

Notice of Meeting

Communities, Environment and Highways Select Committee



Date & time
Friday, 21 January
2022 at 10.00 am

Place
REMOTE &
INFORMAL MEETING

Contact
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Officer

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Chief Executive
Joanna Killian

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



Please note that due to the COVID-19 situation, the Chairman has decided that this meeting will take place remotely and will therefore be an informal meeting of the Select Committee.

Please be aware that a link to view a live recording of the meeting will be available on the Committee's webcasting library page on the Surrey County Council website. This page can be accessed by following the link: <https://surreycc.public-i.tv/core/portal/webcasts>

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Elected Members

Jordan Beech, Jonathan Hulley (Foxhills, Thorpe & Virginia Water), Cameron McIntosh, Colin Cross (Horsleys), Stephen Cooksey, Lance Spencer, Catherine Baart, John O'Reilly (Chairman), Andy MacLeod (Farnham Central) (Vice-Chairman), Keith Witham (Surrey CC), Jan Mason, John Furey and Paul Deach (Frimley Green and Mytchett) (Vice-Chairman)

TERMS OF REFERENCE

The Select Committee is responsible for the following areas:

- Waste and recycling
- Highways
- Major infrastructure
- Investment/Commercial Strategy (including Assets)
- Economic Growth
- Housing
- Local Enterprise Partnerships
- Countryside
- Planning

- Aviation and Sustainable Transport
- Flood Prevention
- Emergency Management
- Community Engagement and Safety
- Fire and Rescue
- Trading Standards

AGENDA

1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Purpose of the item:

To report any apologies for absence and substitutions.

2 MINUTES OF THE PREVIOUS MEETINGS: 15 DECEMBER 2021

(Pages 7
- 18)

Purpose of the item:

To review the minutes of the previous meeting. The minutes will be formally agreed as a true and accurate record of proceedings at the next public meeting of the Select Committee.

3 DECLARATIONS OF INTEREST

Purpose of the item:

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

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

NOTES:

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

4 QUESTIONS AND PETITIONS

Purpose of the item:

To receive any questions or petitions.

The public retain their right to submit questions for written response, with such answers recorded in the minutes of the meeting; questioners may participate in meetings to ask a supplementary question. Petitioners may address the Committee on their petition for up to three minutes. Guidance will be made available to any member of the public wishing to speak at a meeting.

Notes:

1. The deadline for Member's questions is 12.00pm four working days before the meeting (17 January 2022).
2. The deadline for public questions is seven days before the meeting (14 January 2022)
3. The deadline for petitions was 14 days before the meeting, and no petitions have been received.

- 5 SURREY FIRE AND RESCUE SERVICE REPORT ON HER MAJESTY'S INSPECTORATE OF FIRE AND RESCUE SERVICES INSPECTION REPORT 2021/22** (Pages 19 - 80)

Purpose of report:

To update the committee on the outcomes of Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services 2021 Inspection Report and the service's response.

- 6 SURREY ELECTRIC VEHICLE PUBLIC CHARGEPOINTS PROGRESS AND PREFERRED PROCUREMENT OPTION** (Pages 81 - 88)

Purpose of report:

To propose how Surrey County Council (SCC) can support the transition to Electric Vehicles (EVs) in Surrey; to explain the procurement options for an EV public chargepoint roll-out; and to gain feedback on the preferred option of procuring a long term sole supplier agreement for the installation and operation of a public chargepoint network across Surrey.

- 7 COMMUNITY RECYCLING CENTRE POLICY CHANGES** (Pages 89 - 96)

Purpose of report:

The report is intended to address three policy issues at the Community Recycling Centres (CRCs) now that they have returned to near normal operations after the removal of social distancing measures. Two of the proposed policy changes will contribute towards Enabling a Greener Future by either allowing more material to be recycled through our sites or by reducing the journey distances involved in residents transporting their waste

- 8 FORWARD WORK PROGRAMME AND RECOMMENDATIONS TRACKER** (Pages 97 - 116)

Purpose of report:

For the Select Committee to review the attached recommendations tracker and forward work programme, making suggestions for additions or amendments as appropriate.

- 9 DATE OF THE NEXT MEETING: 8 MARCH 2022**

The next public meeting of the committee will be held on 8 March 2022.

Joanna Killian
Chief Executive

Published: Thursday, 13 January 2022

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Thank you for your co-operation

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MINUTES of the meeting of the **COMMUNITIES, ENVIRONMENT AND HIGHWAYS SELECT COMMITTEE** held at 10.00 am on 15 December 2021.

These minutes are subject to confirmation by the Select Committee at its next public meeting.

Elected Members:

- * Jordan Beech
- * Jonathan Hulley
- Cameron McIntosh
- * Colin Cross
- Stephen Cooksey
- * Lance Spencer
- * Catherine Baart
- * John O'Reilly (Chairman)
- * Andy MacLeod (Vice-Chairman)
- * Keith Witham
- * Jan Mason
- * John Furey
- * Paul Deach (Vice-Chairman)

(* = present)

11/21 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS [Item 1]

Apologies for absence were received from Cameron McIntosh.
Will Forster attended as a substitute for Stephen Cooksey.

12/21 MINUTES OF THE PREVIOUS MEETINGS: 16 SEPTEMBER 2021 [Item 2]

The minutes of the Communities, Environment and Highways Select Committee held on 16 September 2021 were reviewed. The minutes will be formally agreed at the next public meeting of the Select Committee.

13/21 DECLARATIONS OF INTEREST [Item 3]

None received.

14/21 QUESTIONS AND PETITIONS [Item 4]

None received.

15/21 2022/23 DRAFT BUDGET REPORT AND MEDIUM-TERM FINANCIAL STRATEGY TO 2026/27 [Item 5]

Witnesses:

Matthew Furniss, Cabinet Member for Transport and Infrastructure

Anna D'Alessandro, Director, Corporate Finance and Commercial
Katie Stewart, Executive Director Environment, Transport and Infrastructure
Marie Snelling, Executive Director Customers and Communities
Tony Orzieri, Strategic Finance Business Partner

Nicola O'Connor, Strategic Finance Business Partner
Mark Hak-Sanders, Strategic Finance Business Partner
Rachel Wigley, Director Finance, Insights & Performance

Officers introduced a summary of the item and outlined the key aspects of the report, particularly focussing on the budgets for the Environment, Transport and Infrastructure Directorate (ETI), the Community Protection Group (CPG), the Prosperity Partnerships and Growth (PPG) Directorate and elements of the Customer and Communities Directorate (C&C) relating to this Select Committee.

Key points raised during the discussion:

1. In response to a query about the impact of furlough, inflation and income pressures, an officer agreed that uncertainty brought risk to delivering the budget, especially the ongoing uncertainty around COVID-19. There was a £20 million contingency built into the budget centrally that could meet any unforeseen pressures and there was a £58 million total contingency. The officer added that the Council held reserves slightly over the 5-10% of its Net Revenue Budget reserve recommended by auditors and so were in a resilient position overall. The officer added that it was vital for directorates to keep within their budget envelopes in terms of inflation and National Insurance and the draft budget included provision to cover the National Insurance increases for employers. He added that the inclusion in the draft budget of 4% inflation was a reasonable starting point and that officers believed that this inflationary provision in the budget was sound.
2. The Chairman asked if any details of the impact, positive or negative, regarding the financial settlement status to be announced by the Government on Surrey could be sent to members please. This was agreed.
3. A Member asked if taken together (Revenue and Capital), could residents be assured that this budget would not entail any deterioration of services across the board, for example, proposed changes to Community Recycling Policies etc. Will they see improvements and if so, in what areas. An officer confirmed that the Council would not be delivering any kind of service reduction because of the changes in the budget that had been presented because of the efficiencies. They added that this was one of the guiding principles used to identify the efficiencies.
4. A Member pressed further if the Cabinet Member for Transport and Infrastructure could provide a commitment that all savings and efficiencies identified under the Committee's relevant remit would not lead to any deterioration in its relevant services. The Cabinet Member for Transport and Infrastructure confirmed that there were no plans to reduce services. A Select Committee Member enquired if improvements would be visible to residents. The Cabinet Member for Transport and Infrastructure confirmed that residents would be able to see improvements. He said that the Highways restructure had been completed resulting in Highways no longer being at the top of reasons for complaint.

5. A Member asked if the budget would be on track at the end of the next financial year to deliver the reduction of 1.2 million tonnes of carbon dioxide as set out in the Greener Futures Delivery Plan. An Officer said that although it was too early to confirm, the projections had now been completed so it would be possible to track progress. Further, the model allows for a shift in direction so there were options to add or move actions around as needed to dynamically respond to the need to accelerate progress towards carbon reduction targets if needed. They added that if changes were required, it was critical to make them in the early stages of delivering the Plan, and much focus and effort concentrated on getting the carbon modelling that would be used to track progress against the Council's and county's targets up and running. They added that due to the data being received year to year, it was sometimes difficult to see progress which provided some complexity.
6. A Member asked if it was realistic to expect that the 32,000 homes that had been identified as requiring emissions improvement for fuel poor and vulnerable homes would be addressed by the 2025 target as only 500 homes had been addressed to date. An officer confirmed that 547 homes had been delivered so far and work was being done to accelerate this. Focus was currently centred around how this was financed and the model going forward and this was being considered by the Greener Futures Reference Group.
7. A Member asked if there was a realistic chance of reaching the reduction of emissions from transport by 16% to 30% by 2025. The Cabinet Member for Transport and Infrastructure said that options were being providing to allow residents to make their own choices to switch to lower carbon. All the county's contractors were meeting our commitments to be net zero by 2030. He said that investment was being put into prioritising buses, cycling and walking. It was not in the Council's total control but the aim was to encourage residents to switch to lower carbon.
8. A Member asked if the budget was adequate both in terms of next year's budget and looking to the medium-term financial plan to deliver the Greener Futures initiative and climate change delivery plan. An officer said that the budget would be able to leverage the investment and that capacity had been created within the Council to bid for money as our own budget would not be sufficient for the Greener Futures initiatives and the Climate Change Delivery Plan. Relationships had been built with energy savings scheme providers and the Council had become successful in terms of leveraging some funding. They said that at this stage, based on current knowledge and our understanding of the policy environment and where government would look to invest, there was confidence that the Council had the capacity to secure the required investment into the County.
9. A Member asked if more could be done to prioritise the increase in Planning Enforcement Team's capacity and if it was achievable in this year's budget. An Officer said that the budget pressure identified was the result of employing additional enforcement officers. The increase of enforcement officers from two to three would allow us to be more proactive and so it was currently under review.

The Cabinet Member for Transport and Infrastructure agreed that it was a priority to be proactive with a scope to recover cost.

10. A Member asked how many Electric Vehicle (EV) charging points were planned and would they be located on public highways. An officer said that numbers were still being finalised although the current estimate was that 10,000 charging points would be required. A report was due in the new year regarding this subject but to date, trial activity around EV infrastructure was focused on street parking to address the gap of residents that had off street charging facilities and those that didn't which was particularly important in the run up to the 2030 ban on petrol and diesel vehicles.
11. A Member asked if the reduction of on street parking spaces for the installation of EV charging points was being considered. An officer said that residents were being consulted although it was inevitable that there would be some push back, however the hope was that as more residents make the switch to Electric Vehicles the more accepting the community would be.
12. A Member asked how much money the Council had been awarded from the national £5 billion pothole fund and if there was a guarantee that investment through the Horizon Programme would continue. An Officer said that it was currently unknown what proportion would be awarded and that the budget had been based on the previous amount. Officers would keep the Committee informed regarding this
13. A Member asked why the budget for the School Road Safety Scheme and the LED streetlight conversions ended after year 3. and year 1 respectively. An Officer explained that the LED conversion programme had run for a number of years and would be completed in 2022/23. Commitment to the School Road Safety Scheme would continue and be reviewed every year.
14. A Member asked if the same applied to additional local transport schemes. An Officer said that there was a commitment to addressing the backlog and it would continue to be under review.
15. A Member asked why there was no line in the budget for communication and engagement. Where in the budget was the additional resource for this. An Officer explained that additional resources to support delivery of Greener Futures had been included in the budget, including staff resource in addition to a significant transformation budget of £1.3 million which was currently being bid for. Officers said that they were also linking districts to better combined resources in addition to existing programs which were delivering Greener Futures messages. Officers thanked the Committee for their direction and input on the communications and engagement front and that the Director of Communications would be working with the service to achieve some dedicated capacity around the effort.
16. A Member enquired the recycling facility that had been budgeted at £21million. An Officer said the facility was included in the capital pipeline because it was subject to a further business case. They

added that it was currently being developed and further approval would be required to move the scheme into the budget and proceed.

17. A Member asked what positive step changes the Council could be involved with to support the Climate Change Delivery Plan, especially considering the significant issues of no new petrol or diesel cars being manufactured and the ceasing of gas boiler installations after 2030. They also asked if the budget allowed to support these changes. An Officer said that the work around EV infrastructure was ongoing and that a gap had been identified in terms of residents that do not have off street parking. They said that a model was being created to effectively channel our own funding in addition to leveraging some further investment as discussed earlier. This model would allow us to scale up and it would be a priority on the domestic and commercial front. An Officer added that the domestic sector was in the top ten priorities and that work was being undertaken and funding was in place to support residents in the move away from gas boilers and make homes more efficient.
18. A Member asked what was the likelihood of something moving from the pipeline into the programme. An Officer advised that these items were subject to a business case and in the 'pipeline' as there was confidence that they would move on to the 'programme', it was pointed out that the figures for these were subject to change.
19. The Chairman asked if having a carbon budget running parallel with the financial budget was possible in the future. An Officer explained that any decisions taken were made across the board and with the carbon impact in mind. They said that there was already a section for carbon impact on the cabinet report template and the aim was to become more sophisticated in how the information was captured and reported. A Member said that although the summary of the figures was important it would be beneficial to include the specific carbon impact on the budget too for the future.
20. The Chairman thanked all officers for their presentations and responses.

Resolved:

The Community, Environment and Highways (CEH) Select Committee:

- i. Broadly supports the budget proposals for those areas that fall within its jurisdiction, noting the commitment that all the savings/efficiencies identified will not lead to any deterioration – indeed these efficiencies aspire to improve – in the services provided to residents.
- ii. Will continue to closely monitor performance throughout the year to be assured that assumptions made in and expectations derived from the budget will be met in practice.

Request for information:

- a) A briefing note specific to this Select Committee's remit following the finance settlement, to be circulated to the Select Committee as soon as possible.
- b) A service response note about a review of budget efficiency in highways (i.e. resurfacing machine).

Recommendations:

1. Community, Environment and Highways Select Committee seeks assurances from the Cabinet that the final 2022/23 budget has adequate resources allocated to support the high priority action plans and intended outcomes in relation to:
 - a) Climate Change and Greener Futures Delivery Plans;
 - b) A shift to Local Transport Plan 4 and active travel; and
 - c) Recommendations of the Greener Futures Reference Group previously presented to Cabinet.
2. Cabinet Member to provide evidence in the final budget to assure the committee that the additional capacity planned for the Planning Enforcement Team is adequate and realises additional revenue in terms of recovered costs.
3. Asks Cabinet to seriously consider a parallel carbon budget (carbon impact of the total budget) in 2023/24 to be set alongside the financial budget so the carbon emission implications of decisions as well as the financial implications can be scrutinised

16/21 ECONOMY AND GROWTH: PROGRAMME FOR GROWTH (INCLUDING LEVELLING UP WHITE PAPER AND COUNTY DEALS) [Item 6]**Witnesses:**

Tim Oliver, Leader of the Council

Michael Coughlin, Executive Director Partnerships, Prosperity and Growth
Rhiannon Mort, Head of Economic Infrastructure

The Leader of the Council summarised the Economic Growth report for Members.

Key points raised during the discussion:

1. A Member asked where were the Key Performance Indicators (KPI's) and without them how could success be measured. An Officer said that they were clear about the metrics used to demonstrate the progress. They were aware from historic performance data that the Surrey economy was slowing compared to other parts of the UK. Indicators had been chosen to measure a targeted position by the end of the strategy period. They added that measures would be reported

annually for the Surrey economy and that they would be captured within an appropriate timeframe to track progress towards the targeted position by 2030.

2. A Member asked if it could be explained why the only KPI without a figure against it was carbon reduction. The Leader of the Council explained that the carbon reduction KPI would be reported through the Greener Futures Board and confirmed that all considerations under Economic Growth would reflect a resulting carbon impact.
3. A Member asked if the figure from The Greener Futures Board could be taken and reflected in Economic Growth. This was agreed.
4. A Member asked if officers could identify specific KPIs and funding streams could be used to monitor delivery and ensure that relevant themes and opportunities were successful. An Officer said that the table of KPIs set out target positions for 2030 and the delivery programme had been established. When a new project was launched, the delivery focus would then identify specific KPI around delivery points.
5. A Member said that it would be productive to be able to point local businesses in the right direction about relevant activities in their area. Leader of the Council said KPIs presented to the Growth Board could be shared with the Select Committee.
6. A Member asked when the next round of County Deals could be expected. The Leader of the Council confirmed that discussions had taken place with Department for Levelling Up, Housing & Communities (DLUHC) officials in relation to pilot County Deals following the government's announcement on 15 July 2021. The publication of the Levelling Up White Paper and announcement of pilot areas had been delayed and was now expected in January 2022. It was anticipated that Surrey would not be selected as a pilot area, despite the county's draft County Deal being well received.
7. A Member asked if more information about the proposed co-operation with Hampshire County Council could be provided to Members. Leader of the Council said that Surrey had a good relationship with Hampshire and expected to continue these efforts. Discussions with the leadership at Hampshire were ongoing and looked to create an Economic Prosperity Board. The Board would provide a co-ordinating and alignment function without holding responsibility for local decision-making which would remain with the constituent authorities.
8. A Member asked, with County Deals in mind, what the likelihood of a Mayor being elected. The Leader of the Council responded by saying that he thought this was for the Council to decide but he did not see any value in electing a Mayor and this had been reflected in his conversations with the government.
9. A Member asked how much money did Surrey receive from Local Enterprise Partnership (LEP) funding in terms of infrastructure development and would this funding be provided to Surrey going forward. It was noted that Surrey had received £62 million from the

LEP's since 2000 but the Council would need to access funding from the government and continue to access the current funds available to deliver larger infrastructure investment.

10. A Member said that they were concerned that the East of the County would be left behind, how could we ensure that it benefits from the changes. Leader of the Council said that the need to support and invest in the east of the county was recognised, not just in terms of infrastructure but in terms of developing and supporting business growth. This subject had a strong advocate in Claire Coutinho, Member of Parliament for East Surrey who was a very strong advocate and sat on the Growth Board.
11. A Member asked what specific measures was the Council taking to ensure the effective and smart use of its existing assets like council streetlights to increase 5G coverage in Surrey. An Officer said the rollout of broadband across Surrey had been successful, but it compared less favourably in terms of 4G and other technologies. There was a current bid which would enable Surrey to capture all the assets, the street furniture, and the infrastructure that we have that could accommodate 5G masts. This would benefit Surrey to proceed in a coordinated way when we approach commercial providers. In terms of funding, a bid had been submitted to the government in November and the outcome was expected in January.
12. A Member asked for the Committee to be updated with the progress so that they in turn, inform residents and small local independent businesses.
13. A Member asked if details of the Innovation Loan Fund could be shared when they were made available. Leader of the Council agreed to share the details when they were available.
14. The Chairman asked at what point should we be concerned that a pilot scheme under County Deals funding was not going to happen. An officer explained that there were currently six or seven projects that could be delivered regardless of any changes to County Deals through partnership money. It was hoped that the levelling up white paper would be permissive in that it recognised the place and better understands its requirements. The Council was working well with partners to deliver its agenda.
15. A Member asked if there was any progress on the scheme to reimagine town centres through the Surrey inward delivery program. An officer confirmed that these were in fact two separate pieces of work. The inward investment programme will promote Surrey nationally and internationally as an excellent place to work, live and in which to invest. With regard to High Streets/town centres, work was going on in partnership with the relevant District and Borough Councils in five key locations to support their evolution and development as centres of a wider range of activities, which included residential re-imagining libraries and incorporating business and learning hubs.

