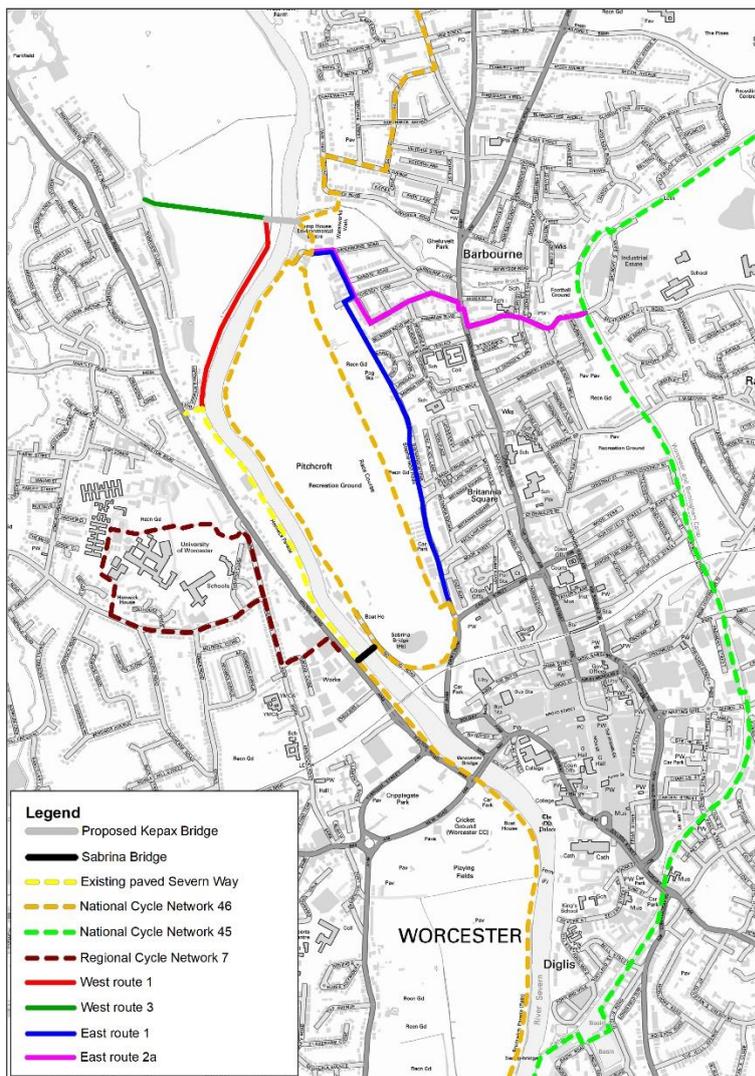
- Section 6 – Wider Economic Impacts: As a result of the scheme, various economic benefits such as increased expenditure, leisure jobs and GVA will materialise. These impacts and their derivations are presented in this chapter.
- Section 7 – Summary of the results.
- Appendix 1 – Sensitivity test: Presents the demand and economics in relation to provision of the bridge and access path only, with no wider improvements to create a riverside loop. Census journey to work information, leisure and education trips have been considered.

## 2 The Scheme

Kepax Bridge will be provided between Gheluvlet Park on the east side of the river, and the Kepax site to the west of the river. The scheme comprises of a number of improvements to the wider cycling and pedestrian network to connect residents to employment, education and leisure opportunities. The wider improvements will also provide a riverside loop in the north of Worcester.

These improvements include the following:

- A new access path provided over the Kepax site, linking the new bridge to Hallow Road (West Route 3).
- Improve the existing Severn Way path to the south of the bridge location to where it meets the existing paved section by the A443 link (West Route 1).
- Improvements to a route to the east of the river from Gheluvlet Park to the City Centre (East Route 1).
- Providing pedestrian/cycle links from the bridge to NCN45 (East Route 2a.)



**Figure 2.1: Proposed scheme**

**2.1 LTP4**

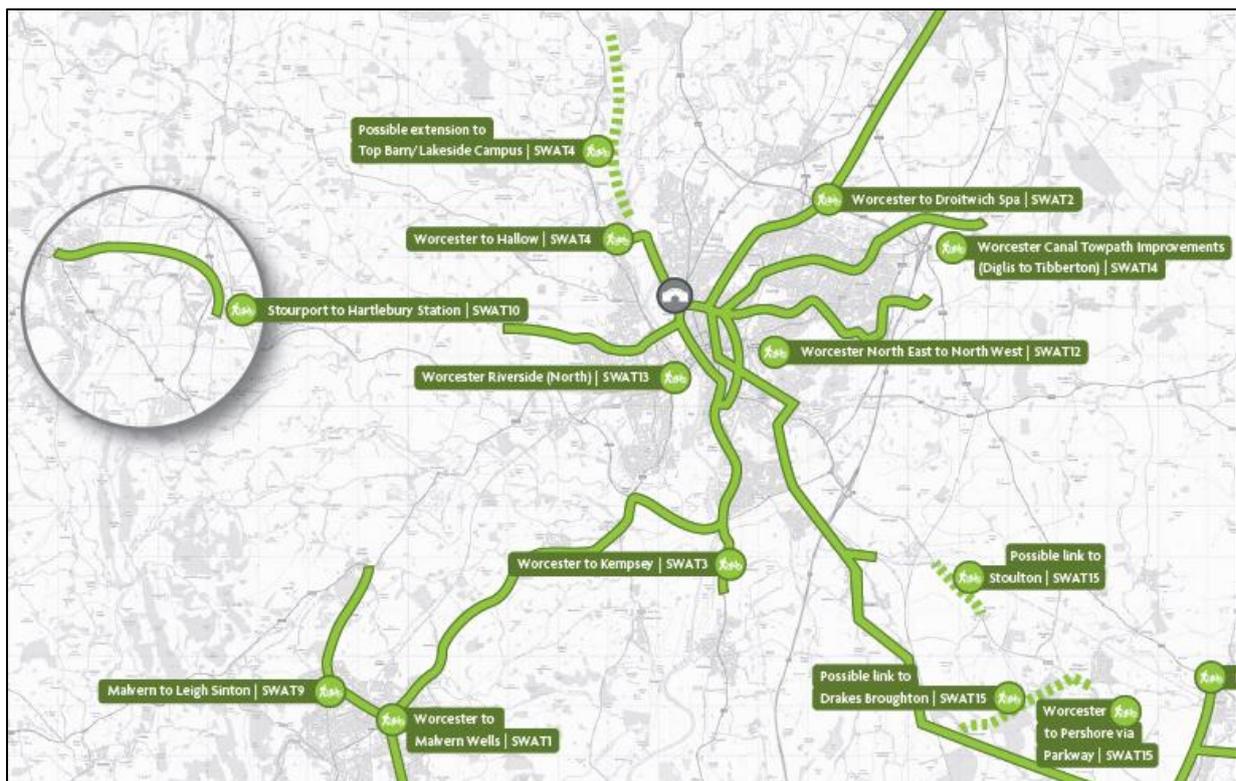
The LTP4 for Worcestershire covers the period 2018 to 2030 and sets out the issues and priorities for investment in transport infrastructure, technology and services to support travel by all relevant modes of transport.

Strategic Transport Schemes include ‘Active Travel Corridors’ which involve systemic investment in walking and cycling links along corridors to create a safe, comprehensive, integrated network linking residential areas with key trip attractors.

In South Worcestershire, Strategic Active Travel Corridor Schemes that require Kepax Bridge include:

- SWAT12 - Worcester North East - North West Active Travel Corridor (Lower Broadheath to Worcester Six, via new river bridge); and
- SWAT13 - Worcester River Severn Active Travel Corridor (Sabrina Bridge to Kepax).

The location of Kepax Bridge is presented in LTP4 in relation to the other Strategic Active Travel Corridor Schemes in South Worcestershire.



**Figure 2.2: Extract from LTP4 (page 44)**

**2.2 Costs**

**2.2.1 Construction Costs**

Costs of the bridge construction have been developed and are presented below. The costings are based on previous/similar schemes of the same construction and of similar span. The costs are subject to the results of any further investigations required. They are based on desk-based research and more detailed assessment is required to confirm these figures.

Any text on costs for wider links here.

	Cost
Preparation	£296,938
Design	£477,376
Bridge construction	£5,945,495
Access path cost <sup>1</sup>	£569,595
Wider improvements <sup>2</sup>	£1,490,627
<b>Total</b>	<b>£8,780,031</b>

**Table 2-1: Estimated Costs (2019 prices)**

The access path is a path over the Kepax site directly linking the bridge to the local residential area. Wider improvements include improvements to the Severn Way on the west of the river to create a riverside loop and connections to the canal network, NCN45 and NCN46 to the east. Refer to Figure 2.1 for more information.

The costs in Table 2.1 do not include optimum bias. This is applied within the Economic Assessment only.

### 2.2.2 Maintenance costs

The annual maintenance budget for the structure will depend on the ultimate chosen design of the structure. Potential costs associated with a cable stayed bridge have been included within the economic assessment and are presented in the table below:

Maintenance	Estimated Cost	Frequency	Notes
Principal Inspection	£15,000	6 years	Roped Access Inspection required
General Inspection	£1,000	2 years	
Graffiti Removal	£500	Yearly	Gang to attend site multiple times a year
Steelwork Painting	£400,000	30 years	Dependant on Bridge Type, potentially to have higher painting costs due to larger surface area. Specialist Access Team required, dependant on design substantial scaffolding may be required.

**Table 2-2: Estimated Maintenance Costs (2019 prices)**

<sup>1</sup> Presented as West Route 3 in Figure 2.1

<sup>2</sup> Includes West Route 1, East Route 1 and East Route 2a in Figure 2.1

### 3 Diglis Demand

#### 3.1 Diglis as a Benchmark

Diglis Bridge opened in July 2010, having cost £1.8 million to construct<sup>3</sup>, (reportedly £3.5 million in total). It is a shared use bridge over the River Severn in Worcester, built to increase connectivity for pedestrians and cycle users in the south of Worcester. It creates a circular cycle path between Worcester’s main Sabrina Bridge and the Diglis Locks.

In order to determine demand for the scheme, and economic benefits which may be realised, Diglis Bridge has been used as a benchmark. Diglis Bridge is approximately two kilometres south of Worcester City Centre; Kepax Bridge will be a similar distance from the city centre, but to the north.

Diglis Bridge was developed as part of a wider Sustrans Connect2 programme, funded through the BIG Lottery. Provision of a the Kepax scheme, including a new bridge and improvements to wider links will extend the traffic-free network in the north of the city, linking to employment, leisure and education. Additionally, wider improvements will link to the National and Regional Cycle Networks across the city radiating from Kepax Bridge, and will include including new surfacing, improved crossings, lighting and signing.

#### 3.2 Diglis Bridge Demand

Sustrans was responsible for surveying the area and making demand estimations pre-construction and monitoring post-construction. In 2012 Sustrans released a Route User Intercept Survey which gave the levels of demand in 2009 and 2011. Also, the council performed a pedestrian count during 2018. The pedestrian counts in 2018 provided by the council are based on an average daily demand for each month. The demand figures are summarised in the table below.

Year	Daily average pedestrian	Daily average cyclists	Annual pedestrian	Annual cycle
2018	887	170	323,937	61,692
2011	795	387	290,470	141,397
<i>Average (2011 – 2018)</i>	<i>841</i>	<i>279</i>	<i>306,965</i>	<i>101,835</i>
2009 (initial forecast)	56	27	20,696	10,091

**Table 3-1: Demand for Diglis Bridge (source: Route Intercept Survey Report – Connect2, 2012)**

The reason for the decrease in daily average cyclists between 2011 and 2018 is not known, and therefore an average of the two figures is used for the economic assessment.

Users of Diglis Bridge were interviewed during four 12-hour survey periods (month of October); a school-holiday weekday, a school-holiday weekend day, a term-time weekday and a term-time weekend day. The total number of route users counted over the four-day survey period was 708 with 87 people interviewed in 2009 and 3,051 with 159 people interviewed in 2011.

The trip purpose split derived from the 2011 interception survey is shown in the following table:

Trip purpose	Percentage (2011)
Commuting	13.30%
Education	0.00%

<sup>3</sup> <https://www.gov.uk/government/case-studies/new-cyclist-and-pedestrian-bridge-diglis-bridge-worcester>

Shopping	8.20%
Personal Business	0.30%
Leisure	70.50%
Other	7.70%

***Table 3-2: Trip purpose of users of Diglis Bridge***

## 4 Modelling Approach

The scheme has been assessed as a single package of investment using the DfT’s Active Mode Appraisal Toolkit, 2019. The DfT’s Active Mode Appraisal Toolkit covers a range of economic, environmental and social impacts. These are summarised in the table below.

Impact	Benefit Estimated
Physical Activity	Yes
Absenteeism	Yes
Accident benefits	Yes
Environmental benefits	Partially included. As study area is defined as ‘Other Urban’, WebTAG does not allow air quality benefits to be included.
Decongestion and indirect tax	Yes
Journey quality	Yes – WebTAG Data Book values used to define impact on journey quality (Unit A 4.1.6 for cyclists and A 4.1.7 for pedestrians).

**Table 4-1: Impacts Assessed for active mode components of the Kepax Bridge scheme**

### 4.1 Key Assumptions

#### 4.1.1 Journey Quality Assumptions

WebTAG Data Book Unit A 4.1.6 has been used to assess the value of journey quality impacts to cyclists. The value for ‘off-road segregated cycle lane’ has been used as a benchmark for the journey quality impact as the bridge and riverside loop will be off road. This is valued at 7.03 pence per minute, as shown in Table 5.1.

<b>Table 4.1.6: Value of journey ambience benefit of cycle facilities relative to no facilities (2010 prices &amp; 2010 values)</b>		
<b>Scheme type</b>	<b>Value p/min</b>	<b>Source</b>
Off-road segregated cycle track	7.03	Hopkinson & Wardman (1996)
On-road segregated cycle lane	2.99	Hopkinson & Wardman (1996)
On-road non-segregated cycle lane	2.97	Wardman <i>et al.</i> (1997)
Wider lane	1.81	Hopkinson & Wardman (1996)
Shared bus lane	0.77	Hopkinson & Wardman (1996)
	<b>pence</b>	
Secure cycle parking facilities	98.14	Wardman <i>et al.</i> (2007)
Changing and shower facilities	20.82	Wardman <i>et al.</i> (2007)

**Table 4-2: WebTAG Unit A 4.1.6**

For pedestrians, WebTAG Data Book Unit A 4.1.7 has been used to assess the value of journey quality impacts. The scheme includes a new river crossing, upgraded segregated paths, dropped kerbs and new bridges. Therefore, the values for ‘street lighting’, ‘kerb level’, ‘crowding’, ‘pavement evenness’ and ‘directional signage’ have been added together to give a journey quality value of 9.6 pence per kilometre for pedestrians.

Table 4.1.7: Values of aspects in pedestrian environment (2010 values and 2010 prices)		
Scheme type	Value p/km	Source
Street lighting	3.7	Heuman (2005)
Kerb level	2.6	Heuman (2005)
Crowding	1.9	Heuman (2005)
Pavement evenness	0.9	Heuman (2005)
Information panels	0.9	Heuman (2005)
Benches	0.5	Heuman (2005)
Directional signage	0.5	Heuman (2005)

Table 4-3: WebTAG Unit A 4.1.7

**4.2 Active Mode Toolkit Assumptions**

In January 2012, Connect2 produced a Route User Intercept Survey Report as part of the Diglis Bridge scheme. Later on, in 2018 another survey was undertaken to estimate the monthly pedestrian and cycle demand. The Active Mode Toolkit assumptions are largely based these demand figures.

The key assumptions adopted for this assessment are listed in Table 4.4 below. It is also worth noting that a range of benchmark values are built into the DfT’s Active Mode Appraisal Toolkit to facilitate the estimation of benefits by different impact categories. These DfT assumptions are visible in the Toolkit.

Table 4.4 outlines a full list of assumptions made for input into the Active Mode Toolkit.

	Modelling criteria	Value	Commentary
Scheme Details	Opening year	2020	Delivery of the scheme can commence in 2020.
	Last year of initial funding	2021	Assumed the scheme delivery (wider links) will be completed by end of 2021.
	Type of area scheme is located	Other urban	As defined in Table A2 of TAG Unit A5.4: Marginal External Costs.
	Decay rate	10%	Scheme benefits assumed to gradually erode over the appraisal period of 20 years, consistent with the central case example outlined in Table B1 of TAG Unit A5.1: Active Mode Appraisal
	Appraisal period	20 years	Strategic interventions which will achieve long term impacts to walking and cycling.  The worked example in the Active Mode TAG Unit taken as the central case.
Do Nothing Scenario	Estimated number of cycle journeys (per day)	27	Based on data from Diglis Bridge, which is used as a benchmark <sup>4</sup> . The nearest bridge to cross the river is currently Sabrina, located 1 mile south of the Kepax site.

<sup>4</sup> Source: Pedestrian and Cyclist Survey 2018, Worcester City Council

			<p>Severn Way south of the bridge crossing currently substandard for pedestrians and cyclists. Other routes for improvement are not well maintained or adequately lit.</p> <p>Therefore, the number of baseline cycle journeys is expected to be low.</p>
	Average. cycle journey length (km)	7 km	<p>Based on a circular route around the River Severn, from Diglis Bridge to Kepax Bridge.</p> <p>As a point of reference, the average length of a cycle ride in the National Travel Survey (West Midlands, 2018, Table NTS9910) is 5.6 km.</p>
	Ave. cycle speed (kph)	15	The Analysis for Cycling Potential: Policy Analysis Research Report states average cycle speed is approximately 15 kph.
	Estimated number of pedestrian journeys (per day)	56	<p>Based on data from Diglis Bridge, which is used as a benchmark<sup>5</sup>. The nearest bridge to cross the river is currently Sabrina, located 1 mile south of the Kepax site.</p> <p>Severn Way south of the bridge crossing currently substandard for pedestrians and cyclists. Other routes for improvement are not well maintained or adequately lit.</p> <p>Therefore, the number of baseline cycle journeys is expected to be low.</p>
	Ave. walk journey length	4 km	<p>Based on a circular route around the River Severn, from the City Centre to Kepax Bridge.</p> <p>As a point of reference, the average length of a walk in the National Travel Survey (West Midlands, 2018, Table NTS9910) is 1 km, or 5.6 km for 'walks over a mile'.</p>
	Ave. walk speed (kph)	5 kph	The British Heart Foundation reports that the average walking pace is 5 kph.
	Estimate for the number of return journeys	100%	Assumption from illustrative case study in WebTAG.
Do Something Scenario	Estimated number of cycle journeys (per day)	279	<p>Based on data from Diglis Bridge (average use of bridge in 2011 and 2018), which is used as a benchmark<sup>3</sup>.</p> <p>Kepax and Diglis bridges are comparable due to their distance from the city centre, the nature of the sites and the opportunities for a leisure</p>

<sup>5</sup> Source: Pedestrian and Cyclist Survey 2018, Worcester City Council

			riverside 'loop'.
	Estimated number of pedestrian journeys (per day)	841	Based on data from Diglis Bridge (average use of bridge in 2011 and 2018), which is used as a benchmark <sup>6</sup> .  Kepax and Diglis bridges are comparable due to their distance from the city centre, the nature of the sites and the opportunities for a leisure riverside 'loop'.
Decongestion Benefit	Proportion of cyclists attracted from car	50%	Census data from the 'north Worcester' area suggests that a significant proportion (around 75%) of travel to work journeys are undertaken by car. WCC believe this accentuates congestion within the city.  Leisure users are unlikely to be abstracted from car, however. As such it is assumed that around a third of pedestrians will be abstracted from car.
	Proportion of pedestrians attracted from car	50%	Census data from the 'north Worcester' area suggests that a significant proportion (around 75%) of travel to work journeys are undertaken by car. WCC believe this accentuates congestion within the city.  Leisure users are unlikely to be abstracted from car, however. As such it is assumed that around a third of pedestrians will be abstracted from car.
Additional information	Background growth	2%	Assumed that due to the improvements to cycling and pedestrian provision in Worcester, generally (NPIF, Active Travel Corridors, PTP etc) there will be some background growth.
	Period of growth	20 years	Assumed that use will continue to grow over the 20-year appraisal period.
	Number of days in analysis period	365 days	Assumed journeys will be undertaken each day of the year as the trip purpose is predominantly leisure.
	Proportion using the scheme to commute	40%	70% of trips across Diglis Bridge were reported to be leisure trips.  Likely to be commuting trips using the wider improvements, such as crossing Barbourne Road to access employment in the east or travelling south along the riverside to the city centre.

**Table 4-4: Key Assumptions (Commuters only)**

<sup>6</sup> Source: Pedestrian and Cyclist Survey 2018, Worcester City Council

## 5 Value for Money Statement

### 5.1 VfM of Kepax Bridge with Diglis Bridge demand

The Value for Money from delivering the scheme is estimated using the most up to date costs and the demand figures for Diglis Bridge, as already outlined in previous sections.

The cost presented in section 2.2 (included some nominal maintenance costs) and average Diglis Demand figures presented in Table 3.1 are used to calculate the potential Value for Money of the scheme.

66% Optimism Bias has been applied to the costs of constructing the bridge. 44% Optimism Bias has been applied to all other costs, including improvements to the wider network, preparation and design. These levels of Optimism Bias are recommended in WebTAG Unit A1.2. The resultant BCR for the scheme is presented below:

Scheme	Cost (000's, 2019)	PVC (000's, 2010)	PVB (000's, 2010)	BCR
<ul style="list-style-type: none"> <li>• Preparation</li> <li>• Design costs</li> <li>• Bridge construction</li> <li>• Wider Network Construction</li> </ul>	£8,780	£9,115	£15,506	<b>1.7</b>

**Table 5-1: Present Value of Costs and Present Value of Benefits in 2010 prices**

The BCR for the scheme with current costs and achieving a similar level of demand to Diglis Bridge is 1.7.

### 5.2 Sensitivity testing

In addition to the main Value for Money Statement, a sensitivity test has been undertaken and is presented as an Appendix to this note. Traditional appraisal techniques are used to determine the demand for Kepax Bridge and the access path, without provision of any wider improvements. This discounts the option of a riverside circular walk, and value for money of the scheme is therefore determined only by east-west movements across the river.

Results of the sensitivity test are summarised in Table 5.1 below.

Scenario	Kepax scheme including:	PVC (2010) (millions)	PVB (2010) (millions)	BCR
	<ul style="list-style-type: none"> <li>• Kepax Bridge and Kepax site access</li> <li>• Maintenance</li> <li>• Proposed wider improvements</li> <li>• Diglis bridge demand</li> </ul>	£9.115	£15.506	1.7
Sensitivity test 1	<ul style="list-style-type: none"> <li>• Kepax Bridge and Kepax site access</li> <li>• Maintenance</li> <li>• Kepax forecast demand</li> </ul>	£7.749	£3.582	0.5
Sensitivity test 2	<ul style="list-style-type: none"> <li>• Kepax Bridge and Kepax site access</li> <li>• Maintenance</li> <li>• Proposed wider improvements</li> <li>• Kepax forecast demand</li> </ul>	£9.115	£3.582	0.4

**Table 5-2: Sensitivity test BCR**

## 6 Wider Economic Impacts

### 6.1 Tourism Expenditure

This section presents an assessment of wider economic impacts which will be created by provision of the scheme. These benefits are in addition to the benefits presented in the previous section: (the active mode travel benefits).

The provision of a new river crossing and wider improvements to walking and cycling links is envisaged to facilitate growth in the visitor economy; an increase in visitor numbers would result in additional visitor expenditure in the local economy. The additional expenditure will facilitate local job creation and additional Gross Value Added as a measure of local economic output.

Analysis is based on data provided in the report “*Strengthening Museums and the Visitors Economy in Worcester*” published by TSE Research in 2014. In order to be robust, only the impacts of the scheme on day domestic visitors is considered. This is a total of 3,650,000 visitors a year. It is assumed that similar to Diglis Bridge, Kepax Bridge will connect different visitor attractors and it will also become an attraction in itself. It is assumed that the scheme could increase the total number of day visitors to Worcester by 1%, resulting in 36,500 additional annual visitors.

The average spends per visitor trip figure suggested in the TSE Research report is of £18.92 (2019 prices). This gives a total additional gross annual visitor expenditure of £690,523.

According to the World Tourism Organisation, there are 20 sub-categories of tourism employment. The average GVA per employee of each of the categories from the ABS Release 2018 results in an average GVA per tourism job of £40,240. From the additional gross annual expenditure and GVA per employee, it can be calculated that the impact of the scheme on the local economy could be the creation of 17 new gross jobs.

The following table summarises the figures and assumptions taken to build the wider economic impacts estimation:

Description	Value
Annual Day Domestic Visitors (2014)	3,650,000
Percentage Increase in visitors after scheme	1.00%
Additional Day Domestic Visitors	36,500
Average expenditure per Day Domestic Visitor (2018 prices)	£18.92
Additional day visitor spends	£690,523
GVA per tourism jobs (2018 prices)	£40,240
New Gross jobs created	17

**Table 6-1: Tourism Performance**

### 6.2 Construction Stage Benefits

This section will present the construction stage impacts related to jobs and GVA that could arise as a result of the construction phase of the proposed scheme. Costs presented in this section are in 2019 prices and include: an estimate of design and preparation fees, bridge construction costs and the cost of wider improvements including the access path.

**6.2.1 Direct job creation**

Job creation resulting directly from the construction phase can be estimated by applying a best practice benchmark of £96,692<sup>7</sup> (2019 prices) per full-time equivalent (FTE) to the construction expenditure of £8,780,031 (2019 prices). Based on the construction expenditure, the project is expected to create 91 FTE jobs during the construction phase.

**6.2.2 Direct GVA**

Direct GVA can be estimated through the application of best practice turnover to GVA benchmarks (2015). Following a turnover-led approach, a turnover to GVA ratio of 0.5 is applied to professional fees of £774,314 (2019 prices) generating a GVA uplift of £387,157 (2019 prices). Adopting a similar approach, a 0.4 turnover to GVA ratio is applied to the construction expenditure, converting £8,005,717 (2019 prices) in construction turnover to £3,202,286 (2019 prices) in GVA uplift. This results in an overall direct GVA uplift of £3,589,444 (2019 prices) for the construction stage.

**6.2.3 Indirect Job Creation**

During the construction phase, indirect job creation will occur through a multiplier effect that impacts on the wider economy in two ways:

- Through increase in expenditure by construction firms within their supply chain; and
- Through increased expenditure in the local area by construction workers, leading to a higher demand for goods and services.

This would eventually lead to a multiplier effect in the local economy as local and supply chain businesses expand to cope with the increased demand. To quantify indirect job creation a best practice high end employment multiplier of 1.0<sup>2</sup> is utilised, based on the assumption that most of the expenditure by construction workers will be contained within Worcestershire. The application of the high-end multiplier to the number of direct FTEs jobs created (91) suggests that 91 FTE indirect jobs will be created for the sub-regional economy.

**6.2.4 Indirect GVA**

The indirect employment effects will also result in an indirect GVA uplift. To assess the extent of the indirect GVA uplift a best practice output multiplier of 0.9<sup>8</sup> is applied to the direct GVA impact of £3,589,444 (2019 prices) resulting in an indirect GVA uplift of £3,230,499 (2019 prices). This multiplier assumes that most of the spending undertaken by construction firms is retained within the Worcestershire construction supply chain.

**6.2.5 Aggregate Impacts**

The combined impacts of the indirect construction stage and direct construction stage results in an aggregate construction stage impact of 182 FTE jobs and a GVA uplift of £6,819,943 (2019 prices). To express the GVA uplift in 2010 prices and values, GVA uplift has been discounted to 2010 values following best practice guidance set out within WebTag. The GVA uplift when discounted to 2010 prices and present values amounts to £5,179,143.

---

<sup>7</sup> WoE LEPS 'Infrastructure Guidance Note for Infrastructure Projects' (2015) inflated to 2018 prices using WebTAG Databook Annual Parameters" (2018)

<sup>8</sup> WoE LEPS 'Infrastructure Guidance Note for Infrastructure Projects' (2015)

## 7 Summary and Conclusions

Diglis Bridge is believed to provide an appropriate benchmark for the demand which would be attracted at the Kepax Bridge site, and surrounds. Monitoring data for Diglis Bridge has therefore been used to calculate a BCR for the scheme, along with the most up to date costs.

The BCR of the scheme is estimated to be 1.7, representing medium value for money (based on a total scheme cost of £8.8 million (2019 prices)). Sensitivity testing has been undertaken and indicates that provision of the bridge and access path only (no wider improvements) could result in a BCR of 0.5 (based on a cost of £7.3 million (2019 prices)).

The BCR figures presented in this note support implementation of the full scheme including the wider improvements despite the higher cost implications. Delivering the full scheme results in the full benefits being realised. Full benefits include increased leisure spending and jobs and wider GVA uplift. Provision of the bridge and access path in isolation result in more modest benefits being realised.

It is important to note that the benefits derived from the DfT Active Mode Toolkit are sensitive to increased costs and reduced demand. Once scheme design and costs have been refined, the BCR can be refreshed.

**Appendix 1 – Sensitivity test**

**7.1 Introduction**

TAG Unit A1.1 outlines that *“since the cost of walking and cycling schemes is often relatively low and the scale of impact relatively small, the cost-benefit analysis is highly sensitive to the quality of these forecasts. Sensitivity tests will be necessary to examine the potential impacts in the face of uncertainty”*.

This Appendix uses traditional appraisal techniques to determine the demand for Kepax Bridge and the access path, without provision of any wider improvements. This discounts the option of a riverside circular walk, and value for money of the scheme is therefore determined by east-west movements across the river.

It has been difficult to determine baseline demand using these techniques, particularly in relation to leisure uses. It is then also challenging to forecast an uplift in this demand following the provision of the new infrastructure, although a literature review was undertaken as part of this study to determine relevant benchmarks.

In order to forecast potential demand for Kepax Bridge, a desk-based review of available data has been undertaken. Possible demand from commuters, University students and leisure users has been considered.

**7.1.1 Literature Review**

A DfT report entitled ‘Investing in Cycling & Walking’<sup>9</sup> states that *“In general, the evidence suggests that walking and cycling interventions do increase physical activity levels (rather than acting as substitutes for other activity) but the scale of effect, its duration and its applicability to different groups within the population appears to vary considerably.”*

An iConnect study<sup>10</sup> found that new infrastructure (such as a traffic-free bridge in Cardiff, a similar bridge over a trunk road in Kenilworth and an upgraded riverside footpath in Southampton) was more likely to be used by existing cyclists and walkers, and that their travel mode tended to remain consistent before and after the intervention. The same study also found that new routes tended to be used by those who lived nearby.

Evaluation evidence for Sustainable Travel Towns programme and Cycling Demonstration Town programme suggests that 26% is the lowest level of growth in cycling achieved through improvements to existing infrastructure. This value is therefore applied to the existing number of cycle journeys in the Active Mode Toolkit to forecast cycle journeys for the ‘do something’ scenario.

Evaluation evidence for the Sustainable Travel Towns programme suggests that 10% is the lowest level of growth in pedestrian journeys achieved through improvements to existing infrastructure. This value is therefore applied to the existing number of pedestrian journeys in the Active Mode Toolkit to forecast pedestrian journeys for the ‘do something’ scenario.

Table 7.1 outlines results from various case studies, which indicates that cycling and walking uplifts from investment can be as high as 1,400%.

---

<sup>9</sup> ‘Investing in Cycling & Walking’: Rapid Evidence Assessment A report for the Department for Transport (October 2016)

<sup>10</sup> Goodman, A., Sahlqvist, S. and Ogilvie, D. (2013) Who uses new walking and cycling infrastructure and how? Longitudinal results from the UK iConnect study. Preventive Medicine 57(5): 518–524.

Location	Intervention	Active Mode Uplift Recorded
Manchester	Protected cycle route provision on Wilmslow road and Manchester Oxford road	An increase off 11% on Oxford road Wilmslow road, 86% increase after 12 months and then 103% after two years
London	Two cycle superhighway routes	200% increase on the east-west route and 124% on the north-south route
Leeds to Bradford	14-mile cycle superhighway route	51% increase in the first year and a further 26% increase in the following year
Cambridge	Provision of two protected cycle routes into the city centre	20-30%
London	Improvement to walking routes	98%
Northampton	Installation of one new bridge and replacement of two existing bridges	195% increase in walking 115% increase in cycling
Newport	Traffic-free cycle route linking education, railway and residential areas	189% increase in active modes
Swansea	Upgrade of disused railway bridge to cycle use	1,000% increase in commuting 400% increase in education trips
Manchester	Segregated NCN Towpath Provision	340%
Scotland	Rural community links	1,023%
Newport to University	Segregated cycle route	251%
Blairgowrie	Ardblair Trail school path	570%
Worcester	Bridge over River Severn at Diglis	1,400%

**Table 7-1: Case study uplifts (various, including Sustrans, ‘The Real Cycling Revolution’)**

For the purposes of this study, a 25% increase in walking and a 50% increase in cycling will be applied to baseline demand figures.

## 7.2 Demand Forecasts

### 7.2.1 Introduction

Baseline and forecast demand for Kepax Bridge have been sought, as both are required for the DfT Active Mode Toolkit. Partly due to the current lack of infrastructure, and the location of the bridge (currently in relative isolation to other walking and cycling infrastructure), it has been challenging to assess baseline demand and predict future demand. It has been particularly difficult in relation to leisure users, due to a lack of available data.

Where assumptions have been made in relation to demand figures, these have been presented in the relevant section.

7.2.2 2011 Census Journey to Work

Intercept surveys at Diglis Bridge indicated that Journey to Work trips amounted to 13% of all trips over Diglis Bridge in 2011. Although not a significant proportion of trips, a Journey to Work analysis has been undertaken for Kepax Bridge which is based on census data released in 2011.

This analysis is based on the census table *WU03EW: Location of usual residence and place of work by method of travel to work (MSOA level)*. The data presents an origin-destination matrix of people who live in MSOA 'A' (area of residence) and work in MSOA 'B' (area of workplace). MSOAs within the catchment area of the Kepax Bridge site were identified and assumptions have been made to identify possible commuting trips across the bridge. A map of the MSOAs used is included as Figure 5.2.

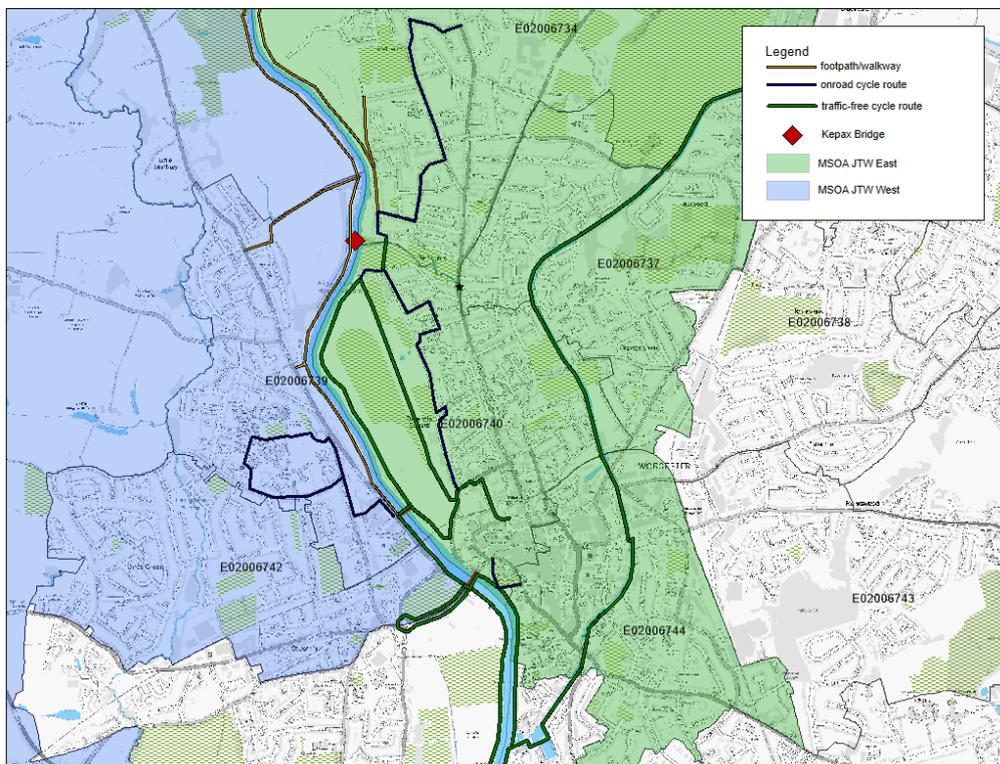


Figure 7-1: MSOAs used in the JtW analysis

The assumptions made in the analysis are as follows:

- Four MSOAs on the west side and 5 MSOAs on the east side of the River Sever were selected.
- Only flows west to east and east to west (crossing the river) have been captured.
- Assumed each person makes an outbound and return trip, 220 days a year.
- The provision of a new cycle and walking link will increase the number of route options available to commuters crossing the river. Analysis has therefore been undertaken to determine the proportion of commuters who would choose Kepax Bridge to cross the river over and above other options (primarily Sabrina and Worcester bridges). The option-preference is presented in a matrix in Table 7.2.

O/D	MH 002	MH 003	WO 006	WO 009	WY 006	WO 001	WO 004	WO 007	WO 011
MH 002					0.00%	0.00%	75.00%	75.00%	75.00%
MH 003					75.00%	75.00%	50.00%	25.00%	25.00%
WO 006					75.00%	75.00%	50.00%	25.00%	0.00%
WO 009					25.00%	25.00%	50.00%	0.00%	0.00%
WY 006	0.00%	25.00%	75.00%	75.00%					
WO 001	0.00%	50.00%	75.00%	50.00%					
WO 004	25.00%	50.00%	75.00%	25.00%					
WO 007	25.00%	25.00%	25.00%	0.00%					
WO 011	0.00%	0.00%	0.00%	25.00%					

**Table 7-2: Route assignment matrix showing percentage of baseline trips that would choose the bridge as preferred route to commute between pairs origin-destination.**

Tables 7.3 and 7.4 present the baseline demand matrices for walking and cycling following the application of route option selection factors (Table 5.4) and trip rates to the original census data.

O/D	MH 002	MH 003	WO 006	WO 009	WY 006	W 001	WO 004	WO 007	WO 011
MH 002					0	0	2	8	5
MH 003					5	2	1	2	4
WO 006					0	8	1	8	0
WO 009					2	1	1	0	0
WY 006	0	1	2	2					
WO 001	0	1	17	4					
WO 004	1	1	12	3					
WO 007	4	4	4	0					
W 011	0	0	0	2					

**Table 7-3: Baseline Origin-Destination matrix for cycling trips over Kepax Bridge**

O/D	MH 002	MH 003	WO 006	WO 009	WY 006	WO 001	WO 004	WO 007	WO 011
MH 002					0	0	0	3	3
MH 003					0	0	0	3	2
WO 006					0	2	1	60	0
WO 009					2	3	3	0	0
WY 006	0	0	5	0					
WO 001	0	0	5	4					
WO 004	3	3	18	3					
WO 007	4	3	28	0					
WO 011	0	0	0	4					

**Table 7-4: Baseline Origin-Destination matrix for pedestrian trips over Kepax Bridge**

Table 7.5 summarises annual flows for the baseline scenario and also annual flows following the demand uplift (see Section 7.1.1, 50% uplift applied to cycling trips and walking trips).

Commuter demand	Baseline	Forecast	Net Figure (Growth)
Daily average of walking trips	157	196	39
Daily average of cycling trips	102	153	51
Annualisation factor	220		
Annual walking trips	34,540	43,175	8,635
Annual cycle trips	22,300	33,450	11,150

**Table 7-5: Summary of commuter demand in the baseline and post-scheme scenario**

In relation to journeys to work, the net growth from provision of Kepax bridge is forecast to be 8,635 additional walking trips each year and 11,150 additional cycle trips each year.

**7.2.3 Worcester University**

The University of Worcester provided homes postcode data for staff and students and their mode of travel to campus. This data has been used to estimate the potential demand for Kepax Bridge amongst Worcester University students. As in the previous section, an uplift is applied to the baseline numbers due to the provision of new infrastructure.

To avoid double counting with the demand numbers, only student trips are estimated in this section as potential staff trips overlaps with the previous section: Journey to Work.