Recommendations:

In welcoming this report, the Select Committee recommended:

1. Enhancement and alignment of the publicly available Key Performance Indicators (KPIs) by the service to better support the Surrey County Council's strategic priority outcome of 'Growing a sustainable economy from which everyone can benefit' – some of the KPIs should have a shorter timescale to assess and monitor progress with a definition of what is meant by 'sustainable growth';
2. A timely assessment of the implication for the economic growth and greener futures agendas should Surrey not be chosen for a pilot County Deal;
3. A more explicit focus on how the County's ambitious Economic Growth Strategy is an integral component of its equally ambitious Climate Change ambitions (the economic growth is consistent with climate change, greener futures and net zero ambitions of the Council);
4. Identification, awareness and reporting of who is responsible for delivery and monitoring (Paragraph 29 of the report) the impact of the performance;
5. A further report to the Communities, Environment and Highways Select Committee to include updates on:
 - a. Detailed information following the publication of the Levelling Up White Paper;
 - b. LEP review and future course of action;
 - c. Specific information and clarity about the delivery and monitoring aspects, including publicly available key performance indicators to assess and monitor progress;
 - d. How the Council holds economic ambitions and priority objectives and climate change ambitions and priority objectives in balance, to ensure a sustainable economy for Surrey;
 - e. Feedback and lessons about the highways/regeneration pilots (e.g. Horley, Staines, Farnham etc.);
 - f. 5G roll-out and communication with local stakeholders including Members and small businesses;
 - g. Progress on discussion with Hampshire County Council and on Economic Prosperity Board;
 - h. Any other relevant update relating to County Deal, LEP review, economy and growth, including response to aforementioned points 1-4.

Request for information/action:

- i. Request for the Cabinet to share reports presented to The Growth Board to the Select Committee.
- ii. Officers to share details of the Innovation Loan Fund when they are ready.

17/21 SURREY PUBLIC MORTUARY [Item 7]

Witnesses:

Steve Owen Hughes, Director, Community Protection and Emergencies
Sarah Kershaw, Chief of Staff and Deputy Director of Community Protection Group

The Director for Community Protection and Emergencies summarised the report noting the lack of facilities for body storage across the County and the national shortage of Pathologists.

Key points raised during the discussion:

1. The Chairman thanked Officers for the detailed report. Members and Officers agreed that options three and four were the main options for consideration. An officer noted that that option three would achieve statutory requirements which would be an improvement but would not involve the transportation of bodies and meant that the Council would still be reliant on the current goodwill of hospitals, resulting in continued delays. They said that option four addressed the national shortage and would deliver our aspirations, including better innovation and addressing the national shortage of pathologists by building partnerships with medial based faculties in Surrey which would be cutting edge and world leading.
2. The Chairman said that the added value of option four over option three was overwhelming officers and Members were in agreement.
3. A Member asked what was being done to encourage the role of schools and colleges in the area to address the skills deficit. An officer said that discussions were taking place with education providers including the University of Surrey and Royal Holloway and that there was a plan to attend community and education fairs.
4. A Member asked if security aspect had been a consideration with the suggested options given a recent high-profile court case concerning mortuaries. Officers explained that option four would provide modern facilities with good security measures and that the vetting of staff was a high priority following reforms in the Coroners Service.

Recommendations:

The Select Committee:

1. Appreciates the progress that has been made in developing the business case, especially the partnership with the Surrey NHS hospital trusts and the University of Surrey;
2. Work in partnership with appropriate local educational institutes to encourage participation, involvement and take up in this discipline;
3. Supports the adoption of Option 4.

18/21 RECOMMENDATIONS TRACKER AND FORWARD WORK PROGRAMME [Item 8]

The Select Committee noted the Recommendation Tracker and the Forward Work Programme.

19/21 DATE OF THE NEXT MEETING: 21 JANUARY 2022 [Item 9]

The Committee noted its next meeting would be held on 21 January 2022.

Meeting ended at: 1:01pm

Chairman

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21 January 2022

**SURREY FIRE AND RESCUE SERVICE REPORT ON HER MAJESTY'S
INSPECTORATE OF FIRE AND RESCUE SERVICES INSPECTION REPORT
2021/22**

Purpose of report: To update the committee on the outcomes of Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services 2021 Inspection Report and the service's response.

Introduction:

1. Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) carried out the first inspection of Surrey Fire and Rescue Service (SFRS) in 2018.
 - 1.1 This inspection rated the service as 'requires improvement' with two causes of concern, that SFRS:
 - Did not have a robust and sustainable system to support its operational response model
 - The service does not use its resources efficiently to manage risk or its financial and physical resources effectively to keep people safe.
 - 1.2 This Inspection also provide a graded judgement of 'Inadequate' within the Efficiency Pillar relating to making best use of resources
- 2 In response to the report the service created a new integrated risk management plan, the Making Surrey Safer Plan (MSSP) which was approved by Council in September 2019. The 2019 revisit from HMICFRS noted 'significant progress' had been made since the first full inspection in 2018. Phase 1 of the planned changes to the service were implemented in April 2020 and Phase 2 in January 2021. The change programme has continued since and throughout the period.
- 3 HMICFRS also carried out a COVID-19 Inspection of the service in September 2020. This inspection was not graded but looked at the way the service responded and reacted to the ongoing COVID-19 pandemic in the first three

months. The inspection outcome was positive, recognising the good work of the service during the first stages of the pandemic. The report also identified and enabled the service to continuously improve the way they respond to and recover from the pandemic. The COVID-19 HMICFRS report can be found on the website [here](#).

- 4 As a result of the impacts of COVID-19, and so that we could take into consideration any changing governance proposed by the anticipated Home Office review of the Police and Crime Commissioner, the delivery of the MSSP was extended by an additional year from 2020-2023 to 2024. This extension ensures all outcomes in the plan can be delivered.
- 5 In Spring 2021, SFRS went through their second full HMICFRS inspection. The report, published on the 15 December 2021, shows a positive direction of travel for the service, with significant improvements having been made and both causes for concern removed. The report found that out of the 11 subcategories, 6 have seen improvement, which includes the previous grading of inadequate within efficiency moving to requires improvement and an additional five of which have been graded 'good'. A table showing the grading comparisons between the inspection held in 2018 and this inspection is at Annex 1.
- 6 HMICFRS found the Making Surrey Safer Plan to be an effective, well researched risk management plan which is supported by externally scrutinised data. Matt Parr, Her Majesty's Inspector of Fire & Rescue Services stated that "It was very heartening to see the progress made by Surrey Fire and Rescue Service. It is in much better shape – more effective and efficient at keeping people safe from fire. On balance, it is also improving how well it looks after its people".
- 7 Listed below are the two causes of concern from the 2018 inspection report and HMICFRS's findings on the actions taken by the service in response.

7.1 The service does not have a robust and sustainable system to support its operational response model

- *Put in place a response plan based on a thorough assessment of risk to the community.*
- *Ensure it has appropriate resources (people and equipment) available to respond to risk in line with the (Integrated Risk Management Plan) IRMP.*
- *Understand and actively manage the resources and capabilities available for deployment.*

- *Tell the people of Surrey what benefits they will get from its service provision and ways of working in the operational response model.*

2021/22 Inspection

“In this inspection we found that the service had met those recommendations.

The service’s plan for responding to fires and other emergencies is linked to the first three risks identified in its IRMP, the Making Surrey Safer Plan (MSSP).

It reviewed where its stations, fire engines and response staff were located as part of integrated risk management planning. It also reviewed the crewing models it used to make sure appropriate numbers of staff were available when needed.

Communication resources have now increased and the service has good systems in place to inform the public about incidents and help keep them safe during and after incidents. The team now has enough staff to keep the public informed about continuous incidents, or wider problems, on a 24/7 basis”.

7.2 The service does not use its resources efficiently to manage risk or its financial and physical resources effectively to keep people safe.

- *Ensure that the resourcing model meets risk demand sustainably.*
- *Ensure that workforce model supports the operational model to manage risk efficiently and sustainably.*
- *Ensure that we use the available budget prudently to support our risk management activities.*

2021/22 Inspection

“We are encouraged to see the improvements the service has made since the last inspection. The service’s financial and workforce plans, including allocating staff to prevention, protection and response teams, reflect and are consistent with the risks and priorities identified in the MSSP.

Plans are built on sound scenarios. They help make sure the service’s work is lasting, and they are underpinned by financial controls that reduce the risk of misusing public money. The MSSP marks a new way for the service to approach its risk planning and use of resources, and is subject to continuous review. The data used to inform the plans has been

scrutinised and agreed by a third party. There are clear links between the MSSP and the prevention, protection and responses strategies. This has been a significant change for how the service and its staff work”.

- 8 At the point of inspection, the service was one year into its four-year improvement journey with many planned outcomes yet to be delivered. This is reflected in the overall grading of the service as ‘requires improvement’. HMICFRS recognise that transformational change takes time but that the service has taken positive steps since its last inspection. They also acknowledged the impact of COVID-19 on delivery plans.
- 9 An Inspection Improvement Plan is being developed in response to the 2021 report. This will be provided to HMICFRS and monitored on a regular basis.
- 10 The service is pleased with the positive response from HMICFRS to the MSSP.

“We were particularly impressed with how the service identified risk in the community and approached the development of its new IRMP, called the Making Surrey Safer Plan (MSSP). In isolation this part of understanding risk would have been judged as at least good. The judgment of requires improvement reflects the work that still needs to be done within operational risk information”.

An overview of the inspection report is provided in the following section.

11 Effectiveness

- 11.1 We are encouraged to see the improvements the service has made in effectiveness since the last inspection.

Improvements in how the service assesses and plans for risk have been clearly demonstrated, with the MSSP being described as an ‘effective’ risk management plan which is supported by externally scrutinised data. An increase in resource in the communications team has had a positive impact with improved communications to the public to “inform them about incidents and help keep them safe during and after”.

Clear progress has been seen in the service’s delivery of prevention and protection activities, both areas having moved to ‘good’.

HMICFRS also highlighted improvements in how SFRS works with others to reduce the number of fires and other risks.

11.2 Area for improvement

- *Ensuring firefighters have good access to relevant and up to date risk information*

A robust action and improvement plan was in place before the inspection ended to improve how the service manages data prior to the report being published. The plan includes commissioning a new risk database to ensure that systems are joined up and efficient, evaluating current process to ensure that all risk data is up to date and communicated to those who need it. The service is also working closely with district and borough councils and other partners to support risk understanding and engagement with the public.

Note: At the time of writing this report, all of the accessible risk premises identified to the HMICFRS as out of date, have now been inspected.

11.3 Area for improvement

- *The service should evaluate its Prevention work, so it understands what works.*

The service is working with Brunel University London to investigate how its prevention work can be evaluated to better understand how effective these activities are and to help drive continuous improvements.

11.4 Area for improvement

- *The service should make sure it has an effective quality assurance process, so staff carry out audits to an appropriate standard.*

Operational staff are being upskilled to carry out auditing activities to ensure home and business fire safety visits are of a high quality. These audits will be subject to a quality assurance check by the local station management team. The team will consist of competent officers from the central Prevention and Protection teams as well as the Station Commander. This will ensure that the visits are being conducted to a high standard, meet all SFRS and partners objectives and to ensure a standardisation across the County.

11.5 Area for improvement

- *The service should make sure it participates in a programme of cross-border exercises, with learning from them captured and shared.*

The service is reviewing current activity with the Local Resilience Forum and Surrey County Council (SCC) Emergency Planning Team and will build on these links. The service is also developing an operational

Exercise Framework, linked to the operational alignment project detailed below, with bordering fire and rescue service partners.

11.6 Area for improvement

- *The service should make sure it understands what it needs to do to adopt national operational guidance, including joint and national learning, and put in place a plan to do so.*

In addition to developing and implementing a programme of operational exercises (The Exercise Framework), SFRS is leading a tri-service project to align operational policy and procedure with the National Operational Guidance (NOG). This is a Fire and Rescue Service Standards requirement and something that HMICFRS measure the Service against.

12. Efficiency

12.1 In the last report HMICFRS identified Efficiency as a cause for concern. The service has addressed this concern through the MSSP which targets its resources at areas of highest risk. HMICFRS also noted that the service's current financial and workforce plans reflects and is consistent with the risks and priorities set out in the MSSP.

12.2 Area for improvement

- *The service should make sure it effectively monitors, reviews, and evaluates the benefits and outcomes of any collaboration activity.*

The service is working with partners to establish a joint approach to the evaluation of collaborative activities, this includes partners/projects such as:

- Joint Fire Control, having been joined by East Sussex FRS in November 2021,
- The 4F partnership group (Surrey, East and West Sussex and Kent FRSs), and
- The Community Protection Group.

The joint approach will incorporate lessons learned from the Local Resilience Forum COVID-19 pandemic response reviews/evaluations and the Value for Money framework. It is recognised that evaluations of success or improvement

need to be reflective of more than a financial assessment of efficiencies/savings and aligned to outcomes.

12.3 Area for improvement

- *The service should have effective measures in place to assure itself that its workforce is productive and that their time is used as efficiently and effectively as possible to meet the priorities in the IRMP (the Making Surrey Safer Plan).*

The earlier mentioned work with Brunel University London will support the development of a suite of reviewed and revised Key Performance Indicators, reflective of both quantitative and qualitative measures. Coupled with the outputs of the current Performance Rapid Improvement Event and Borough/Team Planning processes, will improve the monitoring of service, team, and individual productivity against realistic expectations.

The service is also part of the National Fire Chiefs Council Productivity and Efficiency Group, which is developing practices and processes for consistency and benchmarking.

12.4 Area for improvement

- *The service must ensure scenario plans for future spending reductions are subject to rigorous analysis and challenge, including the impact on services to the public.*

Building upon the HMICFRSs recognition of financial management improvements and that “underpinning assumptions are relatively robust, realistic and prudent, and take account of the wider external environment for the duration of the current MSSP”, work has started with finance colleagues to improve financial benchmarking, in regards procurement, value for money and scenario planning.

The service has developed and will soon be publishing a Business Planning Cycle that aligns all key planning processes, to ensure that the outputs of performance reviews, investments, etc. are available to inform future service plans.

The service is also engaging with the Greener Futures team(s) to explore the related grant opportunities, in regards fleet and property improvements.

13. People

- 13.1 The service is pleased to see significant improvements in this area, with 'promoting the right values and culture' and 'getting the right people' both moving to good.

The service is improving the way it seeks and acts on staff feedback and is using a variety of mechanisms to gather views from staff which include: Service Leadership Team weekly meetings with staff teams, Virtual Mess Tables, regular middle manager meetings and the service newsletter. Feedback is also sought through individual projects. This feedback is then brought together to agree changes that can be taken forward and an overview is provided in the service newsletter to keep staff informed and updated.

HMICFRS acknowledges that the journey the service has been on has been challenging for relationships between senior leaders and operational staff, but that the service is trying new ways to improve discussion and feedback, in addition to creating a cultural change programme.

In regards staff wellbeing, the HMICFRS said: "There are good provisions in place to promote staff wellbeing. This includes closer monitoring of staff overtime, which we highlighted in the last inspection as an area for improvement. Following the introduction of new staffing arrangements, there is less reliance on overtime to maintain fire engine availability".

There was also recognition that the service is investigating and reporting on their grievance processes more robustly. A new grievance policy has been published since the last inspection and informal and formal end results are being recorded.

13.2 Area for improvement

- *The service should put in place an open and fair process to identify, develop, and support high-potential staff and aspiring leaders.*

The service is currently undertaking work that looks at talent management and promotional processes to ensure that they are fair and consistent. It is also ensuring that there is a good system of workforce planning in place which results in the skills and capabilities required of the workforce being aligned to the service's MSSP. Additionally, that there is a robust recruitment strategy which is informed by accurate data and supports current and future planning.

13.3 Areas for improvement

- *The service should assure itself that senior managers are visible and model service values through their behaviours.*
- *The service should make sure it takes timely action in response to feedback or concerns from its staff.*

The Service Leadership Team make weekly visits to different workplaces/teams to collate feedback, that feedback is then reported back centrally, and key themes are answered quarterly in their newsletter. In addition, new monthly staff engagement sessions have been introduced as part of the service's Culture Change Programme to answer questions and keep staff as up to date as possible. Virtual Mess Tables have been introduced allowing staff to speak to their leadership team about key topics of importance to them.

13.4 Area for improvement

- *The service should make sure that all staff understand the benefits of equality, diversity and inclusion (EDI) and their role in promoting it.*

Further work needs to be done to improve workforce diversity in the service and that all staff are taking an active role in promoting an inclusive culture. Steps being taken include:

- Neurodiversity awareness training for managers.
- Do It Profiler- A neurodiversity screening tool for all neurodiverse conditions.
- Inclusion Passport and Reasonable Adjustment Guidance- Introduction of a passport for staff to use as they move around the organisation explaining any difficulties they experience or could experience in the workplace and provide the ability to discuss verbally or written the support they require.
- Promoting opportunities at Surrey Fire and Rescue to our communities through outreach work in Faith Groups, Women's Groups, Sports outreach, schools and colleges.
- Establishment of staff networks for Neurodiversity, Fairness and Respect and Gender. Additionally, staff have been asked which networks and groups they would like to see established next.

- Carrying out an audit on EDI work in January 2022 to understand which parts of our EDI work are going well and which could be better as well as how we can improve this stream of work.
- Carrying out People Impact Assessment (PIA) training and e-learning for staff so they are able to identify where there may be adverse impact on those who have a protected characteristic directly or indirectly in the work/projects they carry out.
- Implement wider EDI training for the whole workforce. Create and implement inclusive language guidance for staff to promote more inclusive language in the workplace.
- Ongoing development of our mentoring scheme and exploration as to how we can collaborate more with our partners in this.
- Ongoing recognition and celebration of diversity calendar events throughout the year.

13.5 Area for improvement

- *The service “needs to do more to understand and address bullying and harassment.”*

SFRS recognises that everyone has a part to play in understanding and addressing bullying and harassment, it is not tolerated within the workplace. The service have established a Fairness and Respect Network which is addressing key themes and training in relation to this is taking place in addition to the Cultural Change Programme launched this year.

All staff are encouraged to report instances of bullying and harassment, which will be thoroughly investigated, including, where necessary, the use of investigators from other SCC teams and/or commissioned independent organisations.

Further work will be undertaken to raise awareness of the mechanisms by which staff can raise concerns and the best route to take to do so.