The approach taken to estimate the number of student trips over the bridge for the do-minimum and do-something scenario is based on:

- Undertaking a desk-based GIS analysis to capture the number of surveyed students whose trip length could be reduced by connecting both sides of the river with the Kepax bridge (1).
- Scaling the sample to the total number of students (38). The survey undertaken in 2018 captured a sample of 272 students out of a total of 10,455 currently at University of Worcester.
- Assumed each student makes an outbound and return trip, 220 days a year.
- Assuming an uplift in the demand of 25% for walking and 50% for cycling for the post-scheme scenario based on the literature mentioned in Section 7.1.1.

The resulting figures are summarised in the table below:

Description	Value
Number of students at University of Worcester	10,455
Total number of respondents	272
Ratio of sample	2.60%
Potential new users (trip length reduced by Kepax Bridge)	1
Growth to total number of respondents	38
Percentage walking (from Diglis, 2011)	66%
Percentage cycling (from Diglis, 2011)	33%
Number of trips per person per day	2

**Table 7-6: Baseline data and assumption figures for university trips**

Student demand	Baseline	Forecast	Net Figure (Growth)
Daily average walking trips	51	64	13

Daily average cycling trips	25	38	13
Annualisation factor	220		
Annual walking demand	11,162	13,953	2,791
Annual cycle demand	5,581	8,372	2,791

**Table 7-7: Summary of student demand for the baseline and the forecast scenario**

In relation to journeys made by students to the University, the net growth from provision of Kepax Bridge is forecast to be 2,791 additional walking trips each year and 2,791 additional cycle trips each year.

**7.2.4 Leisure trips**

Two types of leisure users have been considered within this section of the note:

- Local leisure trips which would be undertaken by dog walkers, families visiting Gheluvelt Park etc; and
- Leisure trips undertaken by day visitors, for example visiting the racecourse, undertaking a longer riverside walk.

**7.3 Local leisure trips**

In order to estimate a baseline number of local leisure trips (leisure trips already being undertaken in the area surrounding Kepax Bridge), an analysis has been undertaken using Census data and the National Travel Survey (NTS). The approach for this calculation is as follows:

- Defining a walking and cycling catchment area around the Kepax Bridge for pedestrians and cyclist and identifying the LSOAs within this area.
- Estimating the total number of residents in the area by using the Census table “KS102EW: Residents by Age structure” within the selected LSOAs.
- Obtaining leisure trip rates for walking and cycling trips from the NTS table “NTS0409 Average number of trips by purpose and mode”. The survey suggests that in 2018, the total number of walking trips per person for leisure purposes was 40.5 and 5.9 cycling trips.
- Weighting the proportion of trips potentially crossing the River Severn out of the total leisure trips generated. The assumption is based on the JTW travel patterns which suggests that West-to-East and East-to-West movements represent around the 30% of trips produced in the area.

The figures are summarised in Tables 7.8 and 7.9 below.

Description	Value
Walking leisure trip rate (NTS) (person trips/year)	40.5
Cycling leisure trip rate (NTS) (person trips/year)	5.9
Total annual leisure trips within the Kepax catchment (walking)	223,686
Total annual leisure trips within the Kepax catchment (cycling)	32,586
Daily leisure trips within the Kepax catchment (walking)	613
Daily leisure trips within the Kepax catchment (cycling)	89

**Table 7-8: Baseline data and assumption figures for leisure trips**

It is estimated that there are 613 leisure walking and 89 leisure cycling trips already undertaken in the vicinity of Kepax Bridge (using the above assumptions and NTS statistics). If it is assumed that 30% of leisure trips involve crossing the river (this figure was gauged from the earlier JtW analysis), this results in 184 walking leisure trips and 27 cycling leisure trips crossing the river in a baseline scenario (and this is the figure that can be input as a baseline into the Active Mode Toolkit).

Leisure demand	Baseline
Proportion of trips potentially using the bridge	30%
Annual baseline walking demand	67,106
Annual baseline cycle demand	9,756
Daily average of walking trips	184
Daily average of cycling trips	27

**Table 7-9: Summary of leisure demand for baseline scenario**

If leisure cycling trips were to increase by 50% and walking trips by 25% as with other uses, it is forecast that there will be an additional 92 local leisure pedestrian trips and 7 cycle trips crossing Kepax Bridge each year.

Leisure demand	Baseline	Forecast	Net Figure (Growth)
Daily average walking trips	184	276	92
Daily average cycling trips	27	34	7
Annualisation factor	365		
Annual walking demand	67,160	83,950	16,790
Annual cycle demand	9,756	12,195	2,439

**Table 7-10: Local leisure demand**

In relation to journeys made by leisure users, the net growth from provision of Kepax bridge is forecast to be 6,570 additional walking trips each year and 2,537 additional cycle trips each year.

**7.4 Day visitor leisure trips**

The report “Strengthening Museums and the Visitors Economy in Worcester” published by TSE Research in 2014 reviews the tourism landscape in Worcester and gives figures of annual number of tourists visits in the city based on three year rolling averages and GBS data. Three different categories are presented: staying domestic visitors, staying overseas visitors and day domestic visitors. For the purpose of this study only the impacts of Kepax Bridge on day domestic visitors are captured. This is a total of 3,650,000 a year.

It is assumed that Kepax Bridge will provide a new link connecting different tourist attractors and it will become an attraction itself as well. Therefore, it is assumed that the impact of provision could increase in 1% the total number of day visitors in Worcester leading to 36,500 extra annual visitors after the scheme.

Description	Value
Annual Day Domestic Visitors (2014)	3,650,000
Percentage Increase in visitors after scheme	1.00%
Additional Day Domestic Visitors using Kepax Bridge	36,500

**Table 7-11: Day visitor leisure demand**

Based on the split of pedestrians and cyclists undertaking local leisure trips (86% and 14% respectively), an additional 36,500 visitors would result in the following additional numbers using the bridge.

Leisure demand	Forecast
Daily average walking trips	86
Daily average cycling trips	14
Annualisation factor	365
Annual walking demand	31,284
Annual cycle demand	5,216

**Table 7-12: Day visitor leisure demand**

The resultant leisure demand from both local users and day visitors is presented in Table 7.13.

Leisure demand	Baseline	Forecast	Net Figure (Growth)
Daily average walking trips	184	362	178
Daily average cycling trips	27	48	21
Annualisation factor	365		
Annual walking demand	67,160	115,234	48,074
Annual cycle demand	9,756	17,411	7,655

**Table 7-13: Summary of total leisure demand**

In relation to journeys made by leisure users, the net growth from provision of Kepax bridge is forecast to be 48,074 additional walking trips each year and 7,655 additional cycle trips each year.

### 7.5 Summary

Table 7.14 presents the total estimated baseline, forecast and resultant net demand for walking and cycling at the Kepax Bridge site and Table 7.15 compares this to other benchmarks, including Diglis Bridge.

	Commuters			Students			Leisure		
	Baseline	Forecast	Net	Baseline	Forecast	Net	Baseline	Forecast	Net
Annual Walking Trips	34,540	43,175	8,635	11,162	13,953	2,791	67,106	115,234	48,074
Annual Cycling Trips	22,300	33,450	11,150	5,581	8,372	2,791	9,756	17,411	7,655

**Table 7-14: Summary of baseline, forecast and net trips demand by trip purpose**

Using the data available to us through desk-based research, demand for cycle and walking trips at Kepax Bridge is found to be lower than other benchmarks. The bridge will not be located close to any major employment or education trip generators and calculating the likely number of leisure trips which will be made in the future is difficult.

It is acknowledged that the forecast leisure trips presented in Table 7.15 are likely to be higher. Although without investment in the surrounding network and access paths, demand is unlikely to reach the levels now experienced at Diglis.

	Total Forecast	Diglis Bridge	Sabrina Bridge	Worcester Bridge	Millenium Bridge
--	----------------	---------------	----------------	------------------	------------------

	Demand – Kepax Bridge	Demand (2011)	Demand (2018)	Demand (2011)	Demand (2002)
Annual Walking Trips	172,362	290,470	1,172,417	1,571,218	740,000
Annual Cycling Trips	59,233	141,397	179,531	147,636	290,000

**Table 7-15: Comparison of walking and cycling demand levels across different bridges**

**7.6 Active Modes Impact (Benefits)**

**7.6.1 Summary of impacts**

Based on the demand figures from the previous section, value for money of the bridge and access path has been calculated.

In order to capture the benefits of this new link, an assessment has been undertaken using the DfT’s Active Mode Toolkit and the DfT’s Tag Unit A5.1 Active Mode Appraisal guidance. Assumptions made within the toolkit are presented in Section 4 of the main document.

The benefits are split between commuters, students of the University of Worcester and leisure users. The appraisal period for all three users is **20 years**, which is the typical period that is used to appraise walking and cycling schemes.

It is important to note that the toolkit is sensitive to the number of existing users (baseline) and the increase in future users (forecast) it is the net difference which generates the majority of benefits.

**7.6.2 Commuting benefits**

The method of travel to work data (Census 2011) analysis performed forecasts that there are 259 commuting trips undertaken over the River Severn that would use bridge if the infrastructure was already in place. Out of these 259 commuting trips in the baseline scenario, 157 are walking trips and 102 are cycling trips.

As outlined previously in the note, it is estimated that the number of individuals cycling to work will increase by 50% whilst the number of individuals walking to work will increase by 25%. This is felt to be robust due to the low existing baseline and the provision of brand-new infrastructure. Post intervention, the number of cycle trips is expected to increase from 102 to 153. Whilst the number of number pedestrian trips post intervention increases from 157 to 196.

The analysis suggests that in relation to commuters walking and cycling the scheme could deliver a present value of benefits (PVB) of **£1.395 million** over an appraisal period of 20 years. The benefits generated are as a result of commuters within the context area switching to an active mode of travel, and also journey ambience benefits for those who already travel by active modes but will switch to using the new bridge. The impacts are summarised in Table 7.16.

Impact Drivers	Estimates (PV, 2010) in £’000s
Baseline demand (average daily trips)	102 cycling trips and 157 walking trips
Forecast demand (average daily trips)	153 cycling trips and 196 walking trips
Congestion benefit	41.16

Accident	11.67
Local Air Quality	0.05
Noise	0.78
Greenhouse Gases	2.08
Reduced risk of premature death	456.99
Absenteeism	409.70
Journey Ambience	480.77
Indirect taxation	-8.03
<b>PVB</b>	<b>1,395</b>

**Table 7-16: Commuter benefits by category**

**7.6.3 Education benefits**

Survey data provided by the University of Worcester indicates that within a catchment area of 3 km around both university campus, 5% of students travel using a bicycle, whilst over 77% of students walk.

As outlined previously in the note, post-intervention it is estimated that the number of individuals cycling to the University will increase by 50% whilst the number of individuals walking to the University will increase by 25%. The forecast number of cycling trips is expected to be 102 of which 25 were already existing cycling trips using other routes. The forecast number of pedestrians post intervention is expected to be 64 of which 51 were part of the baseline scenario.

It is assumed that all cyclists and pedestrians travelling to the University will undertake a return trip.

The analysis suggests that from a student cyclist/pedestrian perspective the scheme could deliver a present value of benefits (PVB) of **£0.277 million** over an appraisal period of 20 years. The impacts are summarised in Table 7.17.

<b>Impact Drivers</b>	<b>Estimates (PV, 2010) in £'000s</b>
Baseline demand (average daily trips)	25 cycling trips and 51 walking trips
Forecast demand (average daily trips)	38 cycling trips and 64 cycling trips
Congestion benefit	11.47
Accident	3.25
Local Air Quality	0.01
Noise	0.22
Greenhouse Gases	0.58
Reduced risk of premature death	124.96
Absenteeism	0.00
Journey Ambience	138.49
Indirect taxation	-2.24
<b>PVB</b>	<b>277</b>

**Table 7-17: University student benefits by category**

**7.6.4 Leisure benefits**

An iConnect study<sup>11</sup> found that new infrastructure such as a walking or cycling route was more commonly used for recreation than for transport. This accords with 2011 intercept survey data for Diglis Bridge which reported that 70% of all trips were for leisure purposes.

As part of our desk-based analysis we have considered local leisure users in addition to wider day visitors to the City.

The calculation of the benefits from local leisure trips in this section is based on data from the NTS while day visitor leisure trips is based on a 2014 tourism report. We have calculated that the daily baseline of leisure trips could be 184 pedestrian trips and 27 cycling trips. After the delivery of the scheme the number of trips through Kepax Bridge could reach up to 362 pedestrian trips and 48 cycle trips.

Existing leisure users only get benefits within the Active Mode Toolkit from categories such as journey ambience due to the provision of new infrastructure and enhanced public realm. New trips capture all of the benefit categories.

The analysis suggests that from a leisure cyclist/walker perspective the scheme could deliver a present value of benefits (PVB) of **£1.910 million** over an appraisal period of 20 years. The impacts are summarised in Table 7.18 below. The main driver of the benefits is a reduction in the risk of premature death, with more commuters undertaking physical activity. The increase in the physical activity also reduces absenteeism.

Impact Drivers	Estimates (PV, 2010) in £'000s
Baseline demand (average daily trips)	27 cycling trips and 184 walking trips
Forecast demand (Average daily trips)	48 cycling trips and 362 walking trips
Congestion benefit	114.36
Accident	32.42
Local Air Quality	0.14
Noise	2.16
Greenhouse Gases	5.79
Reduced risk of premature death	1022.25
Absenteeism	0.00
Journey Ambience	754.91
Indirect taxation	-22.31
<b>PVB</b>	<b>1910</b>

**Table 7-18: Leisure benefits by category**

**7.7 Value for Money**

The Value for Money from delivering Kepax Bridge and the access path has been calculated using traditional appraisal techniques.

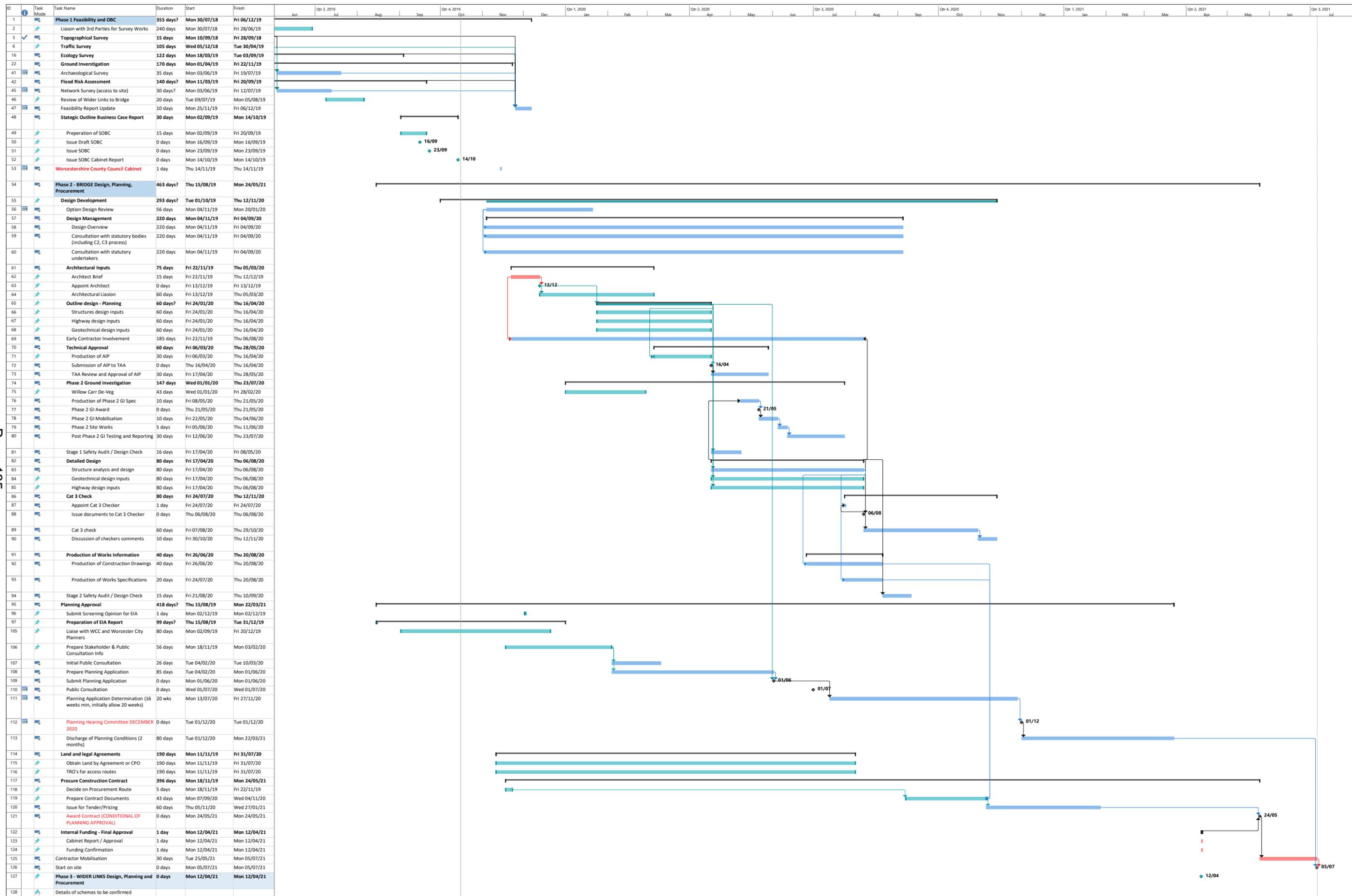
<sup>11</sup> Goodman, A., Sahlqvist, S. and Ogilvie, D. (2013) Who uses new walking and cycling infrastructure and how? Longitudinal results from the UK iConnect study. Preventive Medicine 57(5): 518–524.

66% Optimism Bias has been applied to the costs of constructing the bridge. 44% Optimism Bias has been applied to all other costs, including the access path, preparation and design. These levels of Optimism Bias are recommended in WebTAG Unit A1.2. The resultant BCR for the scheme is presented below:

Scheme	Cost (000's, 2019)	PVC (000's, 2010)	PVB (000's, 2010)	BCR
<ul style="list-style-type: none"> <li>• Preparation</li> <li>• Design costs</li> <li>• Bridge construction</li> <li>• Access path over Kepax site</li> </ul>	£7,289	£7,749	£3,582	<b>0.5</b>

**Table 7-19: Present Value of Costs and Present Value of Benefits in 2010 prices**

The BCR based on the parameters presented in this Appendix is calculated to be 0.5.



This page is intentionally left blank

## Kepax Pedestrian and Cycle bridge - Funding and cost spend profile

### Kepax Scheme Spend Profile

	<b>2019 Q3 Baseline Costs</b>	
Preperation (Including design)	£	908,944.10
Bridge Construction	£	5,945,495.10
Linkages & Wider Network Construction	£	2,060,222.00
Land	£	-
<b>Total</b>	<b>£</b>	<b>8,914,661.20</b>

### Kepax Scheme Funding Profile

	<b>Funding</b>	
Worcester City Council	£	150,000.00
Worcester City Council	£	500,000.00
Worcester City Council	£	225,000.00
Worcestershire County Council	£	1,500,000.00
WLEP		
WCC LTP		
Third Party Contribution		
<b>Total</b>	<b>£</b>	<b>2,375,000.00</b>

### Kepax Scheme Spend Funding Difference

Difference between spend and funding allocation	£	6,539,661.20
---	---	--------------

This page is intentionally left blank

Worcestershire County Council - Kepax Bridge

Client: Worcestershire County Council  
 Project: Kepax Bridge  
 Location: Worcester, Worcestershire

Project Risk Register: Qualitative

Status Date: 5-Nov-19

Project No: 694944CH.BA.23

Page 189

Risk No.	Risk Description:	Qualitative Analysis									Action		
		Control Dates		Before Treatment			Status	After Treatment			Treatment Type	Treatment Plan	Risk Owner
		Identified	Closed	Impact Cat.	Prob. Cat.	Risk Ranking		Impact Cat.	Prob. Cat.	Risk Ranking			
001a	Land required not within client's ownership	30-Jul-18		High	Medium	Medium	Active	High	Low	Medium	Mitigate	Investigate land take requirements by development of engineering solution	WCC
001b	Land required not within client's ownership	30-Jul-18		High	Medium	Medium	Active	High	Low	Medium	Mitigate	Identify affected land owners - Shown as Worcester City and Worcestershire County Councils	WCC
001c	Land required not within client's ownership	30-Jul-18		High	Medium	Medium	Active	High	Low	Medium	Mitigate	Engage with land owners and establish procedures for land use	WCC
002	Unknown ground conditions, requiring extensive ground improvements and increased foundations	14-Sep-18		High	Very High	High	Active	High	Medium	Medium	Mitigate	Carry out extensive ground investigations on both sides of the river and design foundations to suit. Keep Project/Key Stakeholder informed of outcome of Ground Investigations on both sides of the river	WCC
003	Constructability of the structure and restrictions on access to the site construction areas	14-Sep-18		High	Medium	Medium	Active	High	Medium	Medium	Mitigate	Review access and egress points to site, possible ECI?	WCC
004	Demand and Economics for the structure do not justify the business case	18-Jan-19		High	High	High	Active	High	Medium	Medium	Mitigate	Carry out demand and economics review for the structure. Keep Project/Key Stakeholder informed. <b>Key Decision Point</b>	WCC
005	Archaeological significance of the bridge location site	18-Jan-19		High	Medium	Medium	Active	High	Medium	Medium	Mitigate	Carry out Archaeology survey to landing sites to determine the potential of any potential issues. Keep Project/Key Stakeholder informed.	WCC
006	Impacts of the Ecology of the bridge location site	15-Feb-19		Medium	High	Medium	Active	Medium	High	Medium	Mitigate	Carry out Ecology Survey to determine any mitigation that will need to be built into the scheme. Keep Project/Key Stakeholder informed.	WCC
007	Flooding to both the willow carr and Gheluvelt park landing areas preventing access to the bridge. Impact on investigations and construction during scheme delivery	15-Feb-19		High	High	High	Active	High	Medium	Medium	Mitigate	Carry out Flood Risk Assessment (required as part of the planning submission) and determine any flood defences that are required. Keep Project/Key Stakeholder informed. Co-ordinate works to avoid periods of high flows.	WCC
008	Impact of planning requirements on the delivery programme	15-Mar-19		Medium	High	Medium	Active	Medium	Low	Medium	Mitigate	Understand the actual planning requirements of the council.	WCC
009	Not able to obtain statutory act to cross the River Severn	18-Mar-19		High	Low	Medium	Active	High	Low	Medium	Mitigate	Consult with Worcestershire County Council legal department to determine what the legal requirements are.	WCC
010	High inflammable/poisonous gas levels emitting from landfill site effecting construction of foundations and access route	15-Apr-19		Medium	High	Medium	Active	Medium	High	Medium	Mitigate	Ensure Ground Investigation includes review of Gas Levels, Where levels are in the range of ignition possible flaming may be required. Ensure confined space operations in construction are kept out a minimum. Design out any locations where gas can accumulate. Specialist advise required during design stage.	WCC
011	Inadequate connectivity of the structure to the existing network highway/PROW network prevents planning approval	21-May-19		High	Medium	Medium	Active	High	Medium	Medium	Mitigate	Full review of the linkages required to access the structure from the existing highway/PROW network in order to obtain planning approval and maintain public access	WCC
012	Poor access to the structure from the surrounding cycling and walking network restricts use and impacts the business case	20-Jun-19		High	High	High	Active	High	Medium	Medium	Mitigate	Review of improvements required to existing pedestrian and cycling network on both sides of the bridge to improve scheme benefits and outline business case. Range of options for linkages to be reviewed.	WCC
013	Budgetary pressue - Shortfall in funding for construction of the scheme	21-Jun-19		High	High	High	Active	High	Medium	Medium	Mitigate	Full scope and cost of works to be identified from ongoing studies and reported in the Outline Business Case. Funding gap will need to be resolved with additional funding potentially from Third Parties	Worcs CC WCC
014	Ecology - identification of high numbers of slow worms, translocation sites to be identified	8-Jul-19		High	High	High	Active	High	Medium	Medium	Mitigate	Surveys to be undertaken to identify extent of population, potential impact of construction and end use structure and links. Availability of translocation sites - potential sites to be identified.	WCC
015	Tree preservation orders	8-Jul-19		High	Medium	Medium	Active	High	Medium	Medium	Mitigate	Surveys to be undertaken to determine extent of orders and potential orders (those that haven't been put in place due to land ownership)	WCC
016	Additional funding processes / cycle impacting on phasing of the works along with extended programme duration, impacting on political aspirations for delivery timescale.	23-Sep-19		High	High	High	Active	High	Medium	Medium	Mitigate	Continue to search for additional funding streams, identify potential options, manage political aspirations to suit.	WCC
017													
018													
019													

**Worcestershire County Council - Kepax Bridge**

**Project Risk Register: Qualitative**

Client: Worcestershire County Council  
 Project: Kepax Bridge  
 Location: Worcester, Worcestershire

Project No: 694944CH.BA.23

Status Date: 5-Nov-19

Risk No.	Risk Description:	Qualitative Analysis									Action		
		Control Dates		Before Treatment			Status	After Treatment			Treatment Type	Treatment Plan	Risk Owner
		Identified	Closed	Most Likely		Most Likely		Risk Ranking					
Impact Cat.	Prob. Cat.	Impact Cat.	Prob. Cat.	Risk Ranking	Impact Cat.	Prob. Cat.	Risk Ranking						
020													
021													

**Notes:**  
**RBS Level 1:** T=Technical, M=Management, C=Commercial, E=External  
**Treatment for Threats:** Avoid, Mitigate, Accept, or Transfer  
**Treatment for Opportunities:** Exploit, Share, Enhance, or Accept  
**For Opportunities:** Cost and Schedule Impacts need to be entered as negative values

## EQUALITY IMPACT ASSESSMENT FOR WORCESTERSHIRE LTP4

### Background information:

Name:	Martin Rowe
Job Title:	Transport Strategy Team Leader
Service area:	Transport Planning Unit
Directorate:	DE&I
Telephone:	01905 844887
Email address:	transportstrategy@worcestershire.gov.uk
Date assessment commenced:	01/10/2016
Date assessment completed:	29/09/2017

### Function, strategy, project, policy or procedure being assessed:

Name of the function, strategy, project, policy or procedure being assessed:	Worcestershire Local Transport Plan 4 compendium
Is this a new or an amended policy?	Amended
Does the policy form part of a wider programme which has already been screened for equality relevance?	No

### Stage 1 - Please summarise the main objectives, aims and intended outcomes of this policy

Aims/Objectives:	<ul style="list-style-type: none"> <li>To support Worcestershire's economic competitiveness and growth through delivering a reliable and efficient transport network.</li> <li><b>The Economic Objective</b></li> <li>To limit the impacts of transport in Worcestershire on the local environment, by supporting enhancements to the natural environment and biodiversity, investing in transport infrastructure to reduce flood risk and other environmental damage, and reducing transport-related emissions of nitrogen dioxide, particulate matter, greenhouse gases and noise pollution.</li> <li>This will support delivery of the desired outcomes of tackling climate change and reducing the impacts of transport on public health. <b>The Environment Objective</b></li> <li>To contribute towards better safety, security, health</li> </ul>
------------------	--



	<p>and longer life expectancy in Worcestershire, by reducing the risk of death, injury or illness arising from transport and promoting healthy modes of travel. <b>The Health and Safety Objective</b></p> <ul style="list-style-type: none"> <li>To optimise equality of opportunity for all of Worcestershire’s citizens with the desired outcome of creating a fairer society. <b>The Equality Objective</b></li> <li>To enhance the quality of life for Worcestershire’s residents by promoting a healthy, natural environment, for people wildlife and habitats, conserving our historic built environment and preserving our heritage assets. <b>The Quality of Life Objective</b></li> </ul>
Intended outcomes:	The Worcestershire LTP4 aims to deliver a more accessible, integrated and attractive transport network which supports socio-economic activity and growth.
Please summarise how these outcomes will be achieved?	The implementation of a prioritised programme of investments to improve and enhance transport infrastructure and services across Worcestershire.
Where an existing policy is to be amended please summarise principle differences between the existing and proposed policies?	The LTP4 follows on from previous Local Transport Plans. The latest compendium has involved a refresh of included schemes, to remove those schemes which have already been completed, and include new schemes for which a need has emerged following analysis of data and the results of extensive public consultation.

## Stage 2 - Information gathering/consultation

Please give details of data and research which you will use when carrying out this assessment:	The LTP makes use of a significant body of data, including Census Data, National Transport Survey Data, local traffic counts and flow data, the Worcestershire Joint Health and Wellbeing Strategy, Worcestershire Borough, City and District Council Local Development Plans and associated documents amongst others.
Please give details of any consultation findings you will use when carrying out this assessment:	The LTP4 has been subjected to a comprehensive 12-week public consultation and engagement exercise, which has been documented and used extensively in developing the compendium. In particular, strong concerns were raised regarding the sharp decline in bus service provision across the county, particularly from older residents, those with disabilities and young persons.
Do you consider these sources to be sufficient?	Yes
If this data is insufficient, please give details of further research/consultation you will carry out:	n/a
Please summarise relevant findings from your	Significant changes were identified, including a need to restructure a number of policies, include a number of new



research/consultation:	schemes and remove a couple of schemes for which a business case could not be made.
------------------------	---

### Stage 3 - Assessing the equality impact of the policy

Based on your findings, please indicate using the table below whether the policy could have an adverse, neutral or positive impact for any of the protected groups:

Protected characteristic	Adverse	Positive	Neutral
Age	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
Disability	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
Gender reassignment	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Marriage and civil partnership	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Pregnancy and maternity	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Race	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Religion and belief	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Sex	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
Sexual orientation	<input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>

Please provide details of all positive and adverse impact you have identified:	<p>All new infrastructure and services provided as a result of this Local Transport Plan will be required to be constructed to modern standards, which specifically consider the needs of protected groups, such as the elderly and those with a disability.</p> <p>The ongoing decline of the bus service network in Worcestershire is regrettable, and it is recognised that this decline will disproportionately impact on certain groups, such as older people, those with a disability, younger persons and women, who may be more reliant on passenger transport services to access key facilities (such as health, employment, leisure, education, retail and transport interchanges). Worcestershire County Council will continue to work closely with bus operators to explore opportunity for network development in the future.</p>
Where possible please include numbers likely to be affected:	Unknown
Where potential adverse impact has been identified, can continuation of the proposed policy be justified?  If yes, please explain your reasons:	<p>Yes</p> <p>It is recognised that those with protected characteristics are more likely not to drive, and so be disproportionately more reliant on the bus service network. The proposed policy has been re-written to pursue a more constructive approach to tackling bus network decline in the county, albeit working within the constraints of available funding and declining demand to use passenger transport services.</p>



<p>Do you consider that this policy will contribute to the achievement of the three aims of the <a href="#">Public Sector Equality Duty</a>?</p> <p>Please indicate which of these aims is achieved through this policy:</p> <p>Please explain how the policy contributes to achievement of any aims you have selected:</p>	<p>The second aim</p> <p>Investment in transport infrastructure and services will improve equality of opportunity for all to access key services and facilities such as healthcare, employment, leisure, education, and retail opportunities, ensuring a higher quality of life for all.</p>
<p>The Public Sector Equality Duty has the following three aims:</p> <ol style="list-style-type: none"> <li>1. To eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.</li> <li>2. To advance equality of opportunity between persons who share a relevant <a href="#">Protected Characteristic</a> and persons who do not share it.</li> <li>3. To foster good relations between persons who share a relevant <a href="#">Protected Characteristic</a> and persons who do not share it.</li> </ol>	

## Stage 4 - Action planning and time frames

Please list any actions you will take to mitigate any adverse impact you have identified:

Planned action	By who	By when	How will this be monitored
<b>Ensure all schemes are delivered to the latest standards, to maximise benefits and opportunity for all</b>	<b>Identified Scheme Project Managers</b>	<b>As and when schemes are brought forward for delivery</b>	<b>The Directorate of Economy and Infrastructure's Project Office continuously monitor the delivery of projects to ensure high standards of service delivery.</b>
<b>Equality Impact Assessment to be undertaken for all relevant future transport investment schemes.</b>	<b>Identified Scheme Project Managers</b>	<b>As and when schemes are brought forward for delivery, but BEFORE delivery has been programmed.</b>	<b>The Directorate of Economy and Infrastructure's Project Office continuously monitor the delivery of projects to ensure high standards of service delivery.</b>

<p>Please indicate how these actions will be taken forward as part of your team/service/directorate planning:</p>	<p>The Directorate of Economy and Infrastructure's Project Office will ensure that all schemes for new transport infrastructure and services meet or exceed modern standards and requirements to ensure maximum utility for all users.</p>
---	--



## Stage 5 - Monitoring & Review

How frequently will proposed action be monitored?	Continuous
How frequently will intended outcomes be evaluated?	1, 2 and 5 years after delivery, followed by continuous annual monitoring.
Who will be responsible for monitoring and evaluation?	Directorate of Economy and Infrastructure's Project Office
How will you use the monitoring and evaluation results?	These results will be used to make amendments to schemes where required to mitigate identified faults, and to provide evidence to justify further investment to continue to improve Worcestershire's transport infrastructure and services.

## Stage 6 - Publication

**Worcestershire County Council requires all assessments to be published on our website. Please send a copy of this assessment to the Corporate Equality and Diversity Team for publication.**

	Signature	Date
<b>Completing Officer:</b>		29/09/2017
<b>Lead Officer:</b>		29/09/2017
<b>Service Manager:</b>	<b>Nigel Hudson</b>	29/09/2017

This page is intentionally left blank

# WCF Change Programme SEND Improvement Plan

## Key Concerns:

1. The safeguarding concerns around children and young people from London boroughs who are housed locally
2. The CCG's lack of strategic leadership
3. The poor quality of action plan for the SEND Strategy
4. The lack of joint commissioning arrangements

5. The variation in the skills and commitment of some mainstream schools to provide effective support for children who have SEN and/or disabilities
6. The lack of suitable specialist provision to meet the identified needs of children and young people
7. The fragile relationships with parents and carers and the lack of meaningful engagement and co-production and collaboration
8. The poor quality of EHC Plans including the limited contributions from health and social care and the processes to check and review the quality of EHC Plans

9. The Lack of Systems to track outcomes for children and young people who have SEN and/or disabilities in special schools, post 16 provision, young people who are NEET and youth offenders effectively
10. The disproportionate numbers of children and young people who have SEN and/or disabilities who have been permanently excluded from school
11. The quality of the Local Offer
12. Academic outcomes, behaviours and attendance of children and young people who have SEN

**SAFEGUARDING**

1

Workstream Lead: Sarah Wilkins (WCF)  
PM Lead: Sue Mann (WCC)

**1 THE LOCAL OFFER**

6 11

Workstream Leads: SEND GM (WCF)  
Sally-Anne Osborne (WH&CT)  
PM Lead: Dom Bray (WCC)

**2 EMBEDDING THE GRADUATED RESPONSE**

5 7 9 10 12

Workstream Leads: Gabrielle Stacey – SEND AD (WCF)  
TBC (WH&CT)  
PM Lead: Dom Bray (WCC)

**3 ASSESSMENT AND PLANNING**

2 7 8 9

Workstream Leads: SEND GM (WCF), Louise Levett (WCF), Fran Tummey (WH&CT)  
PM Lead: Sue Mann (WCC)

**4 JOINT COMMISSIONING AND LEADERSHIP**

2 3 4

Workstream Leads: Sarah Wilkins (WCF)  
Mari Gay (CCG)  
PM Lead: Sue Mann (WCC)

**5 WORKFORCE AND ENGAGEMENT**

5 7

Leads: Pauline Austin (WCF)  
Education rep TBC  
Health rep TBC  
Social Care rep TBC  
PM Lead: Dom Bray (WCC)

This page is intentionally left blank

**WORCESTERSHIRE COUNTY COUNCIL EQUALITY IMPACT ASSESSMENT  
TEMPLATE**

**Appendix 4**

Please read the brief guidance which provides essential information for anyone who is unfamiliar with the County Council Equality Impact Assessment process.

**Background information:**

Name:	Rachel Kiernan
Job Title:	Senior Project Manager
Service area:	Transformation Team
Directorate:	CF&C
Telephone:	01905 844506
Email address:	rkiernan@worcestershire.gov.uk
Date assessment commenced:	24/08/2018
Date assessment completed:	18/02/2019

**Function, strategy, project, policy or procedure being assessed:**

Name of the function, strategy, project, policy or procedure being assessed:	SEND Written Statement of Action
Is this a new or an amended policy?	New
Does the policy form part of a wider programme which has already been screened for equality relevance?	No

**Stage 1 - Please summarise the main objectives, aims and intended outcomes of this policy**

Aims/Objectives:	<p>In March 2018, Ofsted and the Care Quality Commission (CQC) conducted a joint inspection of the local area of Worcestershire to judge the effectiveness of the area in implementing the special educational needs and disability (SEND) reforms as set out in the Children and Families Act 2014. As a result of the findings of this inspection and in accordance with the Children Act 2004 (Joint Area Reviews) Regulations 2015, Her Majesty's Chief Inspector (HMCI) determined that a Written Statement of Action (WSOA) is required because of significant areas of weakness in the local area's practice. The local authority and the area's clinical commissioning group (CCG) are jointly responsible for submitting the written statement to Ofsted.</p> <p>The WSOA has been prepared together with Health colleagues,</p>
------------------	---



parents and carers, head teachers and other key stakeholders. The WSoA is outcome and objective based addressing the 'so what difference will this make?' question in a way that is both deliverable (in stages) and measurable (so it is reportable through agreed Governance routes and also to the DfE, NHSE and OFSTED)

The WSoA has five workstreams each led jointly by representatives from WCC, Health and Partners – it has a detailed reporting and governance process to ensure accountability at all levels including SEND Improvement (Strategic) Board, HWBB, ICEOG, CCG Gov Body and Cabinet updates.

The workstreams are as follows:

1. Local Offer
2. Embedding the Graduated Response
3. Assess and Planning
4. Joint Commissioning & Leadership
5. Workforce and Engagement

## Intended outcomes:

Each workstream has an overarching objective and key outcomes:

### OUTCOME 1 – Local Offer

Local offer is accurate, available, informative and useful to enable Children, Young People and families to access help and information at the earliest possible opportunity.

- Collaborative – produced and reviewed with Children, Young People and Parents
- Accessible – factual and jargon free
- Comprehensive
- Regularly updated
- Well used by the community of Worcestershire

### OUTCOME 2 – Embedding the Graduated Response

Improve and embed the Graduated Response so needs are identified at the earliest point with appropriate support put in place.

- Understanding and implementation of graduated response
- Leads to consistency and coherence in mainstream provision for children with SEND
- More confident parents
- Few exclusions
- Fewer moves between schools for children
- Better outcomes because provision meets needs
- Monitoring outcomes with challenge and support to providers leads to better outcomes



## OUTCOME 3 – Assessment and Planning

Children and Young People's needs are assessed and met in a timely and purposeful manner.

- Person-centred assessments
- Co-production is a feature of assessment and planning
- Meaningful and accurate content in EHC Plans that are issued on time
- Health, social care and educational professionals work together effectively
- Planning and review secures educational stability and leads to better outcomes
- Equip our workforce to implement the 2014 CoP and to be person centred.

## OUTCOME 4 – Joint Commissioning and Leadership

Children and Young People's needs are understood and resources applied so they get what they need when they need it

- Joint commissioning priorities are understood and agreed
- Provision is re-balanced and adjusted according to changing needs of children and young people
- Strategic plans are co-produced and reviews undertaken with parent reps and partners
- Local Area Partners share performance targets and work together to monitor and review

## OUTCOME 5 – Workforce and Engagement

Children & Young people are supported by a workforce that achieves the best possible outcomes, through effective engagement and coproduction. A multiagency workforce shares a culture which promotes inclusive practice, equipped through knowledge and skills.

- A multiagency Workforce Development Programme secures a common platform of knowledge and skills
- Parents and carers are involved in developing training and take part
- Training is evaluated to evidence uplift in knowledge & skills.
- Professionals are clear about responsibilities and explore how to deliver these in a more collaborative and outcome focussed way

Please summarise how these outcomes will be achieved?

A Programme of work has been developed to drive the delivery of the Written Statement of Action.

Careful consideration has been given to the articulation of a robust system through which officers and staff can account for their action and its impact to Local Area Leaders. The diagram



on the previous page sets out the structure for reporting and monitoring of the progress of the Written Statement of Action. Reports are used to ensure a flow of information and to explain action taken by other boards.