14. Conclusions:

- 14.1 The service is pleased that the report recognises the progress that has been made. An updated Inspection Improvement Plan is being created and will address all areas for improvement highlighted by this most recent report. In addition, the service will be creating a programme of continuous improvement

to ensure that the areas rated as good will remain or improve. The service will continue to share progress of this action plan with HMICFRS on a regular basis.

- 14.2 Findings from the State of Fire and Rescue Report, standards from the Fire Standards Board and improvement opportunities identified in the Value for Money framework will also be incorporated into the plan.
- 14.3 Avon Fire and Rescue Services had similar outcomes to SFRS within the first Inspection and Annex 2 provides an overview of the outcomes they have received from their full Inspection in 2021.
- 14.4 The Fire Brigades Union (FBU) still have an active Trade Dispute, in operation since the end of 2019. The content of which relates broadly to the changes made in line with the MSSP. The service continues to make effort with the FBU to resolve the dispute. In regards the fire and rescue sector context HMICFRS quote within the State of Fire and Rescue Service Report 2021 – “We were also told that many firefighters are often conflicted in their choices; dissenting from union positions takes courage. The influence of the Fire Brigades Union (FBU) is considerable in some services. Sometimes, it goes too far and is contrary to services’ values and behaviours, and to the public interest.”

14.5 State of Fire and Rescue Service 2021 Report

The State of Fire Service 2021 report has now been published. It is worth noting when considering SFRSs inspection report, that eleven new causes of concern from the thirteen services inspected between February and August 2021 (Tranche 1) were issued. Seven of these relate to effectiveness and four relate to people.

Recommendations:

- a) That the Committee notes the progress made by SFRS over the last two years.
- b) The Select Committee continues to monitor progress.

Next steps:

- a) Identify future actions and dates.
- b) The service will provide updates to the Committee.

Report contact

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Sources/background papers:

1. Annex 1 – Grading comparison between 2018 and 2021 inspection reports
2. Annex 2 - Avon Fire and Rescue Service
3. HMICRS 2021 Surrey Fire and Rescue Service Inspection Report 15
December 2021 can be found [here](#)
4. [Making Surrey Safer – Our Plan 2020 – 2024](#)

Annex 1 – Grading comparison between 2018 and 2021 inspection reports

Effectiveness

Question	2018	2021
Understanding fires and other risks	Good	Requires improvement
Preventing fires and other risks	Requires improvement	Good
Protecting the public through fire regulation	Requires improvement	Good
Responding to fires and other emergencies	Requires improvement	Requires improvement
Responding to major and multi-agency incidents	Good	Requires improvement

Efficiency

Question	2018	2021
Making best use of resources	Inadequate	Requires improvement
Future affordability	Requires improvement	Good

People

Question	2018	2021
Promoting the right values and culture	Requires improvement	Good
Getting the right people with the right skills	Requires improvement	Good

Ensuring fairness and promoting diversity	Requires improvement	Requires improvement
Managing performance and developing leaders	Requires improvement	Requires improvement

Annex 2 - Avon Fire and Rescue Service

In 2018, Avon Fire and Rescue Service received similar outcomes from the first inspection to SFRS.

HMICFRS identified three causes of concern:

- Avon FRS isn't doing enough to keep the public safe through regulation of fire safety. Its risk-based inspection programme is entirely reactive, as its inspection department doesn't have enough staff.
- Avon FRS isn't looking after the wellbeing and mental health of its staff effectively. It hasn't clearly communicated to staff the new values and how to demonstrate these values in the workplace.
- Avon FRS has recently carried out a cultural review and has a plan in place to improve its organisational culture. But it should act immediately to change staff behaviours. It should also make sure all staff understand equality, diversity and inclusion principles and that this a routine part of behaviour across the whole organisation.

2021 Inspection

HMICFRS said that "since its last inspection of Avon Fire and Rescue Service in 2018, the service had made good progress. This includes increasing the number of staff working in fire prevention, responding well to fires and major incidents, and improving support for staff's mental and physical wellbeing". However, the inspectorate said further changes are needed – including ensuring all staff have the right training to do their job and updating IT systems.

The service gathers data regularly and has access to a range of data sets. But it doesn't use this effectively. For example, the way it gathers and maintains risk information should be improved. And the service needs to make sure that lessons from operational activities are learned by firefighters".

Avon FRS pillar grading comparison

Pillar	2018	2021
Effectiveness	Requires improvement	Requires improvement
Efficiency	Requires improvement	Requires improvement
People	Inadequate	Requires improvement

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Fire & Rescue Service 2021/22

Effectiveness, efficiency and people

An inspection of Surrey Fire and Rescue Service



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About this inspection

This is our third inspection of fire and rescue services across England. We first inspected Surrey Fire and Rescue Service in July 2018, publishing a [report with our findings](#) in December 2018 on the service's effectiveness and efficiency and how it looks after its people. Our second inspection, in autumn 2020, considered [how the service was responding to the pandemic](#). This inspection considers for a second time the service's effectiveness, efficiency and people.

In this round of our inspections of all 44 fire and rescue services in England, we answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

This report sets out our inspection findings for Surrey Fire and Rescue Service.

What inspection judgments mean

Our categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

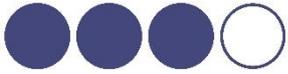
Good is our expected graded judgment for all fire and rescue services. It is based on policy, practice or performance that meet pre-defined grading criteria, which are informed by any relevant [national operational guidance](#) or standards.

If the service exceeds what we expect for good, we will judge it as outstanding.

If we find shortcomings in the service, we will judge it as requires improvement.

If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as inadequate.

Overview

Question	This inspection	2018/19
 Effectiveness	 Requires improvement	Requires improvement
Understanding fires and other risks	 Requires improvement	Good
Preventing fires and other risks	 Good	Requires improvement
Protecting the public through fire regulation	 Good	Requires improvement
Responding to fires and other emergencies	 Requires improvement	Requires improvement
Responding to major and multi-agency incidents	 Requires improvement	Good

Question	This inspection	2018/19
 Efficiency	 Requires improvement	Inadequate
Making best use of resources	 Requires improvement	Inadequate
Future affordability	 Good	Requires improvement

Question	This inspection	2018/19
 People	 Requires improvement	Requires improvement
Promoting the right values and culture	 Good	Requires improvement
Getting the right people with the right skills	 Good	Requires improvement
Ensuring fairness and promoting diversity	 Requires improvement	Requires improvement
Managing performance and developing leaders	 Requires improvement	Requires improvement

HMI summary

It was very heartening to see the progress made by Surrey Fire and Rescue Service since our first inspection. I am grateful for the positive and constructive way that the service engaged with our inspection.

The service is in much better shape than at the time of our 2018/19 inspection. It is becoming more effective and efficient at keeping people safe from fire. And, on balance, it is improving how well it looks after its people. It knows that there is a great deal of work to do to change and improve its organisational culture, but it is approaching this challenge positively.

I want to thank the service for working with us by accommodating the virtual approach of this inspection. Inspections usually take a hybrid approach but inspecting during the pandemic meant we had to adapt. I also want to recognise the disruption caused by the pandemic. This has been considered in our findings.

In our first inspection we identified two causes of concern. We are pleased to see that the service has resolved these concerns in its [Making Surrey Safer Plan](#), which has led to a period of significant change in the organisation. This resulted in challenges for the service's industrial relations, including how senior managers work with staff, but that hasn't stopped the chief fire officer and the service making progress.

The service has been a proactive member of the [local resilience forum](#) throughout the pandemic. As a result, other organisations in the forum see the service as a credible and reliable partner that will work with them to help those members of the public who are most in need.

Changes to staffing arrangements during the pandemic meant that the service didn't maintain the protection work we would have expected. However, the service has increased its resources in prevention, protection and other areas of the organisation. We look forward to seeing how this supports improvements.

In this inspection, we identified no new causes of concern, but there are several areas for improvement. The service needs to evaluate its prevention work to make sure its activity is working. It needs to make sure it gives firefighters up-to-date and useful risk information. And it needs to learn from operational activity, both internal and external.

We look forward to seeing how the service puts our recommendations into practice at our next inspection.



Matt Parr

HM Inspector of Fire & Rescue Services

Service in numbers



Response

Surrey

England

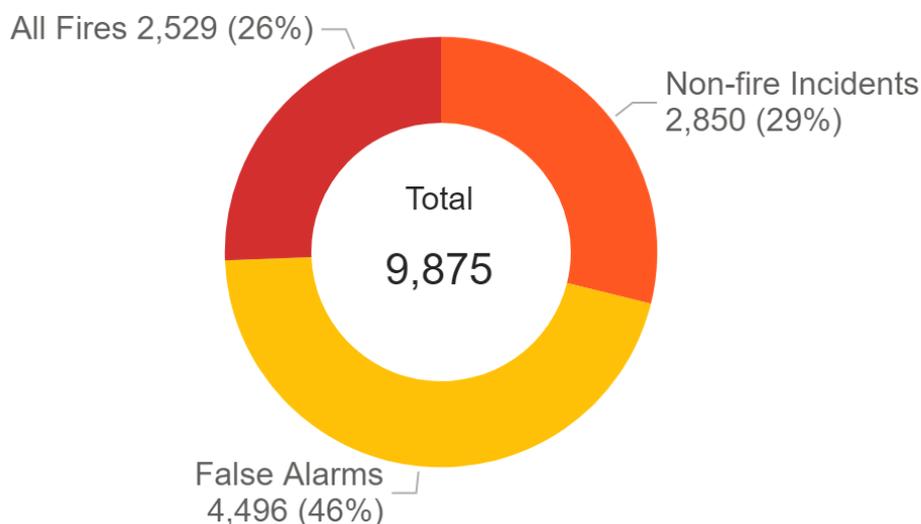
Incidents attended per 1,000 population Year ending 31 March 2021	8.23	9.16
Home fire safety checks carried out by fire and rescue service per 1,000 population Year ending 31 March 2021	1.73	4.47
Fire safety audits per 100 known premises Year ending 31 March 2020	3.53	2.55
Average availability of pumps Year ending 31 March 2020	68.21%	83.07%



Cost

Firefighter cost per person per year Year ending 31 March 2020	£23.92	£23.82
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Incidents attended in the year to 31 March 2021

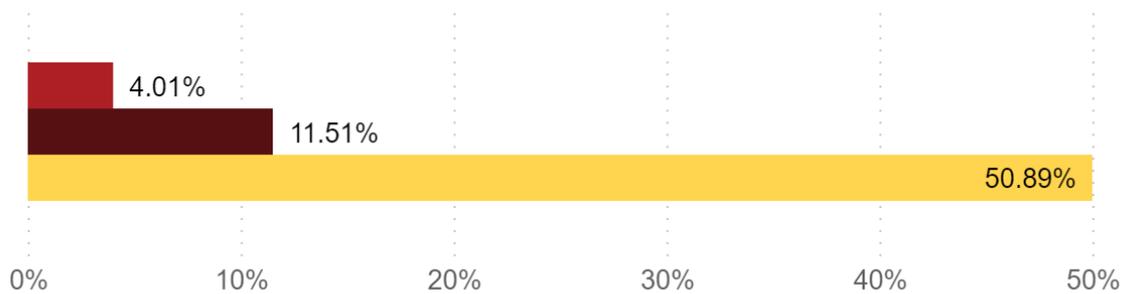




Five-year change in total workforce 2015 to 2020	3.44%	-5.30%
Number of firefighters per 1,000 population Year ending 31 March 2020	0.50	0.63
Percentage of firefighters who are wholetime Year ending 31 March 2020	79.63%	65.10%

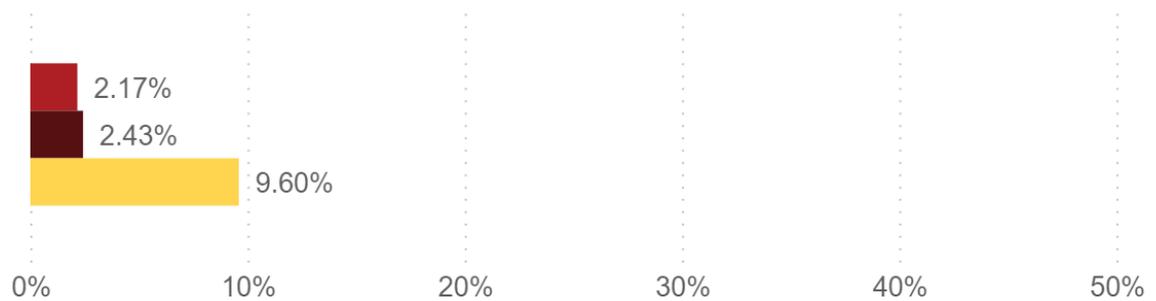
Percentage population, firefighters and workforce who are female as at 31 March 2020

Female ● Firefighters ● Workforce ● Local population



Percentage of population, firefighters, and workforce who are Black, Asian and minority ethnic (BAME) as at 31 March 2020

BAME ● Firefighters ● Workforce ● Local population



For more information on data and analysis throughout this report, please view the [‘About the data’ section of our website](#).

Effectiveness



How effective is the service at keeping people safe and secure?



Requires improvement

Summary

An effective fire and rescue service will identify and assess the full range of foreseeable fire and rescue risks its community faces. It should target its fire prevention and protection activities to those who are at greatest risk from fire, and make sure fire safety legislation is being enforced. And when the public calls for help, respond promptly with the right skills and equipment to deal with the incident effectively. Surrey Fire and Rescue Service's overall effectiveness requires improvement.

We are encouraged to see that the service has responded well to the areas we identified in our first inspection. Overall, we have seen a positive direction of travel. However, there are still areas that need improvement.

When we inspected in 2018, we identified a cause of concern with the service's effectiveness. It didn't have a robust and long-term system to support its operational response model. We are pleased to see that, since then, the service has created a new [integrated risk management plan \(IRMP\)](#), which it has called the [Making Surrey Safer Plan](#) (MSSP).

To develop the MSSP, the service brought in third parties to scrutinise its plans and help make them stronger. The service has continued this external oversight with independent evaluation of the change process.

The service has increased the size of the prevention and protection teams. This is already leading to improvements in those areas, allowing the service to target risk more effectively.

The service needs to make sure its processes for handling information about operational risk are robust so that firefighters can be sure the information they are accessing is up to date and useful. The service has a plan in place to improve the use and communication of risk information, and has increased resources to the team

responsible. It also needs to make sure that lessons from operational activities are learned by all firefighters.

Understanding the risk of fire and other emergencies



Requires improvement (2018: Good)

Surrey Fire and Rescue Service requires improvement at understanding risk.

Each fire and rescue service should identify and assess all foreseeable fire and rescue-related risks that could affect its communities. Arrangements should be put in place through the service's prevention, protection and response capabilities to prevent or mitigate these risks for the public.

We were particularly impressed with how the service identified risk in the community and approached the development of its new IRMP, called the [Making Surrey Safer Plan](#) (MSSP). In isolation this part of understanding risk would have been judged as at least good. The judgment of requires improvement reflects the work that still needs to be done within operational risk information.

Area for improvement

The service should ensure its firefighters have good access to relevant and up-to-date risk information.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service is good at identifying risk in the communities it serves

Since our last inspection, the service has carried out a thorough integrated risk management planning process, and has improved the way that it assesses an appropriate range of risks and threats. When assessing risk, it considers relevant information from a broad range of internal and external sources, including both data about fire incidents and about society more broadly. For example, the service uses county council data to help identify which people are most [vulnerable](#). It also works with the [local resilience forum](#) to assess the risks from flooding and wildfires. The service has had its data externally scrutinised to make sure that the proposals set out in its IRMP are supported by the data.

Surrey Fire and Rescue Service has made progress since our last inspection in engaging with the local community to build its risk profile. It has consulted with the community and members of the voluntary sector, faith groups, and the Surrey police independent advisory group to both understand the risk and explain how the service intends to mitigate it.

The service has increased its communications team's resources. This has improved communication with the public, which helps the service understand risks and explain

how it intends to mitigate them. The consultation on its IRMP received its highest response so far.

The service has an effective integrated risk management plan

After assessing relevant risks, the service has recorded its findings in an easily understood IRMP, called the Making Surrey Safer Plan (MSSP). This plan describes how the service's prevention, protection and response activity will be effectively resourced to mitigate the risks and threats the community faces, both now and in the future.

The service's MSSP for 2020–24 sets out how the service will:

- do more to prevent emergencies from happening in Surrey;
- make sure it has the right resources in the right places at the right time to respond when needed;
- continuously assess ways to improve effectiveness and efficiency;
- strengthen collaboration with other organisations;
- invest in people by ensuring they have the best training and development, and are as motivated as possible;
- create a culture that is collaborative, inclusive and diverse to maximise understanding of communities' needs.

The service reports quarterly to the cabinet members of Surrey County Council's [fire authority](#). These reports detail the service's performance and progress against important indicators, which are aligned to the priorities in the MSSP.

The service can't be sure that the operational risk information it holds is accurate and up to date

We were disappointed to find that, despite raising this as an area for improvement when we last inspected the service, the service still couldn't be sure that the risk information its firefighters used was relevant and up to date. During our inspection we found that 51 percent of risk information about premises was out of date.

The service is aware of this problem and has an improvement plan that is monitored regularly. It has increased the resources of the team responsible for risk information. We were told that by the end of our inspection no high-risk premises were out of date.

Although we saw out-of-date risk information, we found that the way the service communicated the risk information that was collected was good. Staff in the control room could demonstrate that they were able to communicate information about risk. Urgent risk information is processed within 24 hours, and staff in the control room can clearly demonstrate the use of flash messages, which are used to alert staff to a temporary risk.

The service doesn't consistently use the information that is learned during its operational activity to test its risk profile and challenge its risk management plan

We found limited evidence that the service sought out and acted on feedback from either its own operational activity or that of other services and organisations nationally. We reviewed a range of significant incidents where we would have expected the service to learn operational lessons in line with its policy. However, we were disappointed not to find any evidence that this had happened.

As a result, the service is missing the opportunity to review its risk assessments and challenge the assumptions made in the MSSP.

The service has used learning from the Grenfell Tower Inquiry to reduce risk

During this round of inspections, we sampled how each fire and rescue service had responded to the recommendations and learning from phase one of the Grenfell Tower fire inquiry.

Surrey Fire and Rescue Service has responded positively. It has established a working group with the building control team and the local authority housing department to share information and learning. The service has:

- assessed the risk of each high-rise building in its service area;
- carried out fire safety audits, as well as [safe and well visits](#); and
- collected relevant risk information about buildings identified as high risk and all high-rise buildings using cladding that is similar to the cladding installed on Grenfell Tower, and passed this on to its prevention, protection and response teams.

Preventing fires and other risks



Good (2018: Requires improvement)

Surrey Fire and Rescue Service is good at preventing fires and other risks.

Fire and rescue services must promote fire safety, including giving fire safety advice. To identify people at greatest risk from fire, services should work closely with other organisations in the public and voluntary sector, as well as with the police and ambulance services. They should provide intelligence and risk information with these other organisations when they identify vulnerability or exploitation.

We are encouraged to see the improvements in the service's prevention work since our last inspection. We previously identified areas for improvement in how the service targets prevention work at the people most at risk, and how staff identify and [safeguard](#) the most vulnerable people.