The SEND Improvement Project Team will ensure the timely production of these reports that will highlight what has been achieved through Workstream activity, as well as any areas of risk.

The first stage in the flow of reporting in this process is the provision of monthly reports to the SEND Improvement Board where those present will be able to seek clarification from Workstream Leads on specific issues. In addition to stakeholder and parent representatives on this Board, executive level officers from the CCGs, Healthcare Provider Trust, Children's and Adults Social Care, Education and Skills and Babcock Prime (Worcestershire's school improvement partner) are present. Young people also attend.

The Health and Wellbeing Board (HWBB) includes Elected Members of the Council with Portfolio responsibilities for Children's and Adults Social Care and Education and Skills and members of the three CCG Governing Bodies, as well as The Director of Children, Families and Communities and the Chief Executive of the Council. It meets quarterly and will be provided with a report that has been enhanced following the discussions of the SEND Improvement Board. If there are matters that relate to Local Area Leadership, these will focus in matters for the Board's attention.

The Integrated Commissioning Executive Officer Group (ICEOG) will also consider progress reports paying particular attention to areas of joint priority. Both the HWBB and ICEOG can confirm policy priorities and direction and influence change in the services led by its members.

CCG Governing Bodies meet quarterly. Update reports will be prepared by the Project Team and presented by executive officers who attend the HWBB and/or ICEOG.

The Lead Elected Member for Education and Skills will meet at least monthly with the Assistant Director Education and Skills to interrogate progress in the Written Statement of Action and explore any specific issues of concern. Update reports to the Cabinet of the Council will follow a quarterly cycle for the first 12 months, supported with 6 monthly issue specific reports.

Quarterly reports will be prepared by the Director of Children, Families and Communities and the Accountable Officer for the



	<p>three CCGs, for publication on the Local Offer web-site, and for Local Area Partners' own web-sites.</p> <p><u>Monitoring Activity and Impact</u></p> <p>Activity is driven through five workstreams. Their work plans are set out in this Written Statement of Action. They report to the SEND Improvement Board</p>
Where an existing policy is to be amended please summarise principle differences between the existing and proposed policies?	

## Stage 2 - Information gathering/consultation

Please give details of data and research which you will use when carrying out this assessment:	
Please give details of any consultation findings you will use when carrying out this assessment:	
Do you consider these sources to be sufficient?	Choose an item.
If this data is insufficient, please give details of further research/consultation you will carry out:	
Please summarise relevant findings from your research/consultation:	

## Stage 3 - Assessing the equality impact of the policy

Based on your findings, please indicate using the table below whether the policy could have an adverse, neutral or positive impact for any of the protected groups:

Protected characteristic	Adverse	Positive	Neutral
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>



Marriage and civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Pregnancy and maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Race	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Religion and belief	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sex	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Sexual orientation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Please provide details of all positive and adverse impact you have identified:	The Written Statement of Action is intended to improve services for children with Special Educational Needs and Disabilities from Birth to 25 years. The quality of advice and service received will be perceived by parent / carers. There may be perceived negative impact from mainstream schools and from parent/carers of SEND children who are encouraged to attend mainstream schools.
Where possible please include numbers likely to be affected:	
Where potential adverse impact has been identified, can continuation of the proposed policy be justified?	No If yes, please explain your reasons: The overall impact of the Written Statement of Action will be a positive impact. The negative impact is more perception than actual
Do you consider that this policy will contribute to the achievement of the three aims of the <a href="#">Public Sector Equality Duty</a> ?	Please indicate which of these aims is achieved through this policy: <ul style="list-style-type: none"> <li>•Advance equality of opportunity between people who share a protected characteristic and those who do not.</li> <li>•Foster good relations between people who share a protected characteristic and those who do not.</li> </ul> Please explain how the policy contributes to achievement of any aims you have selected:
<p>The Public Sector Equality Duty has the following three aims:</p> <ol style="list-style-type: none"> <li>1. To eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.</li> <li>2. To advance equality of opportunity between persons who share a relevant <a href="#">Protected Characteristic</a> and persons who do not share it.</li> <li>3. To foster good relations between persons who share a relevant <a href="#">Protected Characteristic</a> and persons who do not share it.</li> </ol>	

## Stage 4 - Action planning and time frames

Please list any actions you will take to mitigate any adverse impact you have identified:

Planned action	By who	By when	How will this be monitored
Regular Communication with schools and	This will be led by the Communication leads from WCC, Acute Trust	Throughout the programme	This will be monitored through the Communication plan



Parent/Carers around the development and benefits of the Written Statement of Action	and CCGs		and reported to the relevant Boards as set out above

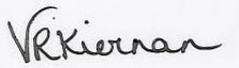
Please indicate how these actions will be taken forward as part of your team/service/directorate planning:	Communication forms part of the programme of the Written Statement of Action and will be monitored on a regular basis
--	---

## Stage 5 - Monitoring & Review

How frequently will proposed action be monitored?	This will be monitored on a monthly basis at the SEND Improvement Board through the lifetime of the programme
How frequently will intended outcomes be evaluated?	
Who will be responsible for monitoring and evaluation?	
How will you use the monitoring and evaluation results?	

## Stage 6 - Publication

Worcestershire County Council requires all assessments to be published on our website. Please send a copy of this assessment to the Corporate Equality and Diversity Team for publication.

	Signature	Date
Completing Officer:		18/02/2019
Lead Officer:	Nick Wilson	19/02/2019
Service Manager:		Click here to enter a date.

This page is intentionally left blank

# Worcestershire County Council – Privacy Impact Assessment template

## Privacy Impact Assessment

Appendix 5

Ref	Questions	Assessment responses
	<b>TITLE</b>	<b>SEND Improvement Plan</b>
<b>A</b>	<b>Basic Information</b>	
1	Information Asset Owner / Head of Service	Nick Wilson
2	Service Manager	SEND Group Manager
3	Contact name	Penny Richardson
4	Contact telephone	
5	Target date required for completion of PIA	
6	Target implementation date of project/change	
7	Information Asset Register Reference (if known)	

## Worcestershire County Council – Privacy Impact Assessment template

8	<p>Project/Change Outline - Brief description of what is being planned.</p> <p><i>Include links to relevant project documentation if available</i></p>	<p>The SEND Improvement Action Plan is a response to the requirement to produce a Written Statement of Action detailing how we will tackle areas for improvement identified by the Joint Local Area SEND Inspection that took place between the 5 – 9 March 2018. The findings of the Inspection were published on the 16th May 2018. The plan also includes associated and ancillary actions and tasks to ensure there is a single implementation plan that responds to the findings and the implementation of the SEND strategy. The primary aim of this plan is to build trust and confidence in the system that supports parents, carers, families and children and young people with SEND.</p>
---	--	---

## Worcestershire County Council – Privacy Impact Assessment template

9	<p>What are the privacy impacts of this proposal?</p> <p>Describe the new or change in the way the service is delivered, change of system, how will personal data be collected or treated differently to current usage? Is specific information being collected or accessed that hasn't previously or is the level of information about an individual increasing?</p>	<p><i>Changes to service delivery will be developed during the initial planning phase under each workstream of the plan.</i></p> <p><i>The planned service improvement is not expected to impact the way or amount of personal data captured</i></p>
10	Number of customers/stakeholders impacted	<i>The proposed changes will impact all SEND children and families</i>
<b>B</b>	<b>INFORMATION COLLECTED</b>	
B1	<p>What personal data is involved? For health systems, is it patient identifiable data?</p> <p><i>See Notes below</i></p>	<i>Personal data collected involve names, address and diversity monitoring data. A unique identifier is created through Frameworki</i>
B2	<p>Describe the planned information flows, i.e. where does the information go - internally, externally and how.</p> <p><i>An information flow diagram would be useful if you have this.</i></p>	<i>The information is stored on Frameworki and will be shared with any partnership agency that will provide support with consent gained and recorded</i>
B3	Describe why you really need all the personal information you are planning to collect, or can you collect anonymised information instead.	<i>The information collected is essential for assessments and support to be carried out and some is required to be collected for reporting and monitoring purposes</i>
<b>C</b>	<b>FAIR PROCESSING</b>	
C1	Are you relying on individuals to provide consent for the processing of their information or is there a Legal Gateway?	<p><i>Not sure about this one – is there a statute covering collection of children's data for support?</i></p> <p><i>Consent will be captured and recorded for personal data to be shared with any partner</i></p>

## Worcestershire County Council – Privacy Impact Assessment template

	<p>If consent how will that consent be obtained, recorded and kept up to date? What will happen if they withdraw consent?</p> <p>If Legal Gateway please detail what legislation/Act you're relying on</p>	<p><i>agency who may be able to provide support. Consent may be withdrawn at any time and records updated accordingly.</i></p>
C2	<p>Will the individuals whose information will be in the system be informed of the processing and disclosures that will take place? For example, are they aware of the collection and how their information will be used.</p> <p>Please provide a link to the service specific privacy notice</p>	<p><i>Privacy notices are available on the public website.</i></p> <p><i>Children's Specific Notices:</i>  <a href="http://www.worcestershire.gov.uk/info/20097/children_families_and_communities/473/children_families_and_communities_policy_and_guidance">http://www.worcestershire.gov.uk/info/20097/children_families_and_communities/473/children_families_and_communities_policy_and_guidance</a></p> <p><i>Council's Privacy Notice:</i>  <a href="http://www.worcestershire.gov.uk/fullprivacynotice">http://www.worcestershire.gov.uk/fullprivacynotice</a></p>
C3	<p>If the service is being commissioned, who will be responsible for informing the individuals of change of provider and gaining consent</p>	<p><i>Any commissioning arrangements will be developed under each individual workstream. A communication plan detailing this will be developed where necessary</i></p>
C4	<p>What provisions are in place for if a person objects to the new way of processing?</p>	<p><i>The processing of personal data will not change</i></p>
<b>D</b>	<b>OWNERSHIP and LOCATION of DATA</b>	
D1	<p>Who will be responsible for the data stored.</p> <p>If external, provide the names of all sub-contractors (i.e. who may store/host the data on behalf of main partner/supplier )</p> <p><a href="#">ICO guidance</a>  <a href="#">NHS guidance (IGA)</a></p>	<p><i>All CFC staff are responsible for ensuring that recorded information on active cases is accurate</i></p>
D2	Data Controller(s)	<i>Not sure who this is</i>

## Worcestershire County Council – Privacy Impact Assessment template

	<i>Determine if Joint or Common data controllers and rationale.</i>	
D3	Data Processor(s) <i>If applicable</i>	
D4	Format of data.  <i>Require a list of all types - delete those that do not apply or add new.</i>	<i>All data is electronic and captured on FWI</i>
D5	Location of all data. <i>Is data being stored and accessed off-site from Council premises?</i>  Specify country data is held if offsite, e.g. England, Ireland, Germany, EEA, US, Worldwide	<i>All data is stored on internal secured servers.</i>
<b>E</b>	<b>ACCESS TO DATA</b>	
E1	What measures are being put in place to ensure data sets are only available to those with a legitimate need to access them and the data is held securely? e.g. Physical or system or role based access restrictions.	<i>Access to Frameworki is only permitted to staff who work in social care and those who provide a support function. Access must be requested and approved</i>
E2	Will the data be shared outside of WCC staff by partners/suppliers and are sharing agreements in place or do they need to be developed?	<i>Data will be shared with required partners to provide support.</i>
E3	Are audit trails planned to log who accesses the data?	<i>Frameworki logs all users who access records and this is monitored for unusual activity</i>
E4	How will personal data be supplied for subject access requests? Does the system/process have this built in?	<i>Will need the SAR system for childrens</i>

## Worcestershire County Council – Privacy Impact Assessment template

E5	Describe how all staff are adequately training in data protection and confidentiality.	<i>Staff are required to complete e-learning modules around data protection and confidentiality before access to Frameworki is granted</i>
<b>F</b>	<b>ACCURACY, RETENTION AND DISPOSAL</b>	
F1	Will the information be kept up to date and how will the personal data be checked for accuracy? This applies to electronic and paper formats.	<i>All workers are responsible for checking the accuracy on active cases</i>
F2	Are measures in place to routinely remove redundant information and for it to be disposed of securely? This applies to electronic and paper formats.	<i>The information is subject to regulations and the Councils disposal schedule</i>
F3	Retention of data How long will data be kept for? <i>Link to retention schedule if known.</i>	<i>The information will be retained according to the retention schedule</i> <a href="https://worcestershirecc.sharepoint.com/:x:/r/information-governance/Documents/Disposal%20Schedule.xlsx?d=wacd46750af034f59b65a2c530bb8b2aa&amp;csf=1">https://worcestershirecc.sharepoint.com/:x:/r/information-governance/Documents/Disposal%20Schedule.xlsx?d=wacd46750af034f59b65a2c530bb8b2aa&amp;csf=1</a>
<b>G</b>	<b>COMMISSIONING</b>	
G1	If the data is being commissioned externally does the contract or agreement in place have clauses that relate to Information Governance, including information about Data Protection, Freedom of Information and Records Management?  <i>The contract should also include about what happens to the information once a contract comes to a close, i.e. transfer to</i>	<i>Any commissioning activity will include all standard clauses regarding information governance within the contract and any further details will be considered under each workstream</i>

## Worcestershire County Council – Privacy Impact Assessment template

	<p><i>new provider, transfer back to Worcestershire</i></p> <p>See <a href="#">commissioning/ decommissioning IM checklists</a></p>	
G2	<p>Is it clear who is responsible for responding to subject access requests. i.e. will it be Worcestershire or the commissioned service provider?</p>	<p><i>The details of responsibility will be clarified in any contract</i></p>
G3	<p>Is there a process for when a customer asks for their personal data to be removed from the system?</p>	<p><i>Any request will follow the responsible organisation's processes</i></p>
<b>H</b>	<b>DIRECT MARKETING</b>	
H1	<p>Does the system send messages by electronic means? <i>This includes both live and pre recorded telephone calls, fax, e mail, text messages or via social networking sites.</i></p>	<p><i>No</i></p>
H2	<p>Will you be involved in direct marketing? <i>This may be classed as direct marketing and the PECR regulations would apply. Consent and opt-out is required. Seek advice.</i></p>	<p><i>No</i></p>

<b>I</b>	<b>RISKS</b>	<i>To be agreed by service contact and IM</i>
	<p>List here risks identified. <i>Have the information risks been already assessed for the process/system or are they part of the project risk register?</i></p>	<p>1. <i>The risks to data are captured under the Frameworki risk log</i></p>

## Worcestershire County Council – Privacy Impact Assessment template

<b>J</b>	<b>ACTIONS</b>	
	List planned actions to address risks identified above.	1. <i>Any actions will be recorded on the Framework risk log</i>
	<b>Assessment Completed by: (name &amp; contact number)</b>	
	<b>Assessment completion date</b>	
	<b>APPROVALS REQUIRED</b>	
	<b>Information Management Date:</b>	
	<b>Service Manager Date:</b>	
	<b>Copied to: <i>Insert names as relevant (SIRO/CG/IAO)</i></b>	

# Worcestershire County Council – Privacy Impact Assessment template

## NOTES:

**Personal data** as described in the Data Protection Act  
Information sufficient to identify a living individual by itself or in conjunction with other information held by the Council. Includes any expression of opinion about an individual and any indication of the intentions of the Council or any other person in respect of the individual.  
Examples are:

- contact details,
- NI number,
- bank account details, credit card details.

Some may be high risk for the individual for example, access details for vulnerable people, protected whereabouts for people at risk.

## Sensitive personal data

Specific attributes defined in the Data Protection Act as sensitive data are:

- physical/mental health
- criminal proceedings
- ethnicity data
- sexual life
- trade union
- political opinions
- religious beliefs

**Personal Identifiable Data (PID)** as described in the NHS by HSCIC, is information (an identifier) about a person e.g. a patient, client, service user or staff, from which the individual could be singled out from others.

It may be a single or combination of two or more identifiers such as:

Name, Address, Postcode, Email address, Date of birth, Driving licence number (DoB and first part of surname), Other dates (e.g. death, diagnosis), NHS number, National Insurance number, Local identifier number (Social care, hospital, or GP practice number).

## WCC information risk classifications

- No Risk
- Low Risk
- High Risk
- Very High Risk

This page is intentionally left blank



**Worcestershire Safeguarding  
Children Board  
Annual Report 2018/19**

## Foreword by Derek Benson, Independent Chair of the Worcestershire Safeguarding Children Board

It is my pleasure to introduce the Annual Report for the Worcestershire Safeguarding Children Board (WSCB) for 2018/19. This will be the last such report published by the WSCB under current arrangements before responsibility for local safeguarding transfers to the named Safeguarding Partners in September 2019. Plans for the new arrangements have been carefully considered and the Safeguarding Partners; the Local Authority, West Mercia Police and the Clinical Commissioning Groups for Health, will collectively take the lead in a partnership that remains focussed in its commitment to achieving the best possible outcomes for the children and young people of Worcestershire.

The purpose of Local Safeguarding Children Boards has been to co-ordinate effective safeguarding arrangements across the statutory and voluntary sector agencies, and it is vital that the three Safeguarding Partners maintain that breadth of involvement. They are already actively engaged in partnership activity across the county and are well sighted on the good practice that exists. The strength of the existing arrangements is due to the shared determination of that broad range of partners that come together as the WSCB to ensure children are safeguarded and whose wellbeing is actively promoted. It is essential that the rich diversity of opinion and experience is maintained going forward.

The activity of the Board has been effectively and diligently coordinated and supported by the Business Unit, and I would like to record my appreciation for their ongoing energy, enthusiasm and professionalism.

The Annual Report provides updates on what has been achieved during 2018/19 and includes information on progress against local priorities, developments in safeguarding and how learning has been shared and incorporated into practice. This is achieved through detailed performance data from partners, a comprehensive audit and assurance programme and importantly, feedback and input from service users including children and young people.

Throughout the last year as well as preparing for the transition to the new arrangements, the WSCB has worked to deliver a number of key priorities; implementing a strategy and supporting toolkit to tackle Neglect, better understanding and supporting activity to address the widening issues of exploitation, and seeking assurance and promoting Early Help in Worcestershire. Much of this activity will continue into 2019/20.

Another key element of the Board's work has been the ongoing support for Children's Services in its improvement journey, whilst continuing to monitor the outcomes for children and young people. There are clear signs of progress and this will remain a priority area as the newly constituted Partnership takes shape.

Safeguarding has never been more important and we, as individuals and partners, must remain focussed in our efforts to provide those better outcomes for children and young people in Worcestershire.

# Contents

1. Introduction
2. Context
3. Strategic Priorities
4. Effectiveness, Learning and Improvement
5. Formal Summary Statement of the arrangements to ensure that children are safe in Worcestershire

Appendix 1 WSCB Membership

Appendix 2 WSCB Structure

Appendix 3 Financial Position

Appendix 4 Performance Data

Appendix 5 Glossary

# 1. Introduction

## **What is the Worcestershire Safeguarding Children Board (WSCB)?**

WSCB is the key statutory body overseeing multi-agency child safeguarding arrangements across Worcestershire. Our work is governed by the statutory guidance in 'Working Together to Safeguard Children 2015'.

Section 14 of the Children Act 2004 sets out the statutory objectives of Local Safeguarding Children Boards, which are:

- To co-ordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in their area; and
- To ensure the effectiveness of what is done by each such person or body for those purposes.

## **Purpose of the Annual Report**

Statutory legislation requires the Independent Chair of the Safeguarding Board to publish an annual report on the effectiveness of child safeguarding and promoting the welfare of children in the area it covers. This report relates to the preceding financial year. The report will be submitted to the Chief Executive and Leader of the Council, the local Police and Crime Commissioner and the chair of the Health and Well-Being Board.

The report aims to provide a rigorous and transparent assessment of the performance and effectiveness of local services. It identifies areas of weakness, the causes of those weaknesses and the action being taken to address them as well as other proposals for action.

## **Vision Statement**

All children and young people in Worcestershire are safe and thriving

## **Mission Statement**

Working in partnership to keep all children and young people safe and thriving within an environment where safeguarding is everybody's business and intervention and support is timely and right for individuals and families.