Area for improvement

The service should evaluate its prevention work, so it understands what works.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service has linked its prevention resources to its integrated risk management plan

The service has a 'delivery of services' strategy for 2020–2024, which aims to align its prevention, protection and response activities. To support this strategy, the service has a prevention plan. The strategy and prevention plan are clearly linked to the risks identified in its MSSP. The prevention plan contains objectives for improving community safety, such as:

- universal messaging, to make sure that as many people as possible can understand and respond effectively to fire, road and water safety messages;
- involving members of the community of all ages, which is linked to lifelong learning where risk can be linked to vulnerability of individuals or others as people age; and
- person-centred engagement, where the service will work with other organisations to help identify and target people with specific vulnerabilities.

The service works well with its teams and other relevant organisations on prevention and it passes on relevant information when needed. Information is used to adjust planning assumptions and direct activity between the service's prevention, protection and response functions. This helps the service to manage and respond appropriately to risks that are identified – for example, where an individual is hoarding in their home, which could increase the risk to occupants and firefighters if there was a fire.

The pandemic has had an impact on, and become part of, prevention work

Between 21 September and 2 October 2020, we carried out a COVID-19 specific inspection to consider how the service adapted its prevention work. At that time, we found that it had adapted its public prevention work appropriately. Since then, we are encouraged to find that high-risk individuals are still being visited following an initial assessment, despite an overall reduction in safe and well visits due to the pandemic. At the time of our inspection there was no backlog of high-risk visits caused by the pandemic.

Since the implementation of the MSSP, the way that prevention activities are prioritised is clearer. The prevention team is now more focused on supporting those most at risk.

The service has been an integral part of the local resilience forum's response to the pandemic. For example, it provided support for surge testing when this became necessary. Lessons from this were used to help the local resilience forum plan for future testing arrangements.

The service has improved the way it targets some high-risk groups through safe and well visits

Prevention activity is clearly prioritised using a risk-based approach that prioritises people most at risk from fire and other emergencies. The service has created a Community Risk Profile, to identify the people most vulnerable to fire, using a range of data. This includes information on those receiving oxygen at home, NHS data, demographic information, vulnerability data from the county council and historic incident data. The prevention team applies a scoring mechanism to help identify those most at risk from fire. Different activities are then used to target the risks that have been identified.

The service is currently using operational crews to carry out medium and low-risk visits. Each station is given targets to achieve. But the service knows it needs to consider how the operational staff can provide activities that are more focused on reducing risk. For example, stations with a higher level of road traffic collisions could prioritise road safety activity.

Staff are confident in carrying out safe and well visits, but training could be improved

Staff told us they had the right skills and confidence to make safe and well visits. These visits cover an appropriate range of hazards that can put vulnerable people at greater risk from fire and other emergencies. The service has created the One Stop Surrey leaflet to provide information to the public about where people can access further support for their health and wellbeing. It covers foodbanks; social activities; support for mental health or a hearing or visual impairment; and help reducing or stopping smoking, alcohol or drug use. It also identifies support for environmental problems such as flooding risks and weather alerts.

Operational staff told us they would like more training to help them provide prevention activities. The service is aware that it isn't doing enough to make sure that its prevention work is of a good enough quality. But it has plans to do this now there are more people in the prevention team.

Staff understand vulnerability and have the confidence to respond to safeguarding concerns

Staff we interviewed told us about occasions when they had identified safeguarding problems. They said they felt confident and trained to act appropriately and promptly. Staff explained that members of the fire investigation team had been trained to respond to any safeguarding concerns raised by operational personnel, because members of that team were always on duty.

The service is improving how it works with others to reduce the number of fires and other risks

The service works with a wide range of organisations such as Surrey police, adult social care and the safeguarding board to prevent fires and other emergencies.

We found good evidence that it routinely referred people at greatest risk to other organisations that may be better able to meet their needs. These organisations include Age UK, foodbanks, sensory services, and drug support organisations. Arrangements are in place to receive referrals from other organisations including the NHS and adult social care. The service acts appropriately on the referrals it receives. At the time of our inspection there was no backlog of referrals from other organisations.

The service routinely exchanges information with other public sector organisations about people and groups at greatest risk. It uses the information to test its planning assumptions and target its prevention activity. For example, the service has been working with Surrey police to raise awareness among operational crews of other risks for the public, such as domestic violence and children involved with [county lines](#). The service has been working with police colleagues on its 'safe drive, stay alive' road safety programme, which targets young drivers.

Members of the prevention team have been involved in the provision of the vaccine programme. While in the vaccine centres, staff have communicated fire safety messaging towards vulnerable people.

The service has built on its improved relations with the other organisations it works with since the start of the pandemic, and has started new activities to support wider public safety. For example, operational staff are supporting Surrey police in locating vulnerable missing persons.

The service acts to tackle fire-setting behaviour

The service has a range of suitable and effective interventions to target and educate people of different ages who show signs of fire-setting behaviour. This includes having a trained group of staff who work with fire-setters to change their behaviours. During the pandemic, the service introduced a risk assessment process, which allowed staff to continue working with those involved with fire setting.

The service works with other organisations including the police and local authority to share information and support a multi-agency approach.

The service should evaluate its prevention activity to identify what works and how it could be improved

We found limited evidence that the service evaluates how effective its activity is or makes sure all its communities get equal access to prevention activity that meets their needs. For example, the prevention activity conducted by operational crews appeared to be driven by quantity rather than quality. The service doesn't routinely use the feedback it receives to improve what it does. It did recently add an online feedback tool to the website so the public can tell the service what it thinks of the safe and well visits that have been carried out – but many people don't have access to the tool.

The service doesn't routinely consider evaluation when doing prevention activities. For example, the 'safe drive, stay alive' road safety packages are well attended, but it is unclear if these are having an impact or if they are being targeted at those most

at risk. The service has recently created an animated education package, but it isn't clear how this will be evaluated. As a result, the service is missing opportunities to improve what it provides to the public.

Protecting the public through fire regulation



Good (2018: Requires improvement)

Surrey Fire and Rescue Service is good at protecting the public through fire regulation.

All fire and rescue services should assess fire risks in certain buildings and, when necessary, require building owners to comply with fire safety legislation. Each service decides how many assessments it does each year. But it must have a locally determined, risk-based inspection programme for enforcing the legislation.

We are encouraged to see improvements in the service's protection work since our last inspection. We previously identified areas for improvement in how the service resources and prioritises its risk-based inspection programme, how it resources false alarms and how it engages with businesses. While there has been clear progress, the service still has some work to do.

Area for improvement

The service should ensure it has an effective quality assurance process, so staff carry out audits to an appropriate standard.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service has a 'delivery of services' strategy linked to its integrated risk management plan that supports protection activities

The service's 'delivery of services' strategy is clearly linked to the risk it has identified in its IRMP, the Making Surrey Safer Plan (MSSP), which it has introduced since our last inspection. This aims to integrate prevention, protection and response.

The MSSP is subject to monitoring and review. Staff across the service are involved in this, and exchange information effectively as needed. For example, operational staff carry out business safe and well visits at commercial premises to raise awareness of how businesses can comply with fire safety regulations and let businesses know where they can get further support and guidance. The information learned on these visits is in turn used to adjust planning assumptions and to direct activity between the service's protection, prevention and response functions. This means that resources are properly aligned to risk.

The effect of the pandemic on protection

At the start of the pandemic, the service decided to move staff with an operational background away from protection work and place them in fire stations. This was done to maintain an operational response in case there was an increase in sickness among operational staff. However, we found that the service was slow to move those staff back into protection once it was clear that sickness levels weren't high. As a result, the service didn't maintain its work on the risk-based inspection programme (RBIP).

Since then the service has progressed well with its protection work. It is now being more proactive and is maintaining its RBIP work, alongside the more reactive work. The protection team regularly updates its area of the website to make sure the advice to businesses is correct and relevant.

The service aligns protection activity to risk

In our last inspection we identified the RBIP as an area for improvement. The service needed to make sure it allocated enough resources and prioritised its protection work. It has just reviewed and updated its RBIP, which identifies how it will prioritise its work. The RBIP is focused on its highest-risk and medium-risk buildings. Operational crews carry out business safe and well visits at low-risk premises that wouldn't normally be visited by the fire service. This is subject to continuing review to understand whether it changes the number of fires at commercial premises. We found that fire safety audits were recorded in line with the policy and timescales the service has set itself.

The service has carried out fire safety audits at high-rise buildings

Audits were carried out in 2019 at all three of the high-rise buildings the service identified as using cladding that is similar to the cladding installed on Grenfell Tower. Information gathered during these audits is made available to response teams and control operators, enabling them to respond more effectively in an emergency.

The service is on track to visit all the high-rise, high-risk buildings it has identified in Surrey by the beginning of November, ahead of the national target of the end of 2021.

Limited quality assurance takes place

We reviewed a range of audits carried out at different premises across the service. These included audits carried out as part of the service's RBIP, after fires at premises where fire safety legislation applied, where enforcement action had been taken, and at high-rise, high-risk buildings.

The audits we reviewed were completed to a high standard in a consistent, systematic way, and in line with the service's policies. Relevant information from the audits is made available to operational teams and control room operators.

The service only carries out limited quality assurance of its protection activity. Those staff working towards becoming qualified are coached and mentored by qualified inspectors. However, once they have qualified there's no systematic process to make sure they're carrying out audits to a consistently high standard. We were told this was because until recently there hadn't been enough staff to do this. But with an increase in staff, the service is starting to develop processes for all inspecting officers.

The service doesn't have good evaluation tools in place to measure its effectiveness or to make sure all sections of its communities get equal access to protection services that meet their needs. The service is aware of this and is starting to work with community groups to improve this. For example, it is liaising with owners of takeaways collectively to help them understand how they should comply with fire safety legislation.

The service carries out enforcement activities

The service consistently uses its full range of enforcement powers and, when appropriate, prosecutes those who don't comply with fire safety regulations. It maintains 24/7 availability of staff who are appropriately trained and qualified to carry out the full range of enforcement activities.

In the year to 31 March 2020, the service issued no alteration notices, 12 enforcement notices and 3 prohibition notices, and carried out no prosecutions. It completed three prosecutions in the years from 2016/17 to 2019/20.

The service has increased its protection resources

Our 2018 inspection highlighted an area for improvement for the service to make sure it has enough resources to complete its RBIP. Our COVID-19 inspection also found that the service didn't always allocate enough resources to the protection team to allow it to be effective.

The service has made good progress in this area. The size of the team has increased from 28 to 50 since the start of the pandemic. This helps it to provide the full range of audit and enforcement activity needed, both now and in the future.

Staff get the right training and work to appropriate accreditation. The service plans to train a small number of staff to become fire engineers.

The service works closely with other organisations to regulate fire safety

The service works closely with other enforcement agencies to regulate fire safety and routinely exchanges risk information with them. As part of the Community Protection Group, the service shares information and works closely with Trading Standards. The service also works with the Care Quality Commission to share information and carry out joint visits to care homes.

The service's response to building consultations is timely and supports its statutory responsibility

The service responds to most building consultations on time, so consistently meets its statutory responsibility to comment on fire safety arrangements at new and altered buildings. The most recent figures, for the first half of 2020/21, show that 94 percent of the service's building consultations were carried out within the required timescale. In the same period, 89 percent of licensing consultations were completed within the required timeframe.

The service works with businesses to promote compliance with fire safety legislation

Our inspection in 2018 identified an area of improvement for the service to work more with local businesses and large organisations to share information about how they can comply with fire safety regulations.

During the inspection we found that the service now does this. It regularly updates its website to include detailed information to help businesses comply with fire safety legislation. Operational staff carry out business safe and well visits on lower-risk premises. This allows the service to engage with many businesses that wouldn't normally be visited by the service. This is a new activity and is subject to continuous review. The team has also engaged with 96 schools over 2 online webinars, to help them understand fire safety legislation and how to prevent fires at their premises.

The service acts to reduce unwanted fire signals

Our inspection in 2018 highlighted an area for improvement for the service that it should make sure it effectively addresses the burden of unwanted fire signals (false alarms).

The service is developing its approach to reducing unwanted fire signals. It has looked at how other fire and rescue services approach this problem to try to find good ways of doing this. As a result, control staff now conduct a call challenge process. When there is an alarm, they phone the person responsible for a building before dispatching a response. This wasn't previously in place. However, due to the periods of lockdown during the pandemic, the service is taking a measured approach to making further changes. It is considering charging those businesses that produce excessive unwanted fire signals, but hasn't done so yet. The figures for 2019/20 indicate that the service attended 79 percent of the unwanted fire signals it received.

Fewer unwanted calls mean that fire engines are available to respond to genuine incidents rather than responding to a false one. It also reduces the risk to the public if fewer fire engines travel at high speed on the roads.

Responding to fires and other emergencies



Requires improvement (2018: Requires improvement)

Surrey Fire and Rescue Service requires improvement at responding to fires and other emergencies.

Fire and rescue services must be able to respond to a range of incidents such as fires, road traffic collisions and other emergencies within their areas.

Areas for improvement

- The service should ensure it has an effective system for learning from operational incidents.
- The service should ensure it understands what it needs to do to adopt [national operational guidance](#), including joint and national learning, and put in place a plan to do so.
- The service should ensure it participates in a programme of cross-border exercises, with learning from them captured and shared.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service aligns its resources with the risks identified in its integrated risk management plan

In our inspection of 2018, we identified a cause of concern where we found the service didn't have a robust and long-term system to support its operational response model. We recommended that the service should:

- put in place a response plan based on a thorough assessment of risk to the community;
- make sure it has appropriate resources (people and equipment) available to respond to risk in line with its IRMP;
- make sure it understands and actively manages the resources and capabilities available for deployment; and
- tell the residents of Surrey what benefits its service provision and ways of working in the operational response model will give them.

In this inspection we found that the service had met those recommendations.

The service's plan for responding to fires and other emergencies is linked to the first three risks identified in its IRMP, the Making Surrey Safer Plan (MSSP). It reviewed where its stations, fire engines and response staff were located as part of integrated risk management planning. It also reviewed the crewing models it used to make sure appropriate numbers of staff were available when needed.

The service achieves its target for the time taken to respond to life risk incidents

The service's 'delivery of services' strategy is linked to the risks identified in the MSSP. Its fire engines and response roles, as well as its working patterns, are designed and located to help the service to respond flexibly to fires and other emergencies with the appropriate resources.

As we saw in our last inspection, the service uses a dynamic cover tool to maintain fire engine availability. When fire engines respond to an incident, the cover tool suggests which fire engines should be moved from their base locations to maintain cover across the area.

There are no national response standards for how services should respond to the public. But the service has set out its own response standards in the MSSP. These say that a [critical incident](#) should be attended by a fire engine within ten minutes.

The service consistently meets that standard. Home Office data shows that in the year to 31 March 2020, the service's response time to [primary fires](#) was 9 minutes and 49 seconds. This is slower than the average for services, like Surrey, that cover both urban and rural areas. The service is aware of this and is continuing to monitor. Since implementing the MSSP, its response times are improving.

Appliance availability is improving to meet the service's response standard

The service met its response standards in 2020/21 with an average availability of 68 percent for all its 30 fire engines. While this figure appears to be low, the service's 'delivery of services' strategy, based on the MSSP risk profile, aims to have 20 fire engines available during the day and 16 fire engines available during the night. According to its own figures, the service is meeting, and often exceeding, this standard. The service is continuing to monitor availability to look for further improvements.

The service can effectively command incidents

The service has appropriately trained its incident commanders and assesses them every two years. The incident commanders must meet appropriate standards in these assessments.

In 2019/20, 98 percent of incident commanders were accredited within the timeframe. This helps the service to safely, confidently and effectively manage the whole range of incidents that it could face, from small and routine ones to complex multi-agency incidents.

As part of our inspection, we interviewed incident commanders from across the service. Those we interviewed were familiar with risk assessing, decision-making and recording information at incidents in line with national best practice, as well as the [Joint Emergency Services Interoperability Principles \(JESIP\)](#).

Control staff aren't regularly involved in operational learning and debriefing

We are disappointed to find that the service's control staff aren't always included in the service's command, training, exercise, debrief and quality assurance activity.

Control staff regularly test and exercise their [fall-back](#) arrangements with Merseyside Fire Control ([fire control](#)). Fire control also has its own staff training programme, which is in line with national standards.

Fire control can provide fire survival guidance to multiple callers

The control room staff we interviewed were confident they could provide fire survival guidance to many callers simultaneously. This was identified as learning for fire services after the Grenfell Tower fire. We saw that the [mobilising](#) system had prompts and checklists for staff to follow when dealing with multiple fire survival guidance calls.

Control has good systems in place to exchange real-time risk information with incident commanders, other responding partners, and other supporting fire and rescue services. The service has recently introduced new co-ordinating roles to liaise between control and incident commanders. At the time of our inspection, this was being exercised and tested. Maintaining good situational awareness helps the service to communicate effectively with the public, providing them accurate and tailored advice.

Risk information is easily accessible to staff

We sampled a range of risk information associated with several premises involving long and short-term risks, including what is in place for firefighters responding to incidents at high-risk, high-rise buildings, and what information is held by fire control.

As previously noted, the information we reviewed wasn't always up to date. But it was detailed and could be easily accessed and understood by staff. Encouragingly, it had been completed with input from the service's prevention, protection and response teams as appropriate. Staff we spoke to were positive about the risk information and said that they used it regularly at incidents.

Since Surrey Fire and Rescue Service and West Sussex Fire and Rescue Service merged their control room function in 2019, there has been an improvement in sharing risk information between the two services.

The service should improve the way it evaluates operational performance

During our inspection in 2018 we identified as an area for improvement that the service should make sure it has an effective system to help staff use learning and debriefing to improve operational response and incident command.

We saw evidence that the service carried out some debriefs, but this wasn't done in a systematic or consistent way. For example, the service dealt with a major incident at Chobham Common in August 2020. We saw the debrief report for this, which included lessons to learn. However, when we spoke to operational staff, most were unaware of the report's recommendations.

However, we recognise the service has recently started to improve its approach to learning from operational incidents. Since the start of 2021 the operational assurance team has developed a debrief process that involves trained facilitators who will obtain the information. A clear structure has been introduced to make sure learning is gathered and communicated through the organisation.

The service would benefit from a more structured cross-border exercise programme

While the service routinely operates with neighbouring fire and rescue services, there is no cross-border exercise plan. Such a plan would help the services to work together more effectively to keep the public safe. Some operational staff told us that they trained with staff at cross-border stations, but these were ad hoc arrangements and not part of a service plan. The service and its neighbours don't routinely share information to improve their understanding of risk and operational performance.

The service needs to use national operational guidance to inform its policies

We found only limited evidence that the service contributed to and acted on learning from other fire and rescue services or other emergency service partners. When we spoke to operational and control staff, they couldn't highlight learning from any recent high-profile national incidents.

The service is working in co-ordination with West Sussex Fire and Rescue Service and East Sussex Fire and Rescue Service to adopt national standards. But it isn't clear when this will be achieved.

The service is good at communicating incident-related information to the public

During our inspection in 2018, the service had limited resources in its communications team. These have now increased and the service has good systems in place to inform the public about incidents and help keep them safe during and after incidents. The communications team now has enough staff to keep the public informed about continuous incidents, or wider problems, on a 24/7 basis. The team is now also able to make sure that the website is regularly updated for incidents as well as safety messages.

The communications team works well with the local resilience forum to provide consistent messages to the public.

Responding to major and multi-agency incidents



Requires improvement (2018: Good)

Surrey Fire and Rescue Service requires improvement at responding to major and multi-agency incidents.

All fire and rescue services must be able to respond effectively to multi-agency and cross-border incidents. This means working with other fire and rescue services (known as intraoperability) and emergency services (known as interoperability).

Areas for improvement

- The service should ensure it is well prepared to form part of a multi-agency response to major incidents, and its procedures for responding are understood by all staff and well tested.
- The service should ensure it is well prepared to form part of a multi-agency response to a terrorist incident, and its procedures for responding are understood by all staff and are well tested.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service needs to test its preparations for major and multi-agency incidents

In our inspection in 2018 we identified an area of improvement for the service. This was that it should make sure it was well prepared to form part of a multi-agency response to each community risk identified by the local resilience forum, including a marauding terrorist attack, and that its procedures for responding to terrorist-related incidents were understood by all staff and well tested. While the service has improved its approach to planning, it isn't testing its plans through regular exercises.

The service has effectively anticipated and considered the reasonably foreseeable risks and threats it may face. These are listed in both local and national risk registers as part of its integrated risk management planning. For example, the service has developed plans to deal with large-scale flooding and wildfires.

It is also familiar with the significant risks that could be faced by neighbouring fire and rescue services that it might reasonably be asked to respond to in an emergency. These include incidents on the River Thames and the motorway network. Firefighters have access to risk information from neighbouring services. This has improved since the introduction of the joint control room with West Sussex Fire and Rescue Service.

We reviewed the arrangements the service had in place to respond to different major incidents, including incidents relating to high-rise buildings, wide-area flooding and a marauding terrorist attack. We saw during the COVID-19 inspection that the service dealt with a major wildfire incident at Chobham Common while supporting the local resilience forum's response to the pandemic. The service has good arrangements in place that are well understood by staff, who can learn about them through e-learning training packages.

However, we found that the service didn't routinely test these plans and its staff's understanding of them through regular exercises. We saw some limited evidence that the service carried out exercises with the local resilience forum, but no evidence that the service maintained an exercise programme.

The service needs to be sure that its staff are prepared to respond safely and effectively to a terrorist incident. And it needs to make sure the learning from exercises feeds through into improvements to its plans.

The service needs to be sure that it works well with other fire and rescue services

While the service supports other fire and rescue services in responding to emergency incidents, it needs to make sure that it is working effectively with them. Surrey is bordered by seven different services. It needs to be able to work seamlessly with these services to form part of a multi-agency response. Since the introduction of its joint control with West Sussex Fire and Rescue Service, the two services operate a process of borderless mobilising. Control staff will send whichever fire engine can get to the incident quickest. The same approach will be applied when East Sussex Fire and Rescue Service joins the control arrangements.

The service has successfully deployed to other service areas and has used national assets in its own service area. During the Chobham Common incident in August 2020, national resources were deployed to Surrey for up to a week to help extinguish the fire. Learning was captured from this using a debrief process.

However, we saw no evidence that working together was evaluated on a day-to-day basis, nor that lessons were learned and shared between the neighbouring fire and rescue services.

Staff understand and apply JESIP

The incident commanders we interviewed had been trained in and were familiar with the [Joint Emergency Services Interoperability Principles \(JESIP\)](#).

The service was able to provide us with strong evidence that it consistently followed these principles. All staff use online training packages on JESIP. All incident commanders we spoke to have a good understanding of the JESIP principles.

The service is an active member of the Surrey Resilience Forum and its staff work routinely with other emergency services

The service has good arrangements in place to respond to emergencies with the other organisations that make up the Surrey Resilience Forum. These arrangements include working with other organisations to warn and inform the public of continuous incidents. The organisations worked well together during the COVID-19 pandemic to produce consistent messages for the public.

The service is a valued partner and the chief fire officer chairs the Surrey Resilience Forum. The service takes part in regular training events with other members of the Surrey Resilience Forum and uses what it learns to develop planning assumptions about responding to major and multi-agency incidents. The training events stopped during the pandemic, but there are plans to re-start them as soon as possible. We saw during our COVID-19 inspection that the service had enhanced its reputation as an effective partner since the start of the pandemic. It has co-ordinated and led several joint working groups, including PPE management and mortuary management.

The service needs to share national learning

The service has limited awareness of joint operational learning updates from other fire services and [national operational learning](#) from other blue light partners. As a result, the service hasn't done enough to improve its services for the public in line with the recognised best ways of doing things.

Until 2020 the service hadn't contributed to national operational learning or joint operational learning. However, it has now started to do so and submitted five case studies in 2020.

We appreciate that the service has dealt with challenging industrial relations, which will have affected staff engagement and productivity.

Efficiency



How efficient is the service at keeping people safe and secure?



Requires improvement

Summary

An efficient fire and rescue service will manage its budget and use its resources properly and appropriately. It will align its resources to the risks and priorities identified in its [integrated risk management plan](#). It should try to achieve value for money and keep costs down without compromising public safety. It should make the best possible use of its resources to achieve better outcomes for the public. Plans should be based on robust and realistic assumptions about income and costs. Surrey Fire and Rescue Service's overall efficiency requires improvement.

We are encouraged to see the improvements the service has made in its efficiency since our last inspection, when we identified this as a cause of concern. It has improved a grade on both the questions we ask in this section. Previously, the service wasn't using its resources efficiently to manage risk; nor was it using its financial and physical resources effectively to keep people safe. The service has addressed this cause of concern through its IRMP, called the [Making Surrey Safer Plan](#) (MSSP), which improves the way that it targets its resources at areas of highest risk.

The service has improved its approach to collaboration and has created savings through its joint control room with West Sussex Fire and Rescue Service. However, it needs to make sure it evaluates the end results of its collaborations. It would also benefit from carrying out more [benchmarking](#) – comparing its spending to that of other fire and rescue services – to make sure its procurement processes are providing value for money. It also needs to expand its financial scenario planning to prepare for any future financial problems.

The service used the pandemic to introduce agile working for staff, supported by improved IT. It has improved its governance arrangements and quality assurance throughout the service. This has helped senior leaders develop more effective relationships with the county council and its cabinet members, who have supported the service through a period of significant change and internal and external problems.

Making best use of resources



Requires improvement (2018: Inadequate)

Surrey Fire and Rescue Service requires improvement at making best use of its resources.

Fire and rescue services should manage their resources properly and appropriately, aligning those resources to meet the services' risks and statutory responsibilities. They should make best possible use of their resources to achieve better outcomes for the public.

The service's budget for 2021/22 is £31.7m. This is the same as the previous year.

Areas for improvement

- The service should make sure it effectively monitors, reviews and evaluates the benefits and outcomes of any collaboration activity.
- The service should have effective measures in place to assure itself that its workforce is productive and that their time is used as efficiently and effectively as possible to meet the priorities in the IRMP (the Making Surrey Safer Plan).

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service's current financial plans support its objectives

During our last inspection in 2018 we identified as a cause of concern that the service didn't use its resources efficiently to manage risk, and didn't manage its financial and physical resources to effectively keep people safe. We recommended the service should make sure that:

- its resourcing model met risk demand sustainably;
- its workforce model supported its operational model to manage risk efficiently and sustainably; and
- it used the available budget prudently to support its risk management activities.

We are encouraged to see the improvements the service has made since the last inspection. The service's financial and workforce plans, including allocating staff to prevention, protection and response teams, reflect and are consistent with the risks and priorities identified in the MSSP.

Plans are built on sound scenarios. They help make sure the service's work is lasting, and they are underpinned by financial controls that reduce the risk of misusing public money. The MSSP marks a new way for the service to approach its risk planning and use of resources, and is subject to continuous review. The data used to inform the plans has been scrutinised and agreed by a third party. There are clear links between

the MSSP and the prevention, protection, and response strategies. This has been a significant change for how the service and its staff work.

The service needs to make sure its workforce's time is used effectively and efficiently to meet the priorities in the MSSP

The service's arrangements for managing its performance are improving, but they don't yet clearly link how the service uses its resources to the MSSP or to the service's most important and long-term aims. Operational staff have targets for the number of [safe and well visits](#) to be achieved. But in 2019/20 Surrey was among the lowest services in the country for the number of safe and well visits carried out per head of population.

The service has introduced a revised performance management framework, with the aim of making sure the workforce's time is used productively. But it needs to do more to make sure its workforce is as productive as possible. This includes considering new ways of working. For example, the service has introduced partnership managers who make sure that prevention work at stations is targeted at local risks. But the service hasn't evaluated how this improves productivity at its stations.

The service had to adapt its working practices as a result of the pandemic, and these are still part of its day-to-day activity. For example, along with the wider county council, the service has introduced agile working: staff can work from the most convenient location, whether that's at home, at a local fire station or a county council building. As part of the county council, the service is moving to more cloud-based technologies. But the service hasn't evaluated how this impacts its workforce's productivity.

During our last inspection in 2018, we found that the service relied too heavily on staff overtime to maintain fire engine availability. We are pleased to see that, due to the crewing changes introduced as part of the MSSP, overtime is being used far less.

The service collaborates with other emergency services but needs to evaluate this work

In our last inspection in 2018 we identified an area for improvement in this area. This stated that the service should assure itself that it makes the most of collaboration opportunities and that these improve its capacity, capability and service to the public, and are good value for money.

We are encouraged to see the improvements the service has made since the last inspection.

We are pleased to see the service meets its statutory duty to collaborate, and routinely considers opportunities to collaborate with other emergency responders. In December 2019 a joint control room was established between Surrey Fire and Rescue Service and West Sussex Fire and Rescue Service. This has achieved cashable savings in the region of £0.6m per year. East Sussex Fire and Rescue Service is due to join the control arrangements in September 2021, although the service is unsure of the savings this will create.

As noted previously, the service worked well with other organisations during the pandemic. External organisations told us the service was now seen as a more reliable and proactive partner than it was at the time of our last inspection. The service is currently considering an opportunity to collaborate with Surrey police in its vehicle workshop arrangements.

The service's collaborative work is aligned to the priorities in the MSSP. For example, the service is active in the [primary authority scheme](#), acting as the single point of contact for 18 national organisations. This allows the service to engage with businesses and supports them in complying with fire safety legislation. But the service needs to assure itself that this work isn't being completed at the cost of its main activities.

The service needs to do more to monitor, review and evaluate the benefits and end results of its collaborations. For example, we were told about the financial savings from the joint [fire control](#) collaboration. But we were provided with little information about the potential benefits from the future control arrangements involving East Sussex Fire and Rescue Service, or how these would be evaluated.

The service has business continuity plans in place

The service has good continuity arrangements in place for industrial action by operational staff. The service has been through a period of industrial action since our last inspection and this tested the continuity arrangements.

Control staff were confident in the continuity arrangements for control. These are tested regularly, including the [fall-back](#) arrangements with Merseyside Fire and Rescue Service.

The service is improving its financial management

We are encouraged to see the improvements the service has made since the last inspection.

The service carries out regular reviews of all its expenditure, including its non-pay costs. The process of continuously challenging its spending arrangements helps to make sure the service gets value for money. The service has improved its arrangements with the county council finance team through regular review meetings. Finance and performance are reported and scrutinised regularly by cabinet members.

At the time of our last inspection, the service was being asked to provide a further £6m in savings. However, that is no longer the case. The county council has supported the service's MSSP through additional transformation funding to help the service to change its operating model. The new operating model has been scrutinised by an independent third party to assure the county council of its sustainability.

The service is taking steps to make sure important areas, including estates, fleet and procurement, are well placed to achieve efficiency gains through sound financial management and best working practices. For example, the service is aware it needs to procure a suitable electronic system to replace the paper-based asset management system currently used to monitor the use and maintenance of operational equipment.

The service is also aware that it needs to conduct more benchmarking (checking its spending in particular areas against that of other fire and rescue services) to make sure it is getting value for money in its procurement processes.

Making the fire and rescue service affordable now and in the future



Good (2018: Requires improvement)

Surrey Fire and Rescue Service is good at making itself affordable now and in the future.

Fire and rescue services should continuously look for ways to improve their effectiveness and efficiency. This includes transforming how they work and improving their value for money. Services should have robust spending plans that reflect future financial challenges and efficiency opportunities and should invest in better services for the public.

Area for improvement

The service must ensure scenario plans for future spending reductions are subject to rigorous analysis and challenge, including the impact on services to the public.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service should improve its understanding of future budget challenges to make sure it can secure long-term funding

We are encouraged to see the improvements the service has made since the last inspection. It has developed a sound understanding of future financial challenges, and has plans to mitigate its main financial risks. For example, the service has used an independent third party to assure itself and the county council that its new operating model, as outlined in the MSSP, is achievable and lasting. The underpinning assumptions are relatively robust, realistic and prudent, and take account of the wider external environment for the duration of the current MSSP (until 2024).

We were pleased to see that the service has identified savings and investment opportunities to improve the service to the public and generate further savings. For example, the joint control with West Sussex Fire and Rescue Service is making savings of around £0.6m per year.

However, we didn't see evidence that the service is planning beyond the current MSSP. The current MSSP runs until 2024 and we would expect to see financial planning beyond this date.

The service doesn't have its own reserves

The service doesn't hold its own [reserves](#) as these are held by the county council. However, we have seen that the service receives financial support from the county council when required. For example, in our COVID-19 inspection we saw that the service was able to request funding to cover additional costs incurred directly due to the pandemic. The county council has provided transformation funding from its reserves to allow the service to achieve the new operating model identified in the MSSP. However, with county council reserves now being depleted, the service needs to make sure it has plans in place to deal with different future financial scenarios.

The fleet and estates strategies are aligned with the MSSP

[Our last inspection in 2018](#) noted that “the service has not invested well in its estate and fleet. The service's hot fire house is unusable for realistic breathing apparatus training. But it has alternative arrangements in place. The service is using fire engines for longer than was planned instead of renewing them.”

We are encouraged to see the improvements the service has made since the last inspection.

The service's estate and fleet strategies have clear links to the MSSP. Both strategies exploit opportunities to improve efficiency and effectiveness. The service is investing £16m in replacement fire engines. It also has a £4.5m replacement programme for other vehicles and equipment across the service. A further £32m investment is being planned for new training facilities and replacement/refurbishment of four fire stations.

The strategies are regularly reviewed so that the service can properly assess the impact on risk of any changes in estate and fleet provision or of future innovation.

The service is investing in technology to improve its efficiency

We are encouraged to see the improvements the service has made since the last inspection. The service actively considers how changes in technology and future innovation may affect risk. The [mobilising](#) system used in joint control means that the nearest fire engines from either service are sent to incidents in Surrey and West Sussex. This supports firefighter and public safety.

The service also seeks to exploit any opportunities to improve efficiency and effectiveness that are presented by changes in technology. As part of the wider county council, fire service staff can work in a more agile way. Technology is being used to support people to work at the most appropriate locations, whether at home, the fire service or county council premises.

The service has put in place the capacity and capability needed to achieve long-term change, and it routinely seeks opportunities to work with others to improve efficiency and provide better services in the future. For example, the service has been part of a procurement collaboration with East Sussex County Council and Brighton & Hove City Council since 2017. This partnership provides the service's IT.

The service could do more to generate income

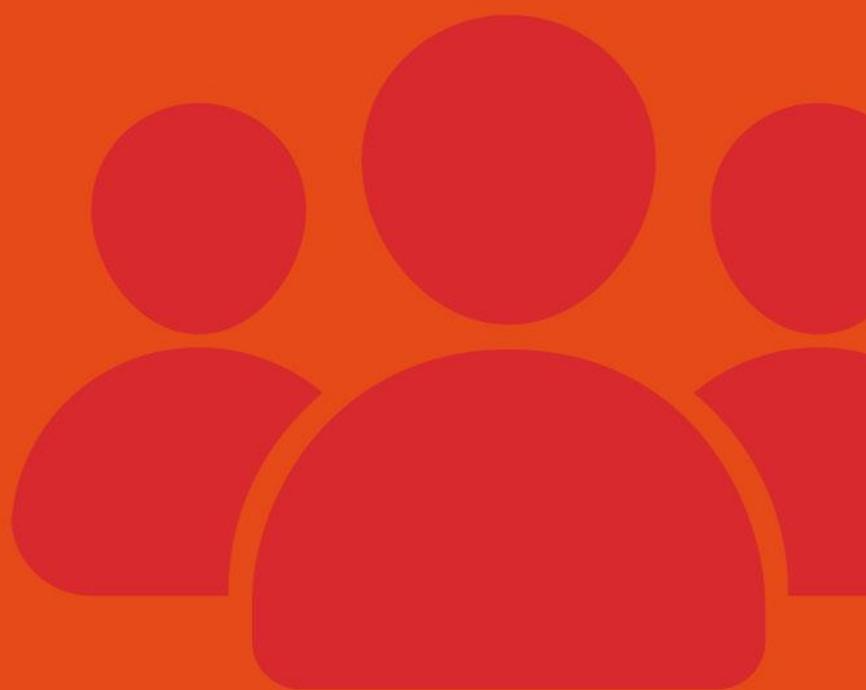
The service considers options for generating extra income, which includes applying for grants, but its ambition and track record are limited. It currently doesn't have a plan to do more in this area.

The service used to benefit from income from its trading arm. However, due to the risk of fluctuating income negatively affecting its budget, a decision was made to stop the income going directly to the service. The county council increased the service's base budget by £300,000 to compensate for this. The county council felt its larger budget was better able to withstand fluctuations in this income than the service's. The trading arm is now the single trading arm for the whole of Surrey County Council.

Fire service staff are seconded to the trading arm to provide advice and guidance on the courses and training the service provides. A senior fire service officer is a director on the board of the trading arm, and makes sure there are no potential conflicts of interest between the work of the trading arm and fire service activities.

Where appropriate, the service has secured external funding to invest in improvements to the service provided to the public. These include government funding linked to the Grenfell Tower work, and funding to recover costs incurred during the pandemic. For example, the service has used funding from the Building Risk Review (a national government-funded programme to understand and help reduce the fire risk in high-rise residential buildings) to buy smoke hoods to help make people safer in fires.

People



How well does the service look after its people?



Requires improvement

Summary

A well-led fire and rescue service develops and maintains a workforce that is supported, professional, resilient, skilled, flexible and diverse. The service's leaders should be positive role models, and this should be reflected in the behaviour of staff at all levels. All staff should feel supported and be given opportunities to develop. Equality, diversity and inclusion is embedded in everything the service does and its staff understand their role in promoting it. Overall, Surrey Fire and Rescue Service requires improvement at looking after its people.

The service's [integrated risk management plan \(IRMP\)](#), the Making Surrey Safer Plan (MSSP), has led to a period of significant change since our last inspection. Although the service has implemented the changes in the MSSP, relationships between senior leaders and operational staff remain challenging. The service is aware of this and is trying new ways to improve discussion and feedback. It is also using an external provider to create a cultural change programme.

Since our first inspection the service has recognised that it needs to do more to improve its equality, diversity and inclusion (EDI). It has appointed a lead for EDI and is introducing improved governance and ways of working. However, more needs to be done to improve diversity in the workforce and at all levels of management. Recent recruitment hasn't improved the diversity of the organisation.

The service has recently updated its performance management procedures. It needs to make sure these are understood by all staff, and should develop more robust succession planning and talent management processes. We found that the service managed absence well and provided a good range of health and wellbeing support. We are pleased to see that the service manages overtime more effectively than when we last inspected.