## **WSCB Values**

- Respect for children, young people and their families
- Making a positive difference to the lives of children and young people
- Working together in partnership
- Collective and mutual challenge between partners to keep children safe

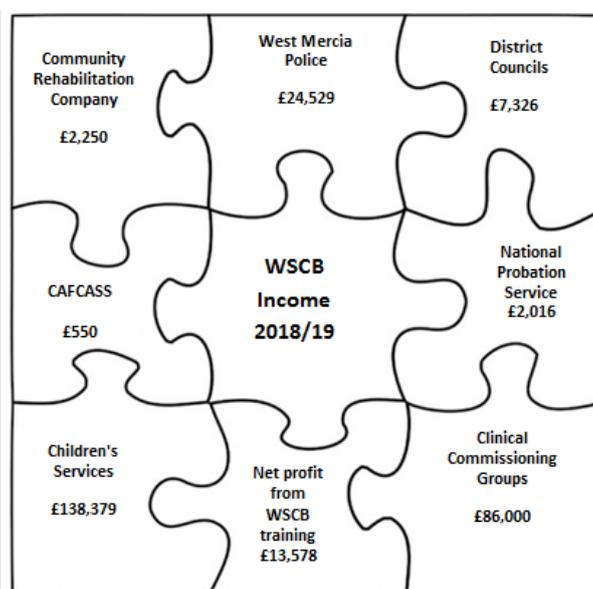
- Involving communities at a local level
- Valuing and responding to diversity

### WSCB Membership & Structure

Membership of WSCB is statutory for a number of partners as outlined in [Working Together \(2015\)](#). A full list of member partner agencies can be found at Appendix 1

The WSCB Structure is located at Appendix 2

### Financial Contributions



### New Multi-Agency Safeguarding Arrangements

The Children and Social Work Act 2017 replaces Local Safeguarding Children Boards (LSCBs) with new local safeguarding arrangements, led by three safeguarding partners (the local authority, police, and clinical commissioning groups). LSCBs must continue to carry out all of their statutory functions, until the point at which safeguarding partner arrangements begin to operate in a local area. The Worcestershire Safeguarding Children Partnership will be implemented by 1 September 2019. More information can be found at:

<https://www.safeguardingworcestershire.org.uk/changes-to-safeguarding-children-arrangements-from-1st-september/>

## 2. Context

### 2.1 Context & Local Demographics

The largely rural county of Worcestershire is situated in the West Midlands. It has a population of 588,400 and 75% of residents live within the main towns and urban areas. According to figures released by Worcestershire County Council the county population has been increasing by an average of approximately 3,800 people per annum over the last 5 years, and the rate of growth is increasing.

#### Age

Worcestershire has a resident population of approximately 116,900 children and young people aged 0 to 17, making up 20% of the total population. Over the next ten years trend-based projections suggest that the population of 0 to 17 year olds will increase by 4,900 (4.2%) with variations between age groups. The population of 10 to 15 year olds is projected to increase by over 10% while the population of 16 to 17 year olds is projected to increase almost 14%.

#### Ethnicity

10% of the population aged 0 to 17 is classified as belonging to an ethnic group other than White British. The largest group is Asian or Asian British and the next largest is children from a mixed heritage background. English is spoken as an additional language by over 6,400 school pupils (8.0%). Polish, Urdu and Punjabi are the most commonly recorded spoken community languages in the area.

#### Areas of Deprivation

The Indices of Deprivation use several measures including income, employment, education, health, barriers to housing and services, crime, and living environment. These are weighted and combined to create an overall Index of Multiple Deprivation. In Worcestershire deprivation scores vary with the highest score at 75.6 in one area of Worcester City and 2.4 in another. Most of the high deprivation areas are in the urban areas of Worcester, Wyre Forest and Redditch, with some areas of deprivation also present in the towns of Evesham, Malvern, Droitwich and Stourport - On - Severn. The average for the county is 17.7, ranked as 111 out of 152 Local Authority areas (1 being the most deprived).

#### Local Authority Provision

At the end of March 2018 there were a total of 695 Children in Need (CIN), 798 Looked After Children (LAC) and 415 children with Child Protection Plans. (2017 comparison figures in table below.)

Local Authority Provision	March 2018	March 2019
Child in Need Plans (A Child in Need is one that has been assessed under Section 17 of the Children Act 1989 as being unlikely to maintain a reasonable level of health or development or whose health or development is likely to be impaired without the provision of services; or a child who is disabled)	695	594

Looked After Children (a child who is being looked after by the Local Authority is known as a child in care)	798	842
Child Protection Plans (children require a Child Protection Plan if they are judged to be suffering, or likely to suffer, significant harm)	415	404

## 2.2 Partnership Working

### Linkages with other Strategic Boards

The WSCB Independent Chair is directly accountable to the Chief Executive of Worcestershire County Council and works closely with the Director of Children, Families and Communities, attending the Children & Families Overview and Scrutiny Panel when available.

The work of the WSCB fits within the wider context of the Worcestershire Health and Well-Being Board (HWB), the Safer Communities Board (SCB) and the Worcestershire Safeguarding Adults Board (WSAB). Work with WSAB, facilitated by the Independent Chair, focusses on areas of safeguarding which span both Boards in order to improve communication and reduce complexity for partner agencies. Examples are sexual exploitation, domestic abuse and Female Genital Mutilation (FGM).

The Board also works closely with the Worcestershire Forum Against Domestic Abuse and Sexual Violence with regard to the impact of domestic abuse on children.

Links to other strategies

Special Educational Needs and/or a Disability (SEND) Strategy which sets out partnership duties and will be delivered through an action plan to be overseen by the local authority's Children with SEND Improvement Board.

[www.worcestershire.gov.uk/info/20541/we\\_are\\_listening/1616/our\\_send\\_strategy](http://www.worcestershire.gov.uk/info/20541/we_are_listening/1616/our_send_strategy)

"

Children and Young People's Plan 2017-21 which provides a framework for all agencies and organisations working with children, young people and families to make the necessary impact to improve lives. [www.worcestershire.gov.uk/download/downloads/id/8306/worcestershire\\_children\\_and\\_young\\_peoples\\_plan\\_booklet.pdf](http://www.worcestershire.gov.uk/download/downloads/id/8306/worcestershire_children_and_young_peoples_plan_booklet.pdf)

[www.worcestershire.gov.uk/download/downloads/id/8306/worcestershire\\_children\\_and\\_young\\_peoples\\_plan\\_booklet.pdf](http://www.worcestershire.gov.uk/download/downloads/id/8306/worcestershire_children_and_young_peoples_plan_booklet.pdf)

"

Joint Health and Well-Being Strategy 2016 – 21 which is a statement of the Health and Well-Being Board's vision and priorities based on the Joint Strategic Needs Assessment and the views of key stakeholders.

[www.worcestershire.gov.uk/download/downloads/id/7051/joint\\_health\\_and\\_well-being\\_strategy\\_2016\\_to\\_2021.pdf](http://www.worcestershire.gov.uk/download/downloads/id/7051/joint_health_and_well-being_strategy_2016_to_2021.pdf)

"

Early Help Strategy 2017 – 2020 which sets out how agencies should work together to provide additional support to children and families.

[www.worcestershire.gov.uk/downloads/file/8802/worcestershire\\_early\\_help\\_strategy\\_2017\\_to\\_2020](http://www.worcestershire.gov.uk/downloads/file/8802/worcestershire_early_help_strategy_2017_to_2020)

## 3. Strategic Priorities

### 3.1 Implementation of Neglect Strategy

Worcestershire has a significantly higher rate of neglect per 10,000 population (34.00 in 2017) than for both statistical neighbours (21.6) and England (26.3). 79% of all current Child Protection Plans are for Neglect which is significantly higher than the national average. Nearly three quarters of new Contacts or Referrals where neglect is a factor relate to children under 10 years old. More than half of all social work assessments result in no further action being taken by Children's Social Care, with one quarter proceeding to a Child in Need or Child Protection Plan.

Three Multi-Agency Case File Audits (MACFAs) have been undertaken on cases where children were experiencing neglect in 2014 (MACFA 14), 2017 (MACFA 26) and 2019 (MACFA 31). The findings from the most recent audit will serve as a benchmark against which the safeguarding partners will be able to evaluate progress.

Key aspects of practice which have been identified from the MACFAs and also from case reviews undertaken nationally are:

- Need to include the parents' histories and parental risk factors as part of the assessment of their ability to change
- Evidence required that inter-agency neglect guidance is being followed by agencies
- Over-focus on the needs of the parents
- Need to listen to children and young people about their lived experience and evidence how this has impacted on decision making
- Need for increased focus on the roles of 'invisible males'
- Need to avoid drift and delay in decision making
- Tendency towards 'start again syndrome' following changes of worker/service
- Importance of chronologies and processes for sharing them between agencies
- Importance of engaging with wider family members when assessing and working with parents who not demonstrating the necessary changes
- Tendency towards professional over-optimism about co-operation and the ability of some parents to sustain improvements
- Need for SMART objectives in Plans with time scales and contingency plans evidenced

The WSCB approved its Neglect Strategy in December 2018 which can be located at: <https://www.safeguardingworcestershire.org.uk/wp-content/uploads/2019/06/Worcestershire-Neglect-Strategy-2018-2020.pdf>

The aims of the Strategy are to develop shared definitions and language, and a consistent approach to screening across the Partnership with examples of appropriate responses at different levels of need. The revised pathway for responding to neglect concerns, spanning early help through to child protection, and a toolkit for use by frontline practitioners when working directly with families are to be launched at targeted events in June 2019. Young people and practitioners had been consulted on some of the tools and their feedback used to improve the tools. Attendees at the launch events will be specifically nominated by their strategic leads to support the embedding of the pathway and toolkit within their own workforce. The toolkit can be located at: <http://westmidlands.procedures.org.uk/local-content/xkjN/neglect-tools-and-pathways/?b=Worcestershire>

The Board agreed that neglect would continue to be a strategic priority into 2019/20 so that the impact of the Neglect Strategy could be evaluated.

### **3.2 Protecting Children and Young People from Exploitation**

WSCB has a Child Sexual Exploitation (CSE) Strategic Group as one of its sub-groups and a CSE Operational Group which reports directly to the Strategic Group. During the year the focus on CSE has expanded to include other forms of exploitation and contextual safeguarding. 'GET SAFE' is the Worcestershire partnership title for the identification and management of multi-agency support and protection for children and young people at risk of **G**ang-related activity, **S**exual **E**xploitation, **T**rafficking, **M**odern day **S**lavery, **A**bsent and **M**issing, **F**orced Marriage, **H**onour Based Violence and **F**emale Genital Mutilation, and **C**riminal **E**xploitation.

These extra-familial forms of abuse and harm require a timely, well co-ordinated, multi-agency response, including information sharing, to ensure risks are quickly identified and responded to at both an early help and high-risk level of need. The GET SAFE Triage being developed at the Worcestershire Safeguarding Hub will play a key role in ensuring these activities are happening across the different levels of need and evaluating the outcomes to inform future responses. The intelligence this multi-agency Triage will gather will help inform Worcestershire's problem profile of Criminal Exploitation and inform future disruption activities and tactical responses.

After some significant delay a CSE Problem Profile was produced by West Mercia Police and this now needs to be regularly updated and broadened out to include other areas of the GET SAFE (exploitation) agenda.

A CSE multi-agency dataset has been agreed and work continues to populate it with input from Partners. There have been continued challenges in accessing Police data following their change of data system. This dataset needs to be developed to include a wider set of Key Performance Indicators (KPIs) to reflect the GET SAFE agenda.

Towards the end of the year an outline GET SAFE Action Plan was drafted and work is currently being undertaken with Partners to agree the detail.

A MACFA was undertaken during the year looking at partner agencies' use of the CSE Screening Tool. Headline findings were that the tool is in need of review and no longer fit for purpose, it is not being used systematically to screen for risk of CSE but rather when there are already CSE concerns, practice is inconsistent and there is a lack of analysis of risk once indicators have been identified. A review of the CSE screening tool is to be undertaken by the GET SAFE Operational Group.

More information is available at:

<https://www.safeguardingworcestershire.org.uk/wscb/professionals/cse/>

### **3.3 Seeking Assurance and Promoting Effective Early Help**

A key development during the year has been the publication of the revised Early Help Pathway identified as a gap in last year's annual report. The Board's Improving Frontline Practice Group was a helpful mechanism for consultation with Partners and it supported circulation of communications through the WSCB newsletter, core training programme and Practitioner Network meetings.

It was clarified that co-ordination of delivery of the Early Help Strategy action plan would sit under the Children and Young People Strategic Partnership sub-group of the Health and Well-being Board.

WSCB was sighted on audits undertaken during the year which looked at the effectiveness of the Early Intervention Family Support (EIFS) service. The quality of assessments was found to be good and the Signs of Safety strengths-based approach was being embedded. Aspects of practice requiring improvement included reflective practice, management oversight and the inclusion of parents and wider family. Feedback from parents was very positive about their experience.

Assurance was provided to the Board from commissioners for both Public Health and Children's Community Health regarding the respective quality assurance frameworks in place for early help services delivered by Providers.

Two MACFAs were completed during the year looking at early help cases. Some examples of good practice were identified where high levels of intensive support had been provided by Family Support Workers. There were questions raised in two of the cases about whether early help at Level 3 was the correct level of intervention given the complexity of needs and risks being presented at the time. There was evidence of good recording of the child's voice in records and in the work undertaken in four of the six cases, and the quality of Plans had improved on the findings from previous MACFAs with Lead Professionals identified in all of the cases (May 2019).

A MACFA undertaken in September 2018 looked at the application of thresholds by partner agencies and the quality of referrals made to the Family Front Door (FFD). Nineteen referrals from a range of agencies were reviewed in detail. It is possible to provide only limited assurance based on the findings that partner agencies fully understood the threshold for intervention by Children's Social Care and there was found to be significant variation in the quality of referrals being made. Responses from staff at the FFD were of consistently good quality, with improvement only required regarding informing referrers of outcomes. During the year changes were made to referral processes which separated out referrals for early help and social work services, with online referral forms providing more guidance for referrers about what is required. It is anticipated that these changes will lead to improved quality of future referrals and support practitioners in distinguishing between the different levels of need.

The Board sought feedback from practitioners on their understanding of early help using a snap survey. The majority of respondents were schools representing one fifth of all education establishments in Worcestershire. The vast majority of respondents said they were at least 'fairly' confident in working in a multi-agency context and confirmed that they accessed the Levels of Need Guidance and found it useful. Most indicated that specific training on being a Lead Professional and completion of an Early Help Assessment would be helpful.

It is not possible for the Board to provide assurance about the wider early help offer made by universal services due to the fact that there is no mechanism in place currently to capture this information.

### **3.4 Voice of the Child**

Voice of the Child is one of the practice issues considered in the Board's MACFA process with auditors asked to specifically consider how effectively the 'voice' of the child was sought, recorded and considered by the partner agencies involved. Across the four MACFAs completed during the year it was found that practice is variable in terms of listening to and giving consideration to the views of children and young people. In the most effective cases the child's voice and lived experience had been explored by practitioners, including

the impact on them of parental needs or vulnerabilities and risk factors, and then used to inform planning.

During the year WSCB adapted a series of prompt questions for practitioners to consider when seeking to understand what a day in the life of a baby, pre-school child, primary age child or teenager looks like. The 'A Day in My Life' prompts form part of the Neglect Toolkit but could be used in all aspects of direct work with a children or young people. The Board consulted with pupils from middle and secondary schools and feedback informed development of the tools.

An example of the prompt questions is located at:

[http://westmidlands.procedures.org.uk/assets/clients/6/Worcestershire%20Downloads/Worcestershire%20neglect%20tools/A%20Day%20in%20My%20Life%20\(teenager\).pdf](http://westmidlands.procedures.org.uk/assets/clients/6/Worcestershire%20Downloads/Worcestershire%20neglect%20tools/A%20Day%20in%20My%20Life%20(teenager).pdf)

### **3.5 Critical Friends to the Children's Social Care Service Improvement Plan (SIP)**

The WSCB has been updated at every Board meeting on the Service Improvement Plan performance indicators and also on outcomes from Ofsted monitoring visits. Meetings with Critical Friends were discontinued during the year after the Board agreed that progress was being evidenced and Board members were able to provide ongoing scrutiny and challenge through the Board and its sub-groups.

Feedback following Ofsted monitoring visits noted that the quality of support offered to children in care and care leavers has improved since the last inspection of children's services in November 2016, whilst acknowledging that many of the positive changes were at that time (April 2018) very recent and not all children and young people in Worcestershire were yet receiving consistently appropriate support. It was noted by inspectors that the local authority was making satisfactory progress to improve services with good progress being made in the area of assessment and quality assurance. Progress in other areas at that time (July 2018), such as planning for children, was more variable and required further focused work. Inspectors also noted that there had been progress in improving services for children and young people vulnerable to child sexual exploitation and those who go missing, although it was considered that Worcestershire's strategic approach to other forms of exploitation was at that time (January 2019) under-developed.

Last year WSCB noted the significance of the development of a new operating model for children's social care and implementation of the Signs of Safety approach to practice. This year has seen the embedding of Signs of Safety across the partnership and the Board has ensured that tools developed to support aspects of practice, such as the Neglect Toolkit, reflect this approach. In addition, work has continued towards the launch of Worcestershire Children First, the Alternative Delivery Model for Children's Social Care to be launched on 1 October 2019.

### **3.6 Establish new arrangements for the Safeguarding Partnership**

The three named Safeguarding Partners (Chief Executive of Worcestershire County Council, Chief Constable of West Mercia Police, and Accountable Officer for the Clinical Commissioning Groups) have been represented by their respective Board members in discussions regarding the new multi-agency safeguarding arrangements. A proposal was presented at an exceptional Board meeting on 21 January 2019 followed by a period of

consultation. The proposed changes were approved at the Board meeting held on 13 March 2019. There will be a period of transition until the new Worcestershire Safeguarding Children Partnership (WSCP) is fully implemented on 1 September 2019.

Further information is available at: <https://www.safeguardingworcestershire.org.uk/wp-content/uploads/2019/06/Worcestershire-Safeguarding-Children-Partnership-Plan-FINAL.pdf>

### **3.7 Consolidate findings from Serious Case Reviews (SCRs) into learning which leads to improved practice**

Work has been completed by the Serious Case Review and the Improving Frontline Practice sub-groups of the Board to develop a summary of key messages from three SCRs completed during the year. A communications plan to ensure dissemination of learning and key messages was presented to the March Board meeting and has now been implemented.

The Board commissioned the Geese Theatre Company to develop a dramatic piece to be performed for frontline practitioners at a local theatre in June 2019. Three key messages were portrayed in the dramatic scripting around the lives of two fictitious families: any amount of alcohol can impact negatively on parenting, professional dynamics can make it hard for your voice to be heard, and the importance of understanding the child's lived experience and not to assume that a quiet or withdrawn child has nothing to say. Other key messages from the SCRs were summarised in a briefing to be made available to practitioners on the day.

In addition to the Geese Theatre Company production two targeted learning events were planned for July 2019 aimed at frontline practitioners and managers who were placed well professionally to support the embedding of learning across their organisation's workforce. The purpose is to consider what actions frontline practitioners and managers can take to share the learning with staff and to ensure that systems and processes support the improvement of practice in these specific areas of practice.

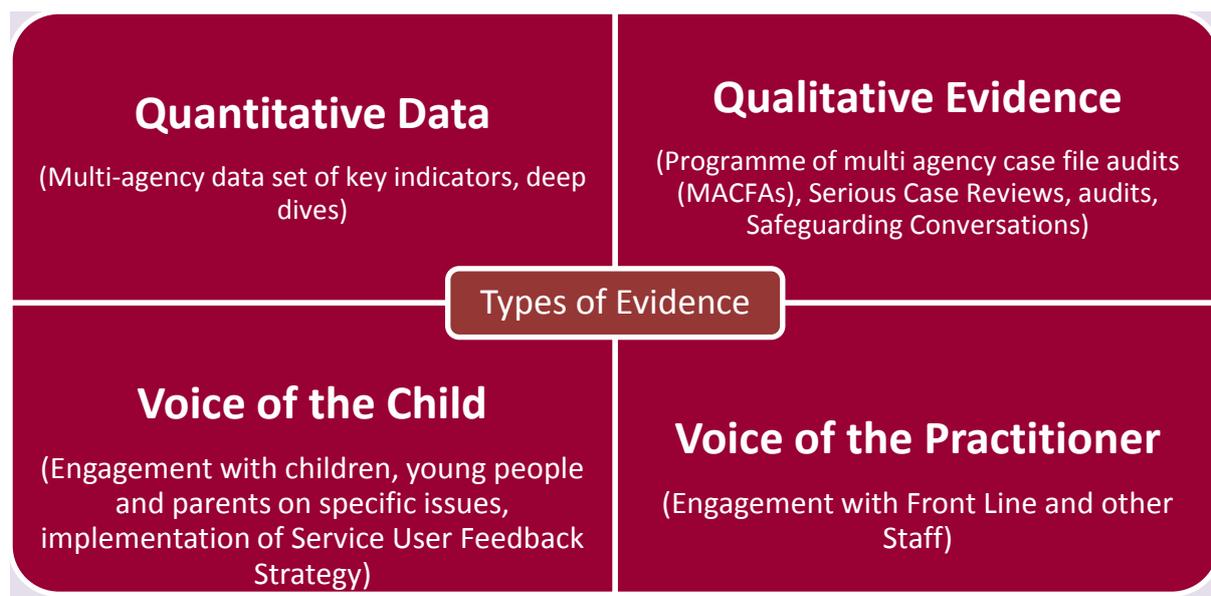
The Learning and Improvement Briefings which support the communications plan are located at: <https://www.safeguardingworcestershire.org.uk/learning-development/training-c/learning-improvement-briefings/>

The Worcestershire Safeguarding Children Partnership will monitor the impact of the embedding of learning over time through audits and data analysis.