In our previous inspection, we saw that grievance procedures weren't being used effectively. Since then the service has improved its procedures and governance, and is starting to introduce training. However, it needs to do more to understand and address bullying and harassment.

Promoting the right values and culture



Good (2018: Requires improvement)

Surrey Fire and Rescue Service is good at promoting the right values and culture.

Fire and rescue services should have positive and inclusive cultures, modelled by the behaviours of their senior leaders. Health and safety should be effectively promoted, and staff should have access to a range of wellbeing support that can be tailored to their individual needs.

Area for improvement

The service should assure itself that senior managers are visible and model service values through their behaviours.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

While staff at all levels understand the values, these aren't always demonstrated

The service has made some progress in this area since our last inspection. This has been during a period of significant change, which has led to tension in industrial relations. However, there is still more to do. The service now has a clearly defined set of values. In response to our staff survey, 97 percent of respondents said they were aware of the service's values (179 out of 185). However, while 90 percent of respondents felt that their colleagues consistently modelled and maintained these values, only 35 percent said that senior managers did so. Senior leaders always need to make sure that they act as role models for a service's values.

The staff we spoke to were proud of the service. But they told us that they didn't always feel engaged in decisions that affect them. Many operational staff told us they didn't feel part of the transformation process. Engagement between senior leaders and many station-based staff is challenging. The service is aware of this and has increased contact between management and staff. Members of the senior team visit fire stations each week to understand their concerns and help to improve working relationships. However, staff told us that they didn't always receive feedback on the problems they raised during these visits.

The service is aware of the new national code of ethics and needs to consider how this will be implemented across the organisation.

Staff have access to services that support their mental and physical health

The service's wellbeing policies for staff continue to be well understood and effective. A significant range of wellbeing support is available to support both physical and mental health, including occupational health services, external counsellors, and traumatic incident support.

There are good provisions in place to promote staff wellbeing. This includes closer monitoring of staff overtime, which we highlighted in the last inspection as an area for improvement. Following the introduction of new staffing arrangements, there is less reliance on overtime to maintain fire engine availability. Most staff told us that they understood and had confidence in the wellbeing support processes available. In response to our staff survey, 78 percent of respondents (145 out of 185) agreed or tended to agree that they could access services to support their mental health.

However, the staff survey also indicated that 57 percent of staff discussed their wellbeing with managers only twice a year or less (105 out of 185). The service could do more to engage with the workforce to understand and support individual needs.

Since our last inspection there have been improvements in processes for monitoring and managing staff who have secondary employment.

Health and safety policies and procedures are well understood across the service

The service's health and safety policies and procedures continue to be effective and well understood. Our survey showed that 95 percent (176 out of 185) of respondents felt that the service had clear procedures to report all accidents, [near misses](#) and dangerous occurrences. Health and safety training is provided predominantly through online training packages.

The service has a comprehensive reporting and monitoring system in place to identify and address any trends in accidents. Accidents, near misses and hazards are flagged to the duty officer who assigns an appropriate level of investigation. The health and safety team and representative bodies are also notified. The occupational health, safety and wellbeing working group monitors accident information to improve performance. For example, due to an increasing number of incidents involving working-at-height training, a decision was made to change the training, which reduced the number of incidents without affecting the service's operational ability.

The service manages absence well

As part of our inspection, we reviewed some case files to consider how the service managed and supported staff through their absences, including sickness, parental and special leave.

We found there are clear processes in place to manage absences for all staff. There is clear guidance for managers and support is available from the human resources team. Absences are managed well and in line with policy. Although managers told us that they hadn't received formal training in managing absence, they were confident in the process. The staff we spoke to also understood the process and their responsibilities when absent from work.

Overall, the service has seen a decrease in staff absences over the 12 months between 2019/20 and 2020/21.

Getting the right people with the right skills



Good (2018: Requires improvement)

Surrey Fire and Rescue Service is good at getting the right people with the right skills.

Fire and rescue services should have workforce plans in place that are linked to their IRMPs, set out their current and future skills requirements, and address capability gaps. This should be supplemented by a culture of continuous improvement that includes appropriate learning and development across the service.

Area for improvement

The service should ensure operational officers use its competence recording system and e-learning platform effectively.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce planning makes sure that the required skills and capabilities are available

The service has good workforce planning in place, which ensures that skills and capabilities align with its IRMP, the Making Surrey Safer Plan (MSSP). The recruitment strategy for 2020–24 focuses on how the service should attract, select and retain staff in a way that is in line with the MSSP. The strategy is supported by updates, which are given in regular meetings to provide an accurate picture of the current workforce and future requirements.

Most staff told us that they could access the training they needed to be effective in their role. Our survey showed that 72 percent of respondents, (133 out of 185) agreed that they had received the training they needed to allow them to do their job effectively. However, most operational staff told us that they would like more prevention training to improve the way they did this work.

The service's training plans ensure it can maintain the competence and capabilities of its staff effectively. The service regularly monitors and assesses the competence of its firefighters, crew commanders and [watch](#) commanders. This is overseen by a central team using an electronic recording system. This team books those staff on appropriate training courses and reports which of them need to complete assessments to maintain their competence. This approach means that the service can identify gaps in workforce capabilities and resilience, and can make sound and long-term financial decisions about current and future needs.

However, while operational officers (station managers and above) are supposed to maintain their own competency records, this isn't monitored. We also noted that the training wasn't recorded for non-operational staff. They are supposed to follow county council policy – although most staff we spoke to couldn't explain how this worked.

Having a very small team to maintain the system for recording training means that this function has limited resilience.

The service is improving its approach to learning and development but needs to extend this to all staff

A culture of continuous improvement is promoted across the service and staff are encouraged to learn and develop. For example, the service has invested in making sure that the training of the protection team is in line with the national competency framework.

The provision of learning and development has been adapted for the pandemic, with more being done virtually. However, some staff felt that the level of learning and development available to them had decreased during this time.

Most staff survey respondents told us that they were able to access a range of learning and development resources. This includes 64 percent (119 out of 185 respondents) who were satisfied with the learning and development available to them. However, staff told us that learning and development opportunities weren't as good for non-operational staff. Non-operational staff told us that they joined the service in specific roles and that most of these roles had no chance of career progression.

Ensuring fairness and promoting diversity



Requires improvement (2018: Requires improvement)

Surrey Fire and Rescue Service requires improvement at ensuring fairness and promoting diversity.

Creating a more representative workforce will provide huge benefits for fire and rescue services. This includes greater access to talent and different ways of thinking, and improved understanding of and engagement with their local communities. Each service should make sure that equality, diversity and inclusion are firmly embedded and understood across the organisation. This includes successfully taking steps to remove inequality and making progress to improve fairness, diversity and inclusion at all levels within the service. It should proactively seek and respond to feedback from staff and make sure any action taken is meaningful.

Areas for improvement

- The service should ensure it takes timely action in response to feedback or concerns from its staff.
- The service should ensure that all staff understand the benefits of equality, diversity and inclusion (EDI), and their role in promoting it.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service is improving the way it seeks and acts on staff feedback, but it needs to do more

The service is improving its means of gathering staff feedback. For example, each senior manager works one day a week at a fire station. During that day they speak with the firefighters to understand their views and concerns. The service then updates the staff using a fortnightly email newsletter that is sent to every member of the service.

However, we found that many staff had limited confidence in the ways the service gathered feedback and didn't think these were effective. Our staff survey found that only 26 percent of respondents (48 out of 185) felt confident in the ways for providing feedback to all levels.

The service is making slow progress in implementing its plans to improve EDI

Since our last inspection the service has recruited a lead for EDI. This has resulted in more activity in this area. However, the service needs to make sure its plans for EDI are clear to all staff. We found that many staff were unaware of EDI issues.

Although the service has a process in place to carry out equality impact assessments, the impact on each of the protected characteristics isn't being properly assessed or dealt with. More could be done to engage with both internal and external networks to inform this.

During our inspection, a new equality impact assessment process was introduced, which appeared to be more robust than the previous process. The new process has a clear governance structure to make sure that it works effectively, and that the impact of the process is understood and reviewed. The service needs to make sure that the new process is having a positive effect.

Alongside the new equality impact assessment process, the service has introduced a fairness and respect network to improve the way it works with under-represented groups. This is in its early stages and is supported by senior managers. The service has started to use informal 'lunch and learn' sessions to improve staff awareness of EDI issues. The subjects covered include race, gender and sexuality, as well as issues such as domestic abuse. The sessions are given by internal and external staff.

Staff are starting to work with external EDI organisations, such as the Asian Fire Service Association, but this is currently led by individuals rather than being a part of any systematic approach by the service.

The service needs to make sure it understands the needs of its workforce. For example, 8 percent of respondents (14 out of 185) to our staff survey stated that they didn't have access to gender-appropriate workplace facilities.

The promotion process lacks fairness and transparency

The promotion process has been reviewed since our last inspection and is now more open and transparent. However, there is still more to be done, because there is a lack of transparency at the final stage.

We reviewed three recent promotion processes for different operational roles and found assessment centres were open and fair. The service maintains a record of how staff perform at the assessment centres and feeds this information back to the individuals. Staff from human resources often support the process and provide independent scrutiny. However, we found no independent scrutiny of the subsequent process used to appoint a person to a role.

The service needs to do more to improve the diversity of its workforce

More needs to be done to increase staff diversity. There has been limited progress to improve both BAME and female representation across all staff in the service. Between 2017/18 and 2019/20, 0.7 percent (1 out of 140) of new joiners self-declared as being from a BAME group (7 percent chose not to state their ethnicity), and 14 percent (20 out of 140) were female. For firefighter recruitment specifically, 3 percent (3 out of 97) of all new recruits were female and none were from a BAME background (7 percent chose not to state their ethnicity). In relation to the whole service's workforce, 2 percent are BAME and 12 percent are female (based on figures from 2019/20).

Since our last inspection the service has regularly recruited [wholetime](#) and [on-call](#) firefighters, but this hasn't been used as an opportunity to increase diversity of operational staff.

The service is aware of the lack of diversity in its workforce and is starting to introduce new ways of working. For the first time, the service is examining whether there are particular 'fail points' in the recruitment process that are disadvantaging underrepresented groups. If there are, it intends to offer more support to people from those groups through those parts of the process.

The service needs to do more to improve the way it tackles bullying, harassment and discrimination

The service could do more to improve staff understanding of bullying, harassment and discrimination, including their responsibility for eliminating it. Through our staff survey, 29 percent of staff (53 out of 185 respondents) told us they had been subject to harassment, and 30 percent to discrimination (56 out of 185) over the past 12 months. Of these staff, only 4 percent thought their concerns had been properly dealt with.

Although the service does have clear and up-to-date policies and procedures in place, staff have limited confidence in its ability to deal effectively with cases of bullying, harassment and discrimination, and grievances and discipline. In the staff survey, 54 percent of the respondents who stated they had experienced bullying or harassment (14 out of 26) told us they didn't report it as they felt nothing would happen as a result. The service needs to consider how to improve staff awareness and training in this area.

Since our last inspection the service has improved its approach to investigating and recording grievances. In our last inspection we identified as an area for improvement that the service should make sure it has effective grievance procedures that include clearly documented actions and end results. It has published a new grievance policy and staff are starting to be trained in its use. A senior manager now oversees the procedure and informal and formal end results are recorded.

Managing performance and developing leaders



Requires improvement (2018: Requires improvement)

Surrey Fire and Rescue Service requires improvement at managing performance and developing leaders.

Fire and rescue services should have robust and meaningful performance management arrangements in place for their staff. All staff should be supported to meet their potential and there should be a focus on developing high-potential staff and improving diversity in leadership roles.

Areas for improvement

- The service should put in place an open and fair process to identify, develop and support high-potential staff and aspiring leaders.
- The service should put in place a system to actively manage staff careers, with the aim of diversifying the pool of future and current leaders.
- The service should assure itself it has an effective way in place for succession planning including senior leadership roles.
- The service should improve all staff understanding and application of the performance development review process.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

The service is inconsistent at managing individuals' performance

The service's process for performance and development is still inconsistent. The staff survey highlighted that only 69 percent of staff (127 out of 185 respondents) had received a personal development review in the previous 12 months. Few staff reported that they had regular, meaningful discussions with their manager. Of the respondents,

34 percent said they had performance meetings with their line manager monthly or more frequently (62 out of 185). But 64 percent (113 out of 176) found the meetings useful when they did happen. Nine respondents told us that they never had performance discussions with their manager.

The service introduced an updated performance management system for staff during our inspection. The intention is that this will make sure all staff objectives are linked to the MSSP.

The service isn't effective at developing leadership and high-potential staff at all levels

This was highlighted as an area for improvement in our last inspection and limited progress has been made.

The service needs to improve how it actively manages the career pathways of staff, including those with specialist skills and suitable for leadership roles.

The service doesn't have a talent management scheme to develop leaders and high-potential staff. It is improving the openness and fairness of its promotion processes, but there are still areas where more independent scrutiny would help.

The service should consider putting in place more formal arrangements to identify and support members of staff to become senior leaders. There is a significant gap in its succession planning at present. The service is aware of this and is developing plans to make improvements. But currently the only process it has in place is the promotion process for operational staff – it has nothing for non-operational staff.

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21 January 2022

SURREY ELECTRIC VEHICLE PUBLIC CHARGEPOINTS PROGRESS AND PREFERRED PROCUREMENT OPTION

Purpose of report: To propose how Surrey County Council (SCC) can support the transition to Electric Vehicles (EVs) in Surrey; to explain the procurement options for an EV public chargepoint roll-out; and to gain feedback on the preferred option of procuring a long-term sole supplier agreement for the installation and operation of a public chargepoint network across Surrey.

Introduction: The Transition to Electric Vehicles

1. In 2019, the UK Government committed to becoming a net zero greenhouse gas emissions nation by 2050. The transport sector has, for several decades, been the largest contributor to domestic emissions. As of June 2021, this figure sat at 27%. Within this, cars and vans contribute over 70%, or 19% of total emissions. In response to this the government announced, following consultation with the independent Committee on Climate Change, in November 2020 that sale of traditional Internal Combustion Engine (ICE) vehicles would end in 2030, with all vehicles sold after 2035 fully zero emission at the tailpipe. Sale of some low emission or hybrid vehicles is likely to be permitted between 2030 and 2035.
2. It is widely expected that battery electric vehicles (BEV) will be the great majority of replacement for ICE vehicles for the foreseeable future, and as such the infrastructure for refuelling such vehicles will be a key factor in their success. Most BEV charging currently takes place at the home of EV users where off street parking is available. The private sector are also delivering an increasing number of EV chargepoints available to the public to cater for in-journey top ups on longer journeys and at destination locations such as supermarkets.
3. However, there are many car owning households that do not have access to off road parking and therefore no easy access to EV chargepoints. Although local authorities have not previously played a role in vehicle fuel supply for private motorists, their control of highways and public car parks makes a compelling case for interventions that will bridge the gap and offer EV chargepoints for EV drivers who would not otherwise have access to convenient charging.

4. There are more than 300 public EV chargepoints installed in Surrey by the private sector, Boroughs and Districts and the County Council. In 2020, a Surrey-commissioned KPMG report forecast that by 2025 1300 public EV chargepoints will be required, and that by 2030, the demand is forecast to ramp up significantly to total 10,000.
5. Charging facilities are most often categorised by speed and locational type:
 - **Slow** charging is AC at speeds of around 3.5kW usually home charging or in lamppost column on-street charging.
 - **Fast** charging also runs on AC but at speed of 7-22kW. These are mainly seen in public locations such as on-street residential areas and destinations such as supermarkets or in workplaces.
 - **Rapid** charging requires DC and charge at speeds between 50-150kW. Often at 'transient' locations such as Motorway Service Areas (MSAs).
 - **Ultra Rapid** charging speeds in excess of 150kW are rarer due to the lack of vehicles on the market able to charge at such high speeds.
6. The design of chargepoint equipment continues to evolve and especially on street infrastructure is the subject of considerable scrutiny. Equipment must be safe and easy to use, but not obtrusive within the street scape. Chargepoints may take the form of on-pavement bollards, wall mounted or installed within a lamppost mounted or even as a retractable bollard concealed in the pavement when not in use. Trailing cables from a residence across a pavement is not allowed by most authorities, and Surrey County Council legal advice is that it is illegal. Trials elsewhere in the UK are taking place to research the use of under pavement covered channels to allow residents to safely charge their own vehicles where circumstances allow. An emerging technology is wireless charging for EVs, which may have a role to play; however, technical difficulties of accurate positioning of vehicles and the potential significant loss of energy will need to be overcome.
7. For the purposes of on-street EV charging, it is anticipated that fast chargepoints will be most common with the possibility of slow chargepoints in some residential locations. Rapid chargepoints may be most suitable for higher demand car park locations.

The Parliamentary Transport Committee Report on Zero Emission Vehicles

8. The Parliamentary Transport Committee findings published on 28 July 2021 are important for Surrey. It advises that the Government must support local authorities to deliver sufficient and well-maintained charging infrastructure solutions tailored to local needs.

9. The report confirms that future EV charging habits are uncertain and subject to considerable variance from forecast and that there are wide differences in the estimation of required numbers of public chargepoints. The question of network coverage for rural areas and to a degree areas of low average household income is a theme across the report.

Electric Vehicle Chargepoints Surrey Policy Background

10. The three main policy documents guiding activity to support the rollout of EVs at SCC are the 2018 EV Strategy, 2019 Low Emissions Transport Strategy and 2020 Climate Change Strategy.
11. The SCC EV Strategy was published in 2018 signalled the development of a Surrey-wide plan for enabling residents and businesses to transition to EVs with a clearly defined purpose of achieving environmental goals of reducing transport-related pollutants. A basic framework for EV chargepoint infrastructure roll-out and network planning is outlined in the strategy.
12. Surrey's Community Vision for 2030 contains the ambition that: "Residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities." In support of this ambition, on 9 July 2019 the council declared a 'climate emergency' and committed to work with partners to agree Surrey's collective response.
13. The Surrey Climate Change Strategy (2020) states an ambition for organisational emissions to be net zero by 2030 and for the county to be net carbon zero by 2050 or sooner. The main target for the transport sector outlined in the strategy is to see a 60% reduction in emissions by 2035, against business as usual estimates. One of the associated Strategic Priorities, SP3, is to 'Invest in and support the development of the infrastructure required to support the move to zero emission vehicles for journeys that cannot be made on foot, by bicycle or public transport'
14. The 4th Local Transport Plan (LTP4), a statutory document which due to be published in 2022, sets out sustainable transport ambitions for the County for the next 10 years. An updated EV Strategy would act as a subsidiary to the LTP4 and embody its principals and targets. The plan is underscored by three principal values of 'avoid', 'shift' and 'improve', with the latter referring to the switch away from fossil fuels and the promotion of electric vehicle adoption. Although public EV chargepoints will be a primary action, the subject of EV will embrace the Council's own fleet EV transition, promotion of Zero and Ultra Low Emissions Vehicles (ULEV) buses both EV and hydrogen, PHVs, taxis and micromobility

including ebikes, ecargo bikes and if permitted, consideration of scooter schemes.

Public EV Chargepoint Delivery Business Models

15. A number of different business models have been adopted across the UK in the pursuit of a chargepoint network roll-out. These differ mainly in the ownership share of the local authority versus the private sector partner (PSP), largely dependent on the financial contribution of and risk taken by each side. Generally, greater ownership means greater control over several operational factors such as location selection and tariff setting. The models tend to fall into four main types:

- a. **Business Model 1 (BM1): Fully funded concession model** – the PSP agrees to front all capital costs, owning the chargepoint for the lease term and taking on responsibility for installation, maintenance and operation. This means that the council would likely lose significant leverage over site selection and tariff setting and may only obtain revenue from lease of the land to the PSP rather than from charging. The length of agreement is likely to be 15 years or more to be viable for private sector investment.
- b. **Business Model 2 (BM2): Part-funded concession model** – This model differs in that not all of the upfront cost would be met by the PSP. The council could contribute itself or with available grants. The council often then enters into a revenue or profit share agreement with the. It is expected that the council can still reclaim control of the chargepoint site after the lease term has ended.
- c. **Business Model 3 (BM3): Council owns, PSP operates** – the council fully funds hardware purchase and installation then hands responsibility for maintenance and operation to the PSP. This arrangement allows for full control of pricing and site selection and the collection of all revenue by the council. However, without grant funding the cost to the council is significant and a large financial risk.
- d. **Business Model 4 (BM4): Council own and operate model** – As well as owning the asset, the council would take on responsibility for installation, maintenance, and operations. Whilst this would offer full control around pricing, site selection and revenue collection, the ongoing cost would be significant, especially with chargepoints unlikely to provide significant return on investment for an extended period of time.

16. In each instance, ownership of the land and (most likely) the grid connection, are retained by the Council either from the outset or at the end of any contract term.

Chargepoint Delivery Progress Underway

17. In a first major pilot scheme for Surrey, the installation of 80 chargepoints across 4 participating boroughs, funded by Enterprise M3 Local Enterprise Partnership, is underway. The trial will enhance our knowledge and experience on the chargepoint sector with a low financial risk to the council. Installation is underway and due to be complete by the end of February 2022.
18. Further to this initial trial, an application has been submitted to the Government grant scheme for On-street Residential Chargepoint Scheme (ORCS) to support the delivery of more than 100 additional chargepoints. Through the recently established Surrey EV Forum, Boroughs and Districts in Surrey have been given County Council support to form and submit their own ORCS bids for authority operated carpark sites.
19. The chargepoints being installed have a tariff rate of 30p/kWh with no additional connection charge. This reflects the national charging structure of the chargepoint operator and could be subject to revision as usage rates and market knowledge develops.
20. Where parking charges already exist, these will be applied in addition to the vehicle charging rates.
21. Boroughs and Districts within Surrey currently have over 75 public EV chargepoints in operation mainly in car parks and numbers are anticipated to rise significantly over time.

Options for Forward Procurement

22. The main finding of our pilot projects is that if we maintain or even increase this current rate of installation in coming years based on this more ad hoc model, it will not achieve the scale of increase in public chargepoints required. A more ambitious approach is therefore needed.
23. Following research with a range of chargepoint providers, local authorities with EV chargepoint experience and workshops with the Energy Saving Trust and the Office for Zero Emission Vehicles, a Strategic Option Assessment was conducted in June 2021 to compare the alternative business models described in para 13.
24. The models part funded by either single or multiple private sector suppliers ranked highest. There was a consensus that these options would significantly reduce the investment required by the Council, provide the flexibility of approach needed to best meet the changing needs and behaviours of residents whilst

retaining the appropriate level of Council control and potential for income generation.

25. The assumption was made that 'part funded' could mean obtaining a significant contribution through Government funding, currently in the form of the On-street Residential Charging Scheme; in addition, there is the option of the Council committing to providing part capital funds itself.
26. Through research and outreach to other local authorities, officers were made aware of a relatively advanced plan by a neighbouring authority to procure a sole concession for a large scale EV chargepoint roll out in which Surrey could participate. However, despite the arrangement offering a generally good fit for our purposes, our due diligence process revealed a contractual risk that the contract ceiling value was not sufficient for our needs which guided against taking this route.
27. That said, investigating this concession arrangement showed that a range of chargepoint equipment can be effectively procured through a single supplier rather than more complex arrangements of operating multiple contracts to achieve the same goal.
28. The nature of the partnership and the specification of the concession investigated demonstrated that a long-term sole supplier agreement can offer good commercial and delivery terms, which supports the assessment that the part funded sole long-term arrangement meets Surrey's needs.

Rationale and Structure of Proposed Sole Supplier Long Term Arrangement

29. The fundamental benefit of a county-wide sole supplier long term arrangement is the opportunity to scale up installation numbers far beyond the capability of SCC alone. The Council would be the lead party with participating Boroughs or Districts named as a Key Delivery Partner. Other Collaborating Organisations with suitable public sector or community car parking locations including the NHS could also participate.
30. The supplier would typically fully fund, operate and maintain 7KWH or 22KWH and a more limited number of 50+KWH chargepoints across Surrey, both on-street and in car parks. The exact specification and level of provision would be set out by SCC in the contract and flexibility would be included to enable the provision of alternative chargepoint equipment where suitable. This might include lamppost chargepoints and also new technology as it develops such as wireless charging.

31. There would be a requirement for the supplier to propose a blended approach of chargepoint sites covering less commercially attractive locations to achieve a comprehensive and socially equitable network.
32. Tariffs would be subject to competition but are expected to be at or below market average for the duration of the contract.
33. For the majority of public chargepoint installations delivered through the proposed model, the arrangement will require no capital funding from Surrey or its partners. Where a commercial case is difficult to demonstrate, grant funding, for example, through the Government's On-Street Residential Chargepoint Scheme (ORCS) would be applied for and further applications would be made to any successor scheme offered by the Offices for Zero Emission Vehicles (OZEV).
34. Where such grant funding is not possible and particularly in the first few years of the contract, the Council will have the option of investing its own capital funds in order to achieve chargepoints in otherwise uneconomic locations to improve equitable access across the County.
35. Although operated by the supplier on a commercial basis, the County and Key Delivery Partners would receive a share of gross revenues. The proportion of revenue return would be the subject of the competitive tender.
36. The maximum contract term of operation is yet to be decided but would be no longer than 15 years extendable by a further 5 years. The supplier would be responsible for all management, maintenance and necessary technology upgrades both of the chargepoint equipment and user interface software.
37. The arrangement would offer the flexibility for SCC or partners to purchase compatible chargepoints to be installed in offices or depots where required.

Conclusions:

38. After exploring the range of options, a long-term sole supplier agreement through which a private company would fund a large-scale installation programme across Surrey has been identified as the preferred option. This would be supported where necessary with Government grant support and where appropriate, with limited initial SCC capital funding to help to achieve a comprehensive and equitable network of chargepoints.

Recommendations:

39. It is recommended that the Communities, Environment and Highways Select Committee:

- a) note and review progress on the options for procurement of public chargepoint infrastructure in Surrey; and
- b) review and provide views on the preferred option of procuring a single supplier to work in partnership with Surrey County Council to deliver public Electric Vehicle (EV) chargepoints at a large scale across Surrey subject to a further decision to proceed once the outcome of the procurement exercise is known.

Next steps:

40. Following consideration of the advice of this Select Committee, Surrey Cabinet is requested to support a procurement to put in place a long-term sole supplier arrangement. Procurement activities will commence immediately following the decision by Cabinet with the intention of an appointment by September 2022. Once the contract is in place, the roll-out of EV chargepoints will commence building on the current roll-out being undertaken through the pilot phases.

Report contact: Lee Parker, Director of Infrastructure, Planning & Major Projects, ETI Directorate

Contact details: 07816 089527, lee.parker@surreycc.gov.uk

Sources/background papers: Future Options Appraisal Workshop: Summary of Findings for Electric Vehicle Chargepoint Business Model – July 2021; Electric Vehicle Strategy – Surrey Transport Plan - 2018

21 January 2022

CHANGES TO SURREY'S COMMUNITY RECYCLING CENTRE POLICIES

Purpose of report: The report is intended to address three policy issues at the Community Recycling Centres (CRCs) now that they have returned to near normal operations after the removal of social distancing measures. Two of the proposed policy changes will contribute towards Enabling a Greener Future by either allowing more material to be recycled through our sites or by reducing the journey distances involved in residents transporting their waste

Introduction:

1. There is currently an anomaly in the CRC operating policy that allows a resident with a car to bring in chargeable construction or DIY waste to CRC sites but does not allow residents who have a permit for a van, pickup, or trailer to bring in the same waste.
2. Construction and DIY wastes are not considered household waste. Residents are allowed to bring certain construction and DIY waste into nine CRCs by car and dispose of it for a charge. The original rationale for not allowing vans, pickups, and trailers to be used was to reduce the risk of trade waste abuse through limiting capacity of vehicles permitted. Changing the policy to allow users of permitted vans, trailers, and pick-ups to bring chargeable construction and DIY waste to the nine CRCs that operate the chargeable waste scheme will make the policy simpler for residents and more consistent. Trade waste will still be banned from CRCs
3. Secondly, most waste disposal authorities that border Surrey have now introduced resident only policies at their CRC sites preventing Surrey residents from using them. To ensure that that Surrey County Council (SCC) are only paying for waste they have a legal duty to dispose of it is recommended that a Surrey resident only policy is also implemented at Surrey CRCs.
4. Finally, during the COVID pandemic residual waste containers were reintroduced at the four 'recycling only' Surrey CRCs as a means of reducing congestion at other CRCs caused by social distancing measures. Tonnages of residual waste across Surrey have not increased because of this measure,

therefore it is recommended that SCC retains these temporary arrangements mainly as a means of reducing car travel undertaken by residents who currently have to travel longer distances to CRC sites that do accept residual waste.

Policy Context

5. Surrey County Council are currently part way through the 'Rethinking Waste' transformation programme. The Rethinking Waste programme will set the future strategic direction for the waste disposal service through the waste disposal service re-procurement due September 2024. The programme seeks to move the county to a circular economy model, minimising the waste created and maximising the value of the waste that is created through an increase in the reuse and recycling of such waste, and to ultimately drive toward a more environmentally and financially sustainable model for managing waste and resources.
6. The Programme, working closely with district partners and the market, will also make recommendations to respond to some potentially significant changes arising from the emerging national Resources and Waste Strategy.
7. However, in advance of the re-procurement, and as a result of customer feedback, the impact of COVID and some external changes to policy made by neighbouring waste disposal authorities that has impacts for SCC, several changes to CRC operating policy are being recommended for earlier implementation. These changes will improve the CRC service for residents, whilst also promoting the objectives of the Rethinking Waste Programme. The table below provides further information on the fit with waste service strategic priorities

Policy change 1 – To allow holders of van and trailer permits to bring chargeable construction waste to the CRCs

8. The current SCC van permit policy prohibits any construction waste being brought into our CRCs in a van, pickup, or trailer. However, our chargeable waste scheme allows car drivers to bring in rubble, soil, plasterboard, and other inert material on payment of a charge. Customer feedback has highlighted that some customers find this policy restrictive and for ease would like to be able to also bring this material in by van, pickup, or trailer. It is therefore proposed to remove this restriction.
9. The existing charging scheme recovers the costs of receiving these materials at a CRC and infrastructure and staff are already in place making this change to allow vans, pickups, and trailers to bring chargeable construction waste to CRCs cost neutral for the council.

10. The restrictions on tradespersons would remain in force and anyone driving a van or pulling a trailer which is suspected of carrying trade waste would be prevented from entering using current measures and tests. This is because the CRC planning consents currently restricts use of the sites to householders and many sites do not have capacity to accept trade waste. Suez, SCC's waste contractor already provides a trade waste service at Epsom, Guildford, and Leatherhead waste transfer stations.

Policy Change 2 – Surrey resident-only CRCs

11. Currently five CRCs already have a 'Surrey residents only' policy in response to neighbouring councils who have adopted 'resident only' policies or have implemented booking systems that restrict entry to residents only. These include Hampshire, Berkshire, West Sussex, and Kent. Neighbouring London boroughs have also operated resident-only policies for some time.
12. A survey in 2017 identified that 13% of the users of Camberley and Farnham CRCs came from Hampshire or Berkshire therefore because of the policy we would expect the CRCs to become less busy and that we would have reduced costs and less material to deal with.
13. A Surrey Resident scheme already operates effectively at the Shepperton, Epsom, Warlingham, Caterham and Camberley CRCs. At these sites, proof of residency such as driving licence or utility bill is requested at a resident's first visit of the year to a CRC, at which point a windscreen sticker is provided as proof of residency for the remainder of that year. Site staff will allow a vehicle displaying the windscreen sticker entry to the site without having to do a repeat of the residency checks for subsequent visits, thereby reducing the queuing that might otherwise result to a minimum and reducing inconvenience for the resident. This existing resident scheme can be extended to all CRC sites across Surrey without any substantive additional staff or infrastructure costs.
14. It would be preferable for resident convenience and environmental reasons related to longer distances travelled by car for residents to be able to visit the CRC site nearest to their homes, irrespective of administrative boundaries. However, SCC officers have been unable to broker cost sharing mechanisms with neighbouring authorities to enable this, with the exception of West Sussex County Council who allow the continued use of their East Grinstead site for residents from the South East of Surrey in return for a payment to cover costs. In addition, we have an arrangement with Windsor & Maidenhead Council for their residents to use the Bagshot CRC for a charge and it is proposed that this remains in place.

15. Therefore, to ensure that SCC are only paying for waste for which it is legally obliged to dispose, it is recommended that the council adopt a similar resident-only approach at all CRC sites.

Policy Change 3 – Residual waste disposal facilities at ‘Recycling- Only’ CRCs

16. Residual waste facilities were removed at Bagshot, Cranleigh, Warlingham and Dorking CRCs in May 2019 following a Cabinet decision in January 2019. In March 2021, Cabinet agreed to reintroduce residual waste facilities for a period of up to 12 months to alleviate traffic congestion at other sites during the COVID response resulting from social distancing measures.
17. It should be noted that the reintroduction of residual waste facilities at these four sites has not led to an increase in the overall amount of residual waste generated from the CRC service. Appendix 1 gives more detail. The four sites between them, handle just 6% of the total amount of waste and recycling collected at our CRCs and therefore any change, if detectable, is likely to be minimal.
18. Social distancing measures have now ceased and therefore a decision needs to be made about the temporary residual waste facilities at the ‘recycling only’ sites.
19. The permanent reintroduction of residual waste containers will increase the offering at these CRCs without additional costs. Evidence suggests that when the recycling-only sites were introduced, the sites became less frequented, whilst other sites that accepted residual waste became busier. Offering a residual waste facility at all sites will reduce customer journey distances and increase efficiency of operation leading to an increase in customer satisfaction.
20. There is also the potential to reduce distances travelled by car to CRCs by residents of Dorking, Cranleigh, Warlingham and Bagshot. These are all significant population centres and Cranleigh is about to have an additional 1,800 households built at Dunsfold creating additional need.
21. In addition, the opportunity to introduce black bag sorting at these four additional sites as well as the other eleven CRCs. Black bag sorting is a valuable method employed to increase recycling and reduce residual waste by removing by hand obvious recyclables from the black bag.
22. Therefore, on balance of the evidence, it is recommended that there is a permanent reintroduction of residual waste containers at these four sites.

23. Returning residual waste arrangements at the four sites will help to reduce journey distances for residents in these areas.
24. It is therefore recommended that the containers for residual waste at Dorking, Warlingham, Bagshot and Cranleigh CRCs are restored on a permanent basis.

Conclusions:

25. The Select Committee's views are sought on the three proposed policy changes, summarised below
 1. To allow users of pickups and trailers, or vans registered with our permit scheme, to bring and pay for chargeable construction wastes at the nine CRCs that currently accept chargeable wastes.
 2. That all Surrey CRCs shall be for the use of Surrey residents only and that proof of residency will be required to gain entry to the CRCs.
 3. That the temporary measure of allowing residual waste to be accepted at the four 'Recycling Only' CRCs during the Coronavirus social distancing restrictions be made permanent going forward.

Recommendations:

26. That the Select Committee endorse the proposed changes to the policies which are to be considered by Cabinet on 29 January 2022.

Next steps:

27. Subject to agreement of Cabinet the changes will be made as set out as follows:
 1. The change to the van permit policy to allow chargeable construction waste to be brought in vans and trailers will be publicised and implemented by 31 March 2022
 2. The resident-only policy will be publicised and implemented across all CRCs by 31 March 2022
 3. The CRCs at Bagshot, Warlingham, Cranleigh and Dorking will continue to accept residual waste on a permanent basis

Report contact

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Annexes

Annex 1 - Trends in residual waste tonnages at CRCS

Sources/background papers

Cabinet Agenda and Minutes 29 January 2019

Cabinet Agenda and Minutes 30 March 2021

Annex 1 - Trends in residual waste tonnages at CRCs

Tonnages of residual waste accepted at the CRCs for the period January to October 2021 are shown in **Table 1** below.

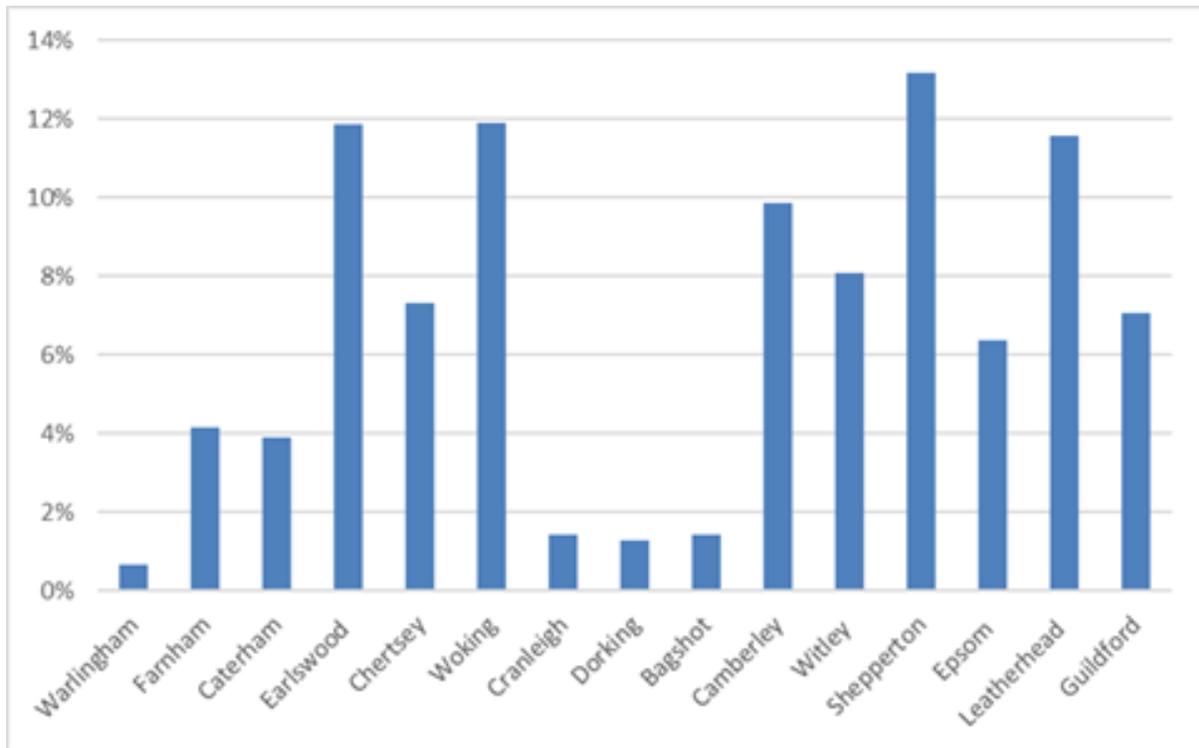
Table 1: Tonnages of residual waste taken at CRCs during 2021

	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21
Warlingham	-	-	-	10	7	13	17	15	17	12
Farnham	66	71	144	83	89	75	76	100	72	66
Caterham	67	82	103	118	52	80	66	104	43	66
Earlswood	225	262	325	302	227	229	238	245	185	180
Chertsey	148	140	175	174	123	164	148	142	127	110
Woking	221	222	247	247	209	236	242	236	231	211
Cranleigh	-	-	-	20	26	30	26	32	30	29
Dorking	-	-	-	17	21	28	14	32	38	25
Bagshot	-	-	-	20	23	27	30	32	31	29
Camberley	205	162	220	194	173	195	199	208	187	182
Witley	227	191	207	166	156	172	149	157	151	140
Shepperton	273	336	292	274	293	220	278	297	221	200
Epsom	127	123	144	126	127	108	124	145	118	115
Leatherhead	222	216	283	247	217	242	224	245	203	187
Guildford	130	132	147	130	130	124	142	164	133	133
	1,913	1,937	2,285	2,127	1,875	1,943	1,974	2,155	1,786	1,685

There does not appear to be any increase in tonnages because of introducing the residual waste arrangements at the 'recycling only' sites. Interestingly the highest monthly total of residual waste for the year to date was in March, the month preceding the reintroduction of residual waste at these sites. The amounts of residual waste at the 'recycling only' sites have remained at a relatively constant level since April 2021 and certainly do not suggest a pattern of growth.