## 4. Effectiveness, Learning and Improvement

### 4.1 Monitoring Effectiveness

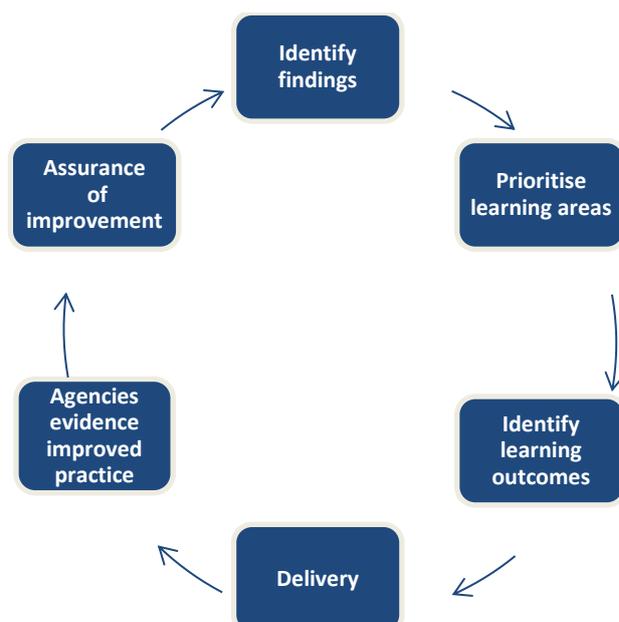
The WSCB evidence base for monitoring the effectiveness of safeguarding arrangements in Worcestershire for children and young people during this period has included a combination of:



The WSCB Learning and Improvement Framework consolidates learning from a range of activities including:

- Child Death Reviews
- Serious Case Reviews and case reviews
- Multi Agency Case File Audits (MACFAs)
- Audits
- Safeguarding Conversations
- Domestic Homicide Reviews and Safeguarding Adults Reviews (where appropriate)

The diagram below demonstrates the Learning and Improvement cycle:



## 4.2 Quantitative Data

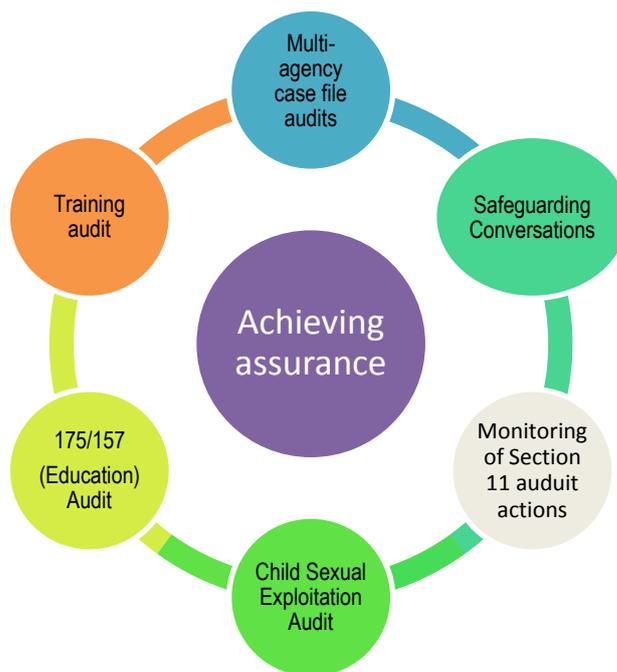
The Board maintains a multi-agency dataset of high level key performance indicators which it scrutinises to identify areas of performance which require further interrogation. This year the data has been streamlined to ensure full scrutiny.

Key headlines from the data are:

- 11,300 Contacts to the Family Front Door, an increase of 13% compared to last year
- Number of Looked After Children has increased from 798 last year to 842
- Number of open Section 17 assessments has increased from 386 to 597
- Number of Section 17 assessments completed has reduced from 4953 last year to 4429
- Number of open Section 47 (child protection) assessments has increased from 90 to 103
- Number of open Child in Need Plans has reduced from 695 last year to 594
- Number of open Child Protection Plans has reduced from 415 last year to 404

## 4.3 Qualitative Assurance Activity

In 2018/19 the following quality assurance audits were completed:



#### 4.3.1 Section 11 Audit (statutory partners)

The Section 11 (S11) Audit is a self-assessment by partner agencies of the extent to which they are fulfilling their safeguarding responsibilities. The S11 Audit provides assurance that safeguarding arrangements are in place across the WSCB partnership or, where improvements are required, plans are in place to address them. WSCB conducts a full S11 audit every two years. In 2017/18 the Board utilised a new audit template devised by a working party from across the West Midlands.

This year the Board can provide assurance that partner agencies continue to report progress against outstanding actions.

#### 4.3.2 Child Sexual Exploitation (CSE) Self-Assessment

Partner agencies were asked to assess themselves against the standards established by the Board. This audit enabled WSCB to benchmark compliance by agencies in this area and compare the results to an audit undertaken in 2017. Improvement has been shown in that no agencies now deem themselves to be inadequate in any area, however there are still areas for improvement reflected in the recommendations.

#### 4.3.3 Section 175/157 audit (schools and colleges)

Response to this annual audit was excellent with 100% of establishments returning their audits. This is the first time that this has been achieved in Worcestershire and demonstrates strong engagement with safeguarding by schools.

This audit evidences a high level of safeguarding activity across education settings in Worcestershire and the importance of a whole school approach which includes a focus on staff development and learning opportunities. 47 Schools have been supported with the self-assessment by the County Council's Education Safeguarding Adviser

Communication between WCC and schools has improved with the provision of network meetings, training and designated Safeguarding Champions.

It is expected that [Operation Encompass](#), where schools are informed the next morning about domestic abuse incidents, is welcomed and should have a positive impact on the emotional support made available to children and young people.

#### **4.3.4 Multi-Agency Case File Audits (MACFAs)**

MACFAs are in-depth audits of a small sample of cases facilitated by an independent Auditor commissioned by the Board. Four MACFAs were undertaken during the year and the learning is covered elsewhere in this report. Any child protection issues identified by the review process are immediately picked up by the relevant agency and actioned. Learning is taken back to individual agencies to inform practice and is also included in multi-agency core safeguarding training delivered by the Board.

The MACFA panel invited individual schools to participate in the process where appropriate and this has enabled better understanding of the child's lived experience for all partner agencies.

.

#### **4.3.5 Safeguarding Conversations**

Safeguarding Conversations are a process developed by WSCB where Board members meet with frontline practitioners to discuss how performance and practice issues impact upon the delivery of a multi-agency plan and subsequent outcomes for a child or young person. Two Safeguarding Conversations were held during the year and three Board members attended including the Director of Children, Families and Communities, the Vice Chair of the Safeguarding Board and the Designated Doctor.

The Safeguarding Conversations were based on Neglect and Step-up/Step-down processes in line with WSCB priorities. In both cases there was found to be evidence of good joint working between agencies. Other aspects of good practice included the collation of full family histories, good quality supervision for staff, evidence of early help support offered by school and health professionals and a contingency plan in place to respond to fluctuating parental mental health. There was evidence of confusion, however, amongst practitioners about how to access early help provision, a lack of information in one case about a parent's new partner and general concern about the lack of availability of suitable mental health services.

#### **4.4 Child Death Overview Panel (CDOP)**

The Child Death Overview Panel (CDOP) has a statutory responsibility to collect and analyse information about the deaths of all children who live in Worcestershire to identify any safety and welfare matters along with wider public health or safety concerns. The Panel analyses the collated information to classify each death, identify any 'modifiable factors' that may have contributed to the death of the child and make recommendations regarding interventions to reduce the risk of similar deaths. Although there may only be a small number of deaths from a particular cause in a given year, cumulative data and liaison with other CDOPs in the West Midlands may reveal trends and common factors.

During 2017/18 CDOP received Notification of 25 Child Deaths, the lowest since CDOP processes began in 2008. However, during 2018/19, 38 Notifications were received which is closer to the norm over the last 11 years.

CDOP and its Sub-Groups met on 7 occasions and undertook 23 Child Death Reviews during the year. Modifiable Factors were present in 10 of the deaths and included lack of parental supervision, maternal smoking and obesity, and fatal road traffic collisions involving inexperienced teenage drivers.

Other issues coming to Panel included several incidents relating to health care, questions relating to teenage suicide along with the review by Public Health of Infant Mortality in Worcestershire. This found no statistically significant change over a 10yr period [2006 to 2016]

A thorough analysis of Child Death Reviews categorised as 'Sudden Unexpected Unexplained Death' relating to children aged under 2 years was undertaken. It is concerning to learn that there has been a significant rise in Baby Deaths with Modifiable Factors including excessive alcohol consumption coupled with bed-sharing and smoking. This trend has been shared within the West Midlands CDOP Network and wider data analysis is underway including review of the current Safer Sleeping initiatives

The Panel Manager has continued to participate extensively in the plans for the implementation of the 'New Arrangements for Child Death Review' and presented suggested minor modifications to current local operational practices to the September and December Worcestershire CDOP meetings. It is good to reflect that many of the proposed National Changes to the Child Death Review processes have been the culture in Worcestershire for many years.

Considerable attention has also had to be paid to managing the backlog of Child Death Notifications received, especially those managed through the new Perinatal Mortality Review process; to ensure that Child Death Reviews are completed as promptly as post-death processes permit.

From September 2019 Child Death Reviews become the responsibility of the Child Death Partners (Local Authority and Clinical Commissioning Groups) and Public Health is taking the lead for Worcestershire County Council. The decision has been taken to develop a joint CDOP with Herefordshire. Further information is available at: [http://www.worcestershire.gov.uk/downloads/file/11281/child\\_death\\_review\\_plan](http://www.worcestershire.gov.uk/downloads/file/11281/child_death_review_plan)

#### **4.5 Serious Case Reviews (SCRs) and Case Reviews**

The Serious Case Review Group considers cases where there may be multi-agency learning to decide whether the criteria for a SCR are met. During the year three cases were considered and, following scoping, were not considered to meet the criteria for a Serious Case Review. If the criteria for a SCR are not met, consideration is given to conducting a case review. No case reviews were initiated during the year.

Two Serious Case Reviews were completed during the year, however it was evident that one of the cases did not meet the criteria and was subsequently down-graded to a case review with the agreement of the National Panel. Learning will be published when parallel processes, such as inquests, criminal proceedings or other formal review processes, have been completed. Recommendations for agencies and the Board have been implemented prior to publication.

Working Together 2018 details how SCRs should be undertaken once the new multi-agency safeguarding arrangements are in place. Under the new legislation and supporting guidance,

these will in future be called 'Child Safeguarding Practice Reviews', with Serious Case Reviews being undertaken by the National Panel if the case is of particular national interest or is complex.

Worcestershire has actively participated in a West Midlands 'Early Adopter' programme to develop a regional framework for Rapid Reviews (scoping process to make a decision about further action) and Child Safeguarding Practice Reviews.

Two Rapid Reviews have been undertaken since the implementation of the new Rapid Review process in June 2018, both achieved within the prescribed time scale of 15 days.

#### 4.6 Single Agency Inspections

Agencies reported that the following inspections had taken place during 2018/19:

- Worcestershire Acute Hospitals NHS Trust – [CQC Inspection, January, 2019](#) and a NHSI peer review visit undertaken on 11<sup>th</sup> March, 2019. Progress on the implementation of actions and sustained improvements required following the CQC visits are monitored through the Trust's monthly Safeguarding Committee attended by the Head of Safeguarding or their Deputy. Developments undertaken over 2018/19 period has moved WHAT from a position of offering limited assurance, to that of being able to offer the Trust Board and the CCGs moderate assurance in relation to the safeguarding agenda.
- West Mercia Police were part of a peer inspection at the beginning of 2019 undertaken by Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS). The inspection looked at elements of vulnerability and safeguarding and engaged with operational and strategic staff and partners.
- Swanswell, a sub group of Cranstoun who deliver drug and alcohol services, received a [CQC inspection](#) at their base in Worcestershire.
- Children's Social Care had several Ofsted monitoring visits which are all available on the [Ofsted website](#).
- Hereford and Worcester Fire and Rescue services had an [inspection in 2018](#). The inspection assessed how effectively and efficiently Hereford & Worcester Fire and Rescue Service prevents, protects the public against and responds to fires and other emergencies. It also assesses how well it looks after the people who work for the service.
- The local area SEND (Special Educational Needs and Disabilities) inspection was completed in March 2018 <https://files.api.ofsted.gov.uk/v1/file/2773973> The WSCB has been sighted on the written Statement of Action which was developed following the inspection and has received assurance that work streams are progressing. Ofsted continues to monitor implementation of the Statement of Action.

#### 4.7 Communications

During 2018/19 WSCB has engaged in a wide range of communication activities to raise awareness of safeguarding issues and raise the profile of the Board. Communications have been directed towards members of the public, parents and carers, children and young people, and practitioners from across the partnership.

- **Website**

One of the major communications projects has been the development of a new Safeguarding Worcestershire website. A joint project with Worcestershire Safeguarding Adults Board, the website replaced the previous WSCB webpages hosted by Worcestershire County Council. The joint website will provide an opportunity to showcase cross cutting issues such as Transition, Domestic Abuse, Mental Capacity Act and Exploitation, as well as supporting the 'Think Family' approach. It is due to go live on 1<sup>st</sup> May 2019.

#### **Other communication activities in 2018/19:**

- **Newsletter:** four issues of the Board newsletter, Safeguarding Matters, have been published on the board website and circulated across the partnership.
- **Practitioner Network:** the network provides a quarterly forum for local practitioners from across the partnership to meet and share information and best practice in relation to safeguarding issues. The network acts as a consultation and reference group to support the Board.
- **Awareness Days:** The Board has widely circulated briefings and materials to support national awareness days on issues such as Child Sexual Exploitation and Internet Safety.
- **Learning & Improvement Briefings (LIBs):** During the year the board published two further LIBs on MACFA Messages and Consent & Confidentiality. A further four LIBs have been developed for circulation in the spring of 2019 covering key messages from local Serious Case Reviews.

## **4.8 Engagement with front line practitioners**

### **Practitioner Network**

The WSCB Practitioner Network is the interface between safeguarding practice and safeguarding strategy. The network provides the Board with a practitioner's view of the reality of safeguarding children and young people in Worcestershire. Practitioners meet quarterly and represent a wide variety of organisations involved with safeguarding. The network is a dynamic process, not only serving to promote best practice, but also as a conduit to convey views and concerns back to the Board.

This forum is used to disseminate learning and to take feedback from practitioners on a range of specific issues. In 2017/18 the Practitioner Network was consulted on Learning and Improvement Briefings, Levels of Need Guidance and an Early Help survey.

Specific presentations were made to the Practitioner Network on:

- Worcestershire Children First
- Illegal money lending and the impact on safeguarding children and young people
- Signs of Safety
- Domestic Abuse
- Working Together 2018
- [Car Wash App](#) – The Clewer initiative in relation to modern slavery
- Operation Encompass
- Worcestershire Parenting Services
- The impact of contemporary issues on children and young people's mental health

## **4.9 Engagement with Children, Young People and Families**

A social work student from the University of Worcester worked with WSCB during the year to support the Service User Feedback agenda and engagement with young people. She has brought a young person's perspective and challenge to discussions.

This year the Board consulted directly with young people on the development of a toolkit to support the Neglect Strategy. The young people provided excellent feedback and the tools were made more young people friendly as a result.

Agencies are asked to report on their approach to Service User Feedback (SUF) as part of the Section 11 Audit. It is noted that the Youth Justice Service has an excellent method of collating and using feedback from young people to develop its services.

#### **4.10 Policies & Procedures**

Worcestershire is part of a consortium of nine Local Safeguarding Children Boards from the West Midlands who share the online multi-agency safeguarding children procedures located at: <http://westmidlands.procedures.org.uk/> It is two years since these procedures went live and during this period all of the policies have been reviewed to ensure they are up to date.

In addition, Worcestershire has developed its own pathways and tools which sit in the local section of the procedures. Key pieces of work this year have been the development of a local Female Genital Mutilation (FGM) Pathway, Child in Need Guidance and the Neglect Toolkit.

#### **4.11 Evaluating the effectiveness of training**

During the year 842 people attended a range of multi-agency courses delivered by WSCB. Courses included Targeted training (1, 2 & Refresher), Supervision training, CSE Awareness Raising and Management of Allegations. WSCB multi-agency training is attended by a wide range of agencies, in particular schools, the Worcestershire Health and Care NHS Trust and staff who work for the Children, Families & Communities Directorate of Worcestershire County Council.

WSCB multi-agency training continues to be delivered to a very high standard as evidenced by on the day and impact evaluations. 96% of people attending the training completed an 'on the day' evaluation which shows that people rate the quality of the training and effectiveness of the teaching as good or very good. Those who attended said that their knowledge and confidence in working in safeguarding had improved.

Impact evaluations completed three months after the course suggest that attending the training had:

- Improved working practices
- Positively impacted on supporting families and children
- Improved awareness of safeguarding

E-learning was less well used this year with 996 practitioners accessing online courses (down 28% compared with last year). There has been a year-on-year reduction in demand and the Board took the decision cease delivery of e-learning from April 2019. It will instead signpost agencies to alternative providers where they can purchase online courses directly.

## 5. Formal Summary Statement of the arrangements to ensure that children are safe in Worcestershire

Worcestershire Safeguarding Children Board has a responsibility to form an annual overall judgment on safeguarding arrangements and their effectiveness. Based on the Board's quality assurance activity and the learning to come from it, and giving consideration to inspection findings during the year, it can make the following formal summary statement in respect of 2018/19:

Engagement with the work of WSCB has remained strong, evidenced by Board members chairing sub-groups and ensuring actions are completed to implement the Business Plan. Attendance at Board meetings remains good and response to audits is generally positive. There have been fewer changes to Board membership than in previous years which has supported continuity and full engagement. Contributory partners have, despite competing financial demands, maintained funding for the Board. There remains evidence of a strong multi-agency commitment to learning and improvement across the WSCB partnership.

During 2018/19 the Board has continued to be sighted on the work being undertaken by Children's Social Care to improve services for children in need of help and protection, including early help, through its comprehensive Service Improvement Plan. In addition, Ofsted have continued to monitor progress through quarterly monitoring visits. As a result of feedback received from Ofsted and the local authority's own Quality Assurance and Performance Information, the Service Improvement Plan has been reviewed and priorities re-focussed. The Board was satisfied with the regular updates provided from the Director of Children, Families and Communities and with commentary and analysis regarding performance information provided by the Assistant Director (Safeguarding).

Operation Encompass is a national initiative which was launched in Worcestershire in November 2018 where notifications about domestic abuse incidents are communicated the next morning to schools via the portal. The WSCB supported this initiative by providing money to pay for administration capacity for one year. Informal feedback is that schools welcome this information as it places them in a position where they can put a child's presentation into context and provide emotional support to children if necessary.