The amounts of residual waste collected at each of the CRCs between April and October 2021 is shown in **Figure 1** below. This shows that the four small CRCs dealt with significantly less residual waste than the other larger CRCs. Collectively these four sites managed only 4% of the residual waste collected during this period.

Figure 1. Contribution of each CRC to total residual waste across Surrey CRCs



21 January 2022

Forward Work Programme (FWP) and Recommendation Tracker (RT)

Purpose of report: To review and agree the Forward Work Programme (FWP). To track recommendations and requests made by the Select Committee.

Introduction:

1. The Forward Work Programme (FWP) and Recommendation Tracker (RT) update is a standing item on the agenda of the Select Committee.
2. The FWP covers the expected activity in 2022/23 (Annex A).
3. The RT tracks recommendations made by the Committee (Annex B).
4. The FWP includes regular items, task and reference groups updates and the additional items the Select Committee would like to engage with in coming months. This approach should enable the Select Committee to consider planning and resourcing for its scrutiny and overview work across the year whilst retaining enough flexibility to consider essential additional items as needed from time to time. There should be no more than two task groups taking place concurrently.

Recommendations:

5. The Select Committee is recommended:
 - a) To review and agree the Forward Work Programme (Annex A);
 - b) To make any appropriate suggestions for possible amendments including programming of in-depth session and other agenda items; and
 - c) To monitor the update provided in Recommendation Tracker (Annex B).

Next Steps:

The Select Committee reviews its Forward Work Programme and Recommendation Tracker at each of its meetings.

Kunwar Khan
Scrutiny Officer | Democratic Services | Law and Governance
Surrey County Council | Kunwar.Khan@surreycc.gov.uk

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Communities, Environment and Highways Select Committee Forward Work Programme 2021 - 2022

Communities, Environment and Highways Select Committee | Chairman: John O'Reilly | Scrutiny Officer: Kunwar Khan
Democratic Services Assistant: Laila Laird

Date of Meeting	Type of Scrutiny	Issue for Scrutiny	Purpose	Outcome	Relevant Organisational Priority	Cabinet Member/Lead Officer
8 March 2022	Scrutiny of Performance Management	ETI Performance Monitoring	To receive performance report including all relevant KPIs to the CEH Select Committee.	The Committee to review/monitor the performance and provide its feedback.	Empowering communities	Matt Furniss, Cabinet Member for Transport and Infrastructure Katie Stewart, Executive Director – Environment, Transport and Infrastructure
	Scrutiny	Waste Procurement Outline Business Case	To receive waste procurement report.	The Committee to provide its feedback on the waste procurement outline business case.	Growing a sustainable economy so everyone can benefit.	Matt Furniss, Cabinet Member for Transport and Infrastructure Katie Stewart, Executive Director – Environment, Transport and Infrastructure

	Scrutiny	Your Fund Surrey	The Chairman has requested an update from the Service about the scheme and its progress.	The Committee to review the progress and provide oversight.	Empowering communities	Mark Nuti, Cabinet Member for Communities Marie Snelling, Executive Director for Customers and Communities
14 June 2022	Scrutiny	Healthy Streets	A report about the Council's Street Design Guide, following consultation. The guide provides advice to all those involved in designing and delivering the transport infrastructure elements of new development within Surrey.	The Committee to provide its feedback on the Council's Street Design Guide, following consultation & prior to adoption by Cabinet and Council.	Tackling health inequality Enabling a greener future	Matt Furniss, Cabinet Member for Transport and Infrastructure Katie Stewart, Executive Director – Environment, Transport and Infrastructure Lee Parker, Director – Infrastructure, Planning & Major Projects
	Scrutiny	Climate Change Delivery Plan	To receive a progress report on the Climate Change Delivery Plan.	The Select Committee to review the progress on climate change action plan.	Enabling a greener future.	Matt Furniss, Cabinet Member for Transport and Infrastructure Katie Stewart, Executive Director – Environment, Transport and Infrastructure

6 October 2022	Items in development by the service, to be confirmed.					
5 December 2022	Items in development by the service, to be confirmed.					

Member Reference Groups, Task and Finish Groups

Dates	Type	Issue	Purpose	Outcome	Membership:
Aug-Nov 21 (on-going as required)	Pre decision scrutiny and monitoring	Greener Futures Reference Group	To consider and provide pre decision feedback on Climate Change Delivery Plan (CCDP) for 2021-2025 and Surrey Transport Plan (STP).	To provide comments and steer from the scrutiny's point of view in formulating the Cabinet report.	<u>Membership:</u> <ul style="list-style-type: none"> • Andy MacLeod – (Chair) • John O'Reilly – ex-officio • Jordan Beech • Stephen Cooksey • Jonathan Hulley • Catherine Baart • Paul Deach • Lance Spencer
To be received in writing/informal briefing sessions/a member seminar					
22 November 2021	Rethinking Waste – Waste Commissioning		Proposed Member seminar in November to be arranged by the service.		Marisa Heath, Cabinet Member for Environment

					<p>Katie Stewart, Executive Director – Environment, Transport and Infrastructure</p> <p>Carolyn McKenzie, Director for Environment</p>
October 2021	Natural Capital Plans, including Biodiversity	Member seminar in 2022. Date TBC			<p>Marisa Heath, Cabinet Member for Environment</p> <p>Katie Stewart, Executive Director – Environment, Transport and Infrastructure</p> <p>Carolyn McKenzie, Director for Environment</p>
March 2022 (TBC)	Rural internet speed	A Member seminar by the service, possibly in February/March.			<p>Natalie Bramhall, Cabinet Member for Economic Development and Property</p> <p>Dawn Redpath, Director – Economy and Growth</p>
TBC	Environmental Bill	Member seminar - Agreed that the Service Chief of Staff (Natalie Fisker) to discuss with relevant team			<p>Marisa Heath, Cabinet Member for Environment</p>

		as to what aspects could be usefully covered in a Member Seminar.			<p>Katie Stewart, Executive Director – Environment, Transport and Infrastructure</p> <p>Carolyn McKenzie, Director for Environment</p>
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Standing Items

- **Forward Work Programme and Recommendations Tracker:** To monitor Select Committee recommendations and requests as well as its forward work programme.

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**COMMUNITIES, ENVIRONMENT AND HIGHWAYS SELECT COMMITTEE
ACTIONS AND RECOMMENDATIONS TRACKER
December 2021**

The actions and recommendations tracker allows Committee Members to monitor responses, actions and outcomes against their recommendations or requests for further actions. The tracker is updated following each meeting. Once an action has been completed, it will be shaded green to indicate that it will be removed from the tracker at the next meeting.

KEY			
	No Progress Reported	Action In Progress	Action Completed

Meeting	Item	Recommendations/ Actions	Update/ Response	Responsible Officer/ Member
19 March 2021	A New Rail Strategy For Surrey 2021 [Item 5]	A Member requested that paragraph 40 – Environmental Sustainability Implications –of the Cabinet report also reference the range of positive implications for climate change that the schemes and interventions brought forward by the Council in delivering the New Rail Strategy for Surrey would have. This was to further indicate how the New Railway Strategy supported other Council priority areas, such as achieving net carbon.	Noted.	Matt Furniss, Cabinet Member for Highways
		The Committee recommends that the Cabinet Member for Highways ensures that the Service identifies any small schemes in the county that could improve residents’ access to railway stations quickly and that a commitment to do so is included in the report to Cabinet on 30 March 2021.		Matt Furniss, Cabinet Member for Highways
	Surrey Climate Change Strategy [Item 6]	The Select Committee recommends that the newly appointed Committee reviews the final delivery plan before the Cabinet takes its decision on 29 June 2021.		Select Committee

	<p>Surrey Fire And Rescue Service Implementation Of Making Surrey Safer - Our Plan 2020 - 2023 [Item 7]</p>	<p>It is recommended that the Select Committee adopt the following points identified by the Working Group as the basis for future scrutiny of the SFRS:</p> <ul style="list-style-type: none"> • Areas of ongoing improvement work that form part of the 'Making Surrey Safer' Plan such as improving workforce diversity and recruitment to on-call positions • Analysing comparative data showing the relative performance of SFRS with other suitable peer Fire and Rescue Authorities • Analysis of incidents where the first appliance to critical incidents exceeded 10 minutes • Analysis of satisfaction levels with the Service's communications • Qualitative evidence from frontline staff on changes to the SFRS 	<p>Noted.</p>	<p>Select Committee</p>
<p>16 September 2021</p>	<p>South Western Railway (SWR) consultation</p>	<p>The Select Committee recommends that the following key points are reflected in Surrey County Council's formal response to the South Western Railway (SWR) consultation:</p> <p>i. The Council challenges the rigour of the prediction of 60% pre-pandemic levels at peak periods in the proposed timetable. Should this prove too low, the prospect of the passenger overcrowding across the network (with health implications with continuing COVID) is alarming for Surrey residents.</p> <p>ii. Therefore, it is imperative that SWR develop a high level of flexibility to adjust the timetable at short notice in such circumstances.</p>	<p>Noted by the Service and incorporated.</p>	<p>Matt Furniss, Cabinet Member for Highways</p>

16 September 2021		<p>iii. The cuts to services run counter to the Council's emerging Local Transport Plan and its Climate Change Strategy, both of which actively seek to encourage people to use public transport at all times of the day.</p> <p>iv. At individual level, the extensive peak and off-peak reductions affecting stations in Epsom and Ewell and Mole Valley will cause considerable inconvenience and act as a perverse disincentive to rail travel in favour of the car. The Council also asks whether liaison has taken place with Southern who also serves this route. The County Council would like the service to remain at pre pandemic level and abandon this change.</p> <p>v. The Council welcomes the new rolling stock of ten car trains but notes that, despite this, peak hour seats in December 2022 will only be 86% of May 2019 levels. The Council would be disappointed if this results in even more passengers having to stand.</p> <p>vi. The Council has strong reservations as this proposal runs contrary to Surrey County Council's Climate Change targets and sustainable travel policies. In addition, there are serious concerns about fewer trains on Sundays, which hampers the service's ability to support the leisure provision and reduces availability during the peak time.</p>		
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	<p>Highway's New Term Maintenance Contract</p>	<p>While supporting the contents of the Report and the rigorous process leading to the award of the contract, the Committee recommends:</p> <ul style="list-style-type: none"> i. Timely and robust details of the specific improvements Surrey residents will be expecting from this new contract, particularly regarding the reporting of and quality of work on potholes and other highways matters and the overriding importance of 'Right First Time'. ii. Early publication of the chosen contractor's commitment to "improve engagement with residents" and improve communication with them on planned works etc. and collaboration more generally. This should also involve elected Divisional members. The Reference Group of Councillors which has been involved throughout the contracting process can play a constructive role in helping shape these. iii. That a robust process remains in place for the transition phase and initiated for mobilisation period. iv. That unannounced and random spot checks on a regular basis be considered as part of an effective contractual management process; the contract is easy to understand with strong governance and monitoring provisions for dispute resolution mechanism and in an unlikely termination scenario from Surrey County Council's perspective. v. More publicity/communication be considered for social value activities and projects undertaken as part of the new partnership. 	<p>Noted by the Service and Cabinet Member.</p>	<p>Matt Furniss, Cabinet Member for Highways</p>
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	Buses Back Better	<p>Communities, Environment and Highways Select Committee support the County Council’s intention to produce a Bus Service Improvement Plan and the creation of an Enhanced Partnership Scheme, both of which are a National Bus Strategy requirement and commends the extensive range of ambitious initiatives contained in the Report, while also recommending that:</p> <ul style="list-style-type: none"> i. Serious consideration be given to reducing bus fares (at least on some routes to begin with) as stipulated in the Government’s Policy document and in order to make bus travel for Surrey residents a more viable and better value option compared to driving a car. ii. Family discount and other concessions (U18s, U16s, etc.) bus fares be considered as part of the Bus Service Improvement Plan (BSIP). iii. Any app for passengers includes information on the location of the expected service and the next available bus on the map. iv. The scope, terms of reference etc. for the Partnership Governance Board and the Stakeholder Reference Group are rigorously defined and delineated to help ensure the credibility and effectiveness of the Enhanced Partnership. v. Actively pursue the process, wherever possible, to make all Surrey buses to run on non-fossil fuel. vi. Better communication, awareness and publicity campaign as part of the wider Greener Future piece. 	Recommendations noted by the Cabinet/Cabinet Member.	Matt Furniss, Cabinet Member for Highways
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	<p>Safety Cameras in Surrey</p>	<p>The Select Committee supports the proposed revisions and specifically endorses the creation of the “community concern” sites that may become eligible for cameras but cautions that:</p> <ul style="list-style-type: none">i. Any unrealistic expectations among residents are not raised about new average speed cameras.ii. In exploring alternative options before the use of cameras in “community concern” areas, these options themselves do not become a reason (costs etc.) resulting in no decision is ever reached.iii. Members should be able to request, wherever appropriate, spot cameras for a community concern site using their respective divisional highways allocation and other sources without unnecessary constraints.iv. A roadmap of the process and prioritisation of requests – existing and new – be put in place and communicated accordingly to all relevant stakeholders.	<p>Noted.</p>	<p>Matt Furniss, Cabinet Member for Highways</p>
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<p>15 December 2021</p>	<p>Scrutiny of 2022/23 Draft Budget and Medium-Term Financial Strategy to 2026/27</p>	<p>Recommendations:</p> <ol style="list-style-type: none"> 1. The Select Committee would like to seek assurances from the Cabinet that the final 2022/23 budget has adequate resources allocated to support the high priority action plans and intended outcomes in relation to: <ol style="list-style-type: none"> a) Climate Change and Greener Futures Delivery Plans; b) A shift to Local Transport Plan 4 and active travel; and c) Recommendations of the Greener Futures Reference Group previously presented to Cabinet. 2. Cabinet Member to provide evidence in the final budget to assure the committee that the additional capacity planned for the Planning Enforcement Team is adequate and realises additional revenue in terms of recovered costs. 3. Asks Cabinet to seriously consider a parallel carbon budget (carbon impact of the total budget) in 2023/24 to be set alongside the financial budget so the carbon emission implications of decisions as well as the financial implications can be scrutinised 	<p>The recommendations are being compiled in a joint Select Committee report to the Cabinet on 18 January 2022 for their consideration.</p>	<p>Leigh Whitehouse, Deputy Chief Executive and Executive Director for Resources</p>
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		<p>Request for information:</p> <ul style="list-style-type: none"> a) A briefing note specific to this Select Committee’s remit, following the finance settlement, be circulated to the Select Committee as soon as possible. b) A service response note about a review of budget efficiency in highways (i.e. resurfacing machine). 		
<p>15 December 2021</p>	<p>Economy and Growth: Programme for Growth (Including Levelling Up White Paper and County Deals)</p>	<p>Recommendations:</p> <ol style="list-style-type: none"> 1. Enhancement and alignment of the publicly available Key Performance Indicators (KPIs) by the service to better support the Surrey County Council’s strategic priority outcome of ‘Growing a sustainable economy from which everyone can benefit’ –some of the KPIs should have a shorter timescale to assess and monitor progress with a definition of what is meant by ‘sustainable growth’; 2. A timely assessment of the implication for the economic growth and greener futures agendas should Surrey not be chosen for a pilot County Deal; 	<p>The recommendations have been sent to the Executive Director (Michael Coughlin) and will be presented to Cabinet.</p>	<p>Michael Coughlin, Executive Director - Partnerships, Prosperity & Growth</p>

		<ol style="list-style-type: none">3. A more explicit focus on how the County's ambitious Economic Growth Strategy is an integral component of its equally ambitious Climate Change ambitions (the economic growth is consistent with climate change, greener futures and net zero ambitions of the Council);4. Identification, awareness and reporting of who is responsible for delivery and monitoring (Paragraph 29 of the report) the impact of the performance;5. A further report to the Communities, Environment and Highways Select Committee to include updates on:<ol style="list-style-type: none">a. Detailed information following the publication of the Levelling Up White Paper;b. LEP review and future course of action;c. Specific information and clarity about the delivery and monitoring aspects, including publicly available key performance indicators to assess and monitor progress;d. How the Council holds economic ambitions and priority objectives and climate change ambitions and priority objectives in balance, to ensure a sustainable economy for Surrey.e. Feedback and lessons about the highways/regeneration pilots (e.g. Horley, Staines, Farnham etc.)		
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		<ul style="list-style-type: none">f. 5G roll-out and communication with local stakeholders including Members and small businesses;g. Progress on discussion with Hampshire County Council and on Economic Prosperity Board;h. Any other relevant update relating to County Deal, LEP review, economy and growth, including response to aforementioned points 1-4; <p>Request for information/action:</p> <ul style="list-style-type: none">a) Request for the Cabinet to share reports presented to The Growth Board to the Select Committee.b) Officers to share details of the Innovation Loan Fund when they are ready.	<p>The requests have been sent to the Executive Director (Michael Coughlin) for information and response.</p>	
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<p>15 December 2021</p>	<p>Surrey Public Mortuary</p>	<p>Recommendations:</p> <ol style="list-style-type: none"> 1. Appreciates the progress that has been made in developing the business case, especially the partnership with the Surrey NHS hospital trusts and the University of Surrey; 2. Work in partnership with appropriate local educational institutes to encourage participation, involvement and take up in this discipline; 3. Supports the adoption of Option 4; 	<p>The recommendations have been sent to the Executive Director (Steve Owen-Hughes) for information and response.</p>	<p>Steve Owen-Hughes, Director – Communities, Protection & Emergencies</p>
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