The Levels of Need (Thresholds) guidance, approved by the Board in March 2016, has been updated during the year to include a revised Early Help Pathway. Previously this had been a significant gap. An understanding of the local early help offer and pathway is critical to ensuring that practitioners are able to make appropriate decisions about how families access timely support and when to make a referral to Children's Social Care. Previously feedback received by the Board indicated that practitioners were unclear about the early help offer and their part in delivering it, and about the process for accessing services for families. Changes to the referral process made in November 2018 for accessing Early Intervention Family Support (EIFS) or Targeted Family Support (TFS) have provided greater clarity for practitioners about the differences between Level 3 and 4 interventions and the process for accessing services when early help support at Level 2 is not sufficient. In December 2018 the Board was informed that early help support requests had nearly doubled with most coming from schools. It is anticipated that the development of locality working in districts will further support the partnership approach. Through its sub-groups the WSCB played a part in

providing feedback on the Early Help Pathway and in disseminating information across the Partnership.

Two key areas of multi-agency activity during the year have been development of the GET SAFE agenda, which has broadened out the focus from Child Sexual Exploitation to other aspects of exploitation, and the Neglect Strategy and launch of the Neglect Toolkit. Next year will see the CSE Strategic and Operational Groups widen their respective remits as exploitation remains a key priority for the new Worcestershire Safeguarding Children Partnership, and the development of a GET SAFE Action Plan 2019-21 will support this important area of multi-agency safeguarding. Evaluation of the impact of the Neglect Toolkit on practice and development of our understanding of neglect in Worcestershire will also be a priority during the coming year.

### **Summary statement of overall effectiveness**

The Board concluded that the body of evidence from data, audits, its own learning and inspection findings demonstrates that clear progress is being made in the provision of support and protection for children and young people in Worcestershire. The anticipated full inspection of local authority services by Ofsted in 2019 will hopefully confirm this position.

Further assurance is required as to the effectiveness of the wider early help offer, albeit it is recognised that the quality of provision by local authority commissioned providers is good. In order for children and families to receive the right services at the right time there needs to be a good understanding of the Early Help Pathway and the threshold for statutory intervention by Children's Social Care. The Board acknowledges the good work done to develop the Worcestershire Early Help Pathway which, along with changes made to referral processes, provides greater clarity for practitioners about their role in delivering lower level early help and about accessing services at higher levels of intervention.

The Board acknowledges the tremendous effort made by the Local Authority, in collaboration with partners, to make tangible improvements to services for children and young people in Worcestershire. It recognises, however, that further work is required for safeguarding services to be consistently good and hands over to the new Worcestershire Safeguarding Children Partnership to provide the support and challenge as the improvement journey continues in 2019/20.

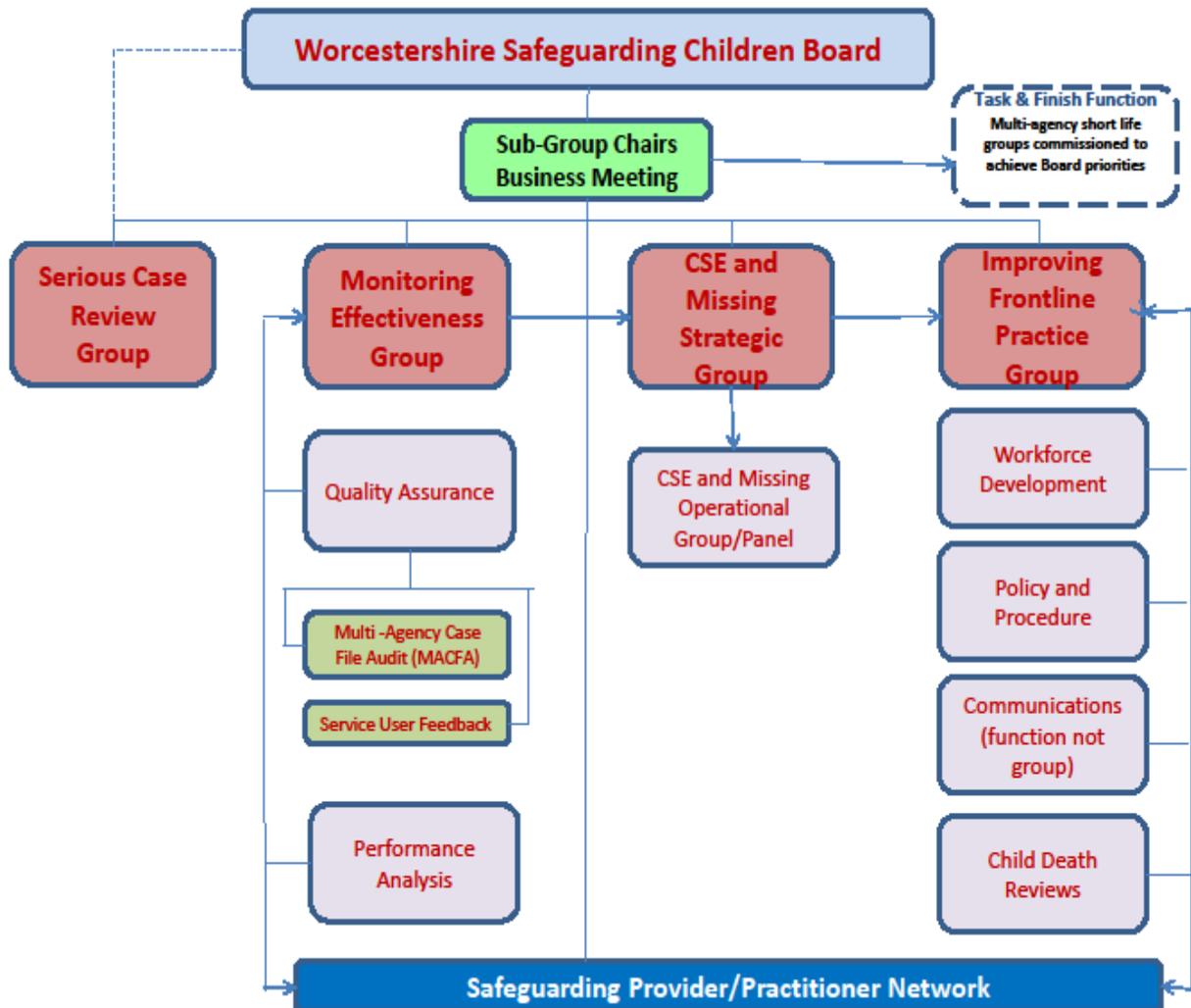
*Footnote: Ofsted completed a full inspection of Children Social Care services in June 2019. Inspectors recognised that considerable progress has been made in many areas in improving the quality of services for children and families since the inspection in 2016. The report acknowledges that outcomes for many children and their families are better and that there is evidence of a "sustained trajectory of improvement". Following the inspection the judgement from Ofsted is that all service areas 'require improvement to be good'. In 2016 all areas were judged to be inadequate other than adoption.*

## Appendix 1 WSCB Membership 2018/19

Agency	Name	Role
Independent	Derek Benson	Independent Chair
Worcestershire County Council	Catherine Driscoll	Chief Executive
	Tina Russell	Assistant Director (Safeguarding)
	Sarah Wilkins	Assistant Director (Early Help and Commissioning)
	Nick Wilson	Assistant Director (Education and Skills)
	Frances Howie	Director of Public Health
	Sarah Cox	Quality and Safeguarding Manager, Adult Social Care
Young Solutions	Michael Hunter	Chief Executive (representing Community Voluntary Sector)
CAFCASS	Julie Shaw	Service Manager
Heart Of Worcestershire FE College	Julia Breakwell	Vice Principal (representing FE Colleges)
Bromsgrove and Redditch District Council	Kevin Dicks	Chief Executive (representing District Councils)
Worcestershire Health and Care NHS Trust	Michelle Clarke	Director of Quality (Executive Nurse)
NHS Worcestershire Clinical Commissioning Groups	Lisa Levy	Chief Nurse and Director of Quality
	Ellen Footman	Designated Nurse
	David Lewis	Designated Doctor
West Midlands Ambulance NHS Trust	Robert Cole	Head of Clinical Practice
Worcestershire Acute Hospitals NHS Trust	Vicky Morris	Deputy Chief Nursing Officer
Herefordshire and Worcestershire Youth Justice Service	Keith Barham	Head of Service
West Mercia Police	Damian Pettit	Superintendent, South Worcestershire
Warwickshire and West Mercia Community Rehabilitation Company	Nina Kane	Head of Service, Worcestershire and Herefordshire
National Probation Service	Jackie Stevenson	Head of Service, West Mercia

Hereford and Worcester Fire and Rescue Service	Nathan Travis	Chief Fire Officer
St Peters C of E First School	Tracey O'Keefe-Pullen	Head Teacher (representing First and Primary Schools)
St Egwins Middle School	Nick Pullen	Head Teacher (representing Middle Schools)
Waseley Hills High School	Alan Roll	Head Teacher (representing Secondary Schools)
King's School	Matthew Armstrong	Head Teacher (representing Independent Schools)
Riversides School	Paul Yeomans	Head Teacher (representing Special Schools)
Magic Moments Nursery	Natalie Burford	Proprietor (representing Early Years)

## Appendix 2 WSCB Structure



Updated July 2016

## Appendix 3 End of Year Finance Position

	Board Budget	Training Delivery	SCR	Partnership Fund	Total
	<b>Expenditure £</b>				
Salaries **	174,810				174,810
Independent Chair	26,257				26,257
SCRs and Case Reviews			9,235		9,235
Performance resources *	16,842				16,842
Administration and business costs	40,367				40,367
Training Expenditure (excluding salaries)		28,629			28,629
E-Academy (E-learning)		14,016			14,016
Partnership Fund expenditure				29,388	29,388
<b>Total Expenditure</b>	<b>258,267</b>	<b>42,645</b>	<b>9,235</b>	<b>29,388</b>	<b>339,544</b>
	<b>Income £</b>				
Agency Contributions					
WCC - 50%	(138,379)				(138,379)
Health - 35%	(86,000)				(86,000)
Police - 10%	(24,529)				(24,529)
National Probation Service - 0.9%	(2,016)				(2,016)
Community Rehabilitation Company - 0.9%	(2,250)				(2,250)
CAFCASS - 0.4%	(550)				(550)
District councils - 2.5%	(7,326)				(7,326)
Core training, Early Years and GP		(42,410)			(42,410)
Income from E-Learning		(13,813)			(13,813)
Partnership Fund				(0)	(0)
<b>Total income</b>	<b>(261,051)</b>	<b>(56,223)</b>	<b>(0)</b>	<b>(0)</b>	<b>(317,273)</b>
Net Expenditure	(2,774)	(13,578)	9,235	29,388	22,271
Holding account b/f as at 1 April 2018	(18,700)	(88,360)	(27,360)	(39,200)	(173,620)
Holding account as 31 <sup>st</sup> March 2019	(21,474)	(101,938)	(18,125)	(9,812)	(151,349)

## Appendix 4 Performance Data

### 1. Journey of the Child

#### 1.1 Initial Contact

- There were just over 11,300 contacts to the Family Front Door in the full year, an increase of 10% on last year and an average of 942 per month.
- Percentages of Contacts by source are: Police 43%, Schools 12%, Health 14%, Individual 8%, Local Authority Services 6%, Others 16%.
- Percentages of Contacts by outcome are: Social Care referral 48%, Early Help 26%, No further action 26%.
- Accepted referrals to Children's Social Care services were approximately 430 per month (last year not comparable).
- Repeat referrals within 12 months have decreased slightly to 21% (last year was 22%).
- Open Section 17 assessments have increased to 597 (last year was 386).
- Open Section 47 assessments have increased to 103 (last year was 90).
- Section 17 timeliness improved to 82% (last year was 73%).
- Initial Child Protection Conference timeliness improved to 77% (last year was 74%).

#### 1.2 Early Help

- There have been 1288 Early Help Assessments completed (last year was 1162), with the number open reduced to 113 (last year was 145). There are 533 open Early Help workflows (last year was 436), which equates to 900 individuals with a Targeted Family Support worker (last year was 879).
- Recently there has been a monthly average of 26 step downs from social care (last year was 25) and 7 step ups to social care (last year was 7).

#### 1.3 Children with a Child in Need Plan

- Children with open Child in Need Plans has reduced to 594 (last year was 695).
- Child in Need figures for Worcestershire are in line with our statistical Neighbours in rates per 10,000.

#### 1.4 Children with a Child Protection Plan

- Children with a Child Protection Plan have reduced to 404 (last year was 415).
- Duration of Child Protection Plans have shortened with 88% now shorter than 12 months compared to 65% at the end of March 2018.
- Number of children subject to a Plan for longer than 18 months has increased to 16 (last year was 7).
- The rate of Child Protection Plans per 10,000 has reduced to 35 (last year was 36). Nationally this was 45 for 2018.

#### 1.5 Looked After Children

- Number of Looked After Children has increased to 842 (last year was 798).

- The rate of Looked After Children per 10,000 has increased to 72 (last year was 69). Nationally this was 64 for 2018.

## 1.6 Children who are Care Leavers

- There are currently 359 care leavers open for services, of whom 87% are classed as 'in touch' with the service (last year was 88% and National 93%), 89% are known to be in suitable accommodation (last year was 89%), care leavers not in suitable accommodation has reduced to 4% (last year was 10%) and those classed as not known is 7%. Work within the Through Care service business plan and with the corporate parenting board is prioritising suitable accommodations.

## 1.7 Children in Private Fostering

**A privately fostered child is defined as a child under the age of 16 (18 if disabled) who is cared for and provided with accommodation by someone other than the parent, a parent who is not the biological parent but has parent responsibility, a close relative such as a brother, sister, aunt, uncle, grandparent or step parent. A child who is looked after in their own home by an adult is not considered to be privately fostered.**

- There are 11 private fostering arrangements in place (last year was 15). An average of 77% of fostering visits were within timescale (last year was 66%).

## 1.8 Unaccompanied Asylum Seeking Children (UASC)

**Unaccompanied Asylum Seeking Children are children who have travelled to the UK alone, or become separated from anyone with parental and/or care responsibilities for them. Children seek asylum because they have a genuine need for protection and are in search of safety. Under sections 17 and 20 of the Children Act 1989 Local Authorities have a duty to provide support to these children.**

- 33 children were accepted as UASC during the year, all aged from 13-17 years. The total now placed in Worcestershire is 38 (last year was 24), 27 of which are in foster care and 11 in semi-independent accommodation.

## 1.9 Children with a disability

**The Children with Disabilities Team offer services to those children and young people requiring additional resources in respect of their disability, where the disability has a profound impact on the child or young person's life. Other services available are those provided by health, education, play and youth services as well as community resources provided by voluntary agencies.**

- The number of children allocated to the specific disability team increased to 437 (last year was 413), with 271 being subject to a short breaks plan, 51 on a Child in Need Plan, 42 being looked after and 10 on a child protection plan.

## 1.10 Children Missing Education and Electively Home Educated Children

When a child is on a school roll but not attending and they cannot be traced, the Local Authority must try to find the child. Parents have the right to educate their children at home as long as they provide an education that is sufficient and suitable for their child's needs and aptitudes. There is a requirement on Local Authorities to annually monitor the suitability of education provided to children educated at home. Schools have to inform their Local Authority if a child is removed from roll to be home educated and the guidance has extended this requirement to academies and independent schools.

- The number of children registered as missing education was 57 with 287 under current enquiry.
- The number of children being electively home educated has increased to 742 (last year was 694).
- Both of these continue to be a key focus for Education and Skills.

## 1.11 Children at risk of offending

The Youth Justice Service aims to prevent offending and re-offending by children and young people under the age of 18 by providing a variety of interventions and support. These can include preventative provisions and diversionary activities, so that young people can have more fulfilling lives, families are strengthened, and communities feel safer and more harmonious.

There has been no information received from West Mercia Police in relation to the number of children charged and detained by the police or those held in police custody overnight for four hours or more.

## 1.12 Children and Health

The Child and Adolescent Mental Health Service (CAMHS) provides support to children and families where the young person is experiencing significant mental health difficulties. The team includes psychiatrists, psychologists, psychotherapists, mental health nurses, family therapists and therapeutic social workers.

- Referrals have increased to 210 per month (last year was 200) for the Child and Adolescent Mental Health Service in 2018/19. The numbers on waiting lists for an initial appointment have reduced significantly to below 150 (last year was 318), whilst waiting times have reduced to under 5 weeks (last year was 6 weeks).

## 1.13 Missing Children

The aim is to reduce the incidence of all children and young people going missing and if they do, to reduce the risk of them suffering harm and recover them to safety as soon as possible. We do this through partnership working, information sharing, problem solving and performance management. A child or young person will be categorised as 'Missing' when their whereabouts cannot be established and/or the circumstances are out of character and the context suggests the person is subject of a crime or at risk of harm to themselves or another.

Introduction of Missing Children Officers in Feb 18 has shown a significantly positive impact on the number of missing children incidents and on the numbers of individual children involved in incidents through 18/19. Timeliness of Welfare Return Interviews has significantly improved since embedding of this new role. There has been a decrease in missing children incidents and children involved in incidents by approximately 50%.

## **2. WSCB Strategic Priorities**

### **2.1 Children subject to Neglect**

- 79% of all Child Protection Plans have neglect as a category (last year was 65%).
- 19% of all Child in Need Plans have neglect as a factor (No comparable figure for last year).
- 36% of all Child Protection Plans have neglect as a factor (No comparable figure for last year).
- 32% of all Looked After Children have neglect as a factor (No comparable figure for last year).

The rise in the number of children subject to plans for neglect is reflective of increasing awareness and proactive action to identify Neglect as a serious issue of harm to children. Informal work was completed with managers in year and the formal WSCB Neglect Strategy and Toolkit was launched towards year end. The reduction in the use of the category of emotional abuse is reflective of work done with chairs and partners to ensure the Child Protection threshold is clear to parents and partners.

### **2.2 Children witnessing Domestic Abuse**

- There was a monthly average of 218 contacts with Domestic Abuse as a factor (No comparable figure for last year).
- There was a monthly average of 127 Section 17 assessments with Domestic Abuse as a factor (No comparable figure for last year).
- 30% of all Child in Need Plans have domestic abuse as a factor (Last year was 35%).
- 45% of all Child Protection Plans have domestic abuse as a factor (Last year was 48%).
- 30% of all Looked After Children have domestic abuse as a factor (Last year was 31%).
- West Mercia Police remain unable to report data in respect to children with repeated domestic abuse offences.

### **2.3 Children vulnerable to and experiencing Child Sexual Exploitation (CSE)**

- Monthly CSE referrals have increased to 34 (last year was 32).
- The current number experiencing CSE is 12 (last year was 16).
- The current number vulnerable to CSE is 164 (last year was 155).
- 3% of all Child in Need Plans have CSE as a factor (No comparable figure for last year).
- 2% of all Child Protection Plans have CSE as a factor (No comparable figure for last year).
- 3% of all Looked After Children have CSE as a factor (No comparable figure for last year).

## Appendix 5 Glossary

CAFCASS	Children and Families Court Advisory and Support Service
CAMHS	Child and Adolescent Mental Health Services
CCG	Clinical Commissioning Groups
CDOP	Child Death Overview Panel
CiN	Child in Need
CME	Children Missing Education
CPC	Child Protection Conference
CPP	Child Protection Plan
CQC	Care Quality Commission
CRC	Community Rehabilitation Company
CSC	Children's Social Care
CSE	Child Sexual Exploitation
EH	Early Help
EHA	Early Help Assessment
EHE	Elective Home Education
FGM	Female Genital Mutilation
HACT	Health and Care NHS Trust
HMIC	Her Majesty's Inspectorate of Constabulary
HWB	Health and Well-Being Board
ICPC	Initial Child Protection Conference
IMD	Index of Multiple Deprivation
LAC	Looked after Child
LGA	Local Government Association
LSOAs	Lower Layer Super Output Area
MACFA	Multi Agency Case File Audit
MEG	Monitoring Effectiveness Group
NPS	National Probation Service
SCR	Serious Case Review
SUDIC	Sudden, Unexpected Deaths in Infants and Children
WCC	Worcestershire County Council
WFADA & SV	Worcestershire Forum Against Domestic Abuse and Sexual Violence
WMP	West Midlands Police
WSAB	Worcestershire Safeguarding Adults Board
WSCB	Worcestershire Safeguarding Children Board
YABS	Youth Advisory Board (Safeguarding)
YJS	Youth Justice Service

## Worcestershire Safeguarding Children Board

[www.safeguardingworcestershire.org.uk](http://www.safeguardingworcestershire.org.uk)

