Notice of Meeting

Cabinet

SURREY
COUNTY COUNCIL

Date and Time	**Place**	**Contact**	**Web:**
Tuesday, 23 July 2024 2.00 pm	Council Chamber, Woodhatch Place, 11 Cockshot Hill, Reigate, Surrey, RH2 8EF	Huma Younis or Sarah Quinn huma.younis@surreycc.gov.uk or sarah.quinn@surreycc.gov.uk	Council and democracy Surreycc.gov.uk @SCCdemocracy

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Committee:
Natalie Bramhall, Clare Curran, Kevin Deanus, Matt Furniss, Marisa Heath, David Lewis, Sinead Mooney, Mark Nuti, Tim Oliver OBE, Denise Turner-Stewart
Maureen Attewell, Steve Bax, Paul Deach and Jonathan Hulley

If you would like a copy of this agenda or the attached papers in another format, e.g. large print or braille, or another language, please email Huma Younis or Sarah Quinn on huma.younis@surreycc.gov.uk or sarah.quinn@surreycc.gov.uk.

This meeting will be held in public at the venue mentioned above and may be webcast live. Generally the public seating areas are not filmed. However, by entering the meeting room and using the public seating area or attending online, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. If webcast, a recording will be available on the Council's website post-meeting. The live webcast and recording can be accessed via the Council's website: https://surreycc.public-i.tv/core/portal/home

If you would like to attend and you have any special requirements, please email Huma Younis or Sarah Quinn on huma.younis@surreycc.gov.uk or sarah.quinn@surreycc.gov.uk. Please note that public seating is limited and will be allocated on a first come first served basis.

AGENDA

1   APOLOGIES FOR ABSENCE

2   MINUTES OF PREVIOUS MEETING: 25 JUNE 2024   (Pages 1 - 16)

To agree the minutes of the last meeting as a correct record of the meeting.

3   DECLARATIONS OF INTEREST

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

(i) Any disclosable pecuniary interests and / or

(ii) Other interests arising under the Code of Conduct in respect of any item(s) of business being considered at this meeting

NOTES:

- Members are reminded that they must not participate in any item where they have a disclosable pecuniary interest

- As well as an interest of the Member, this includes any interest, of which the Member is aware, that relates to the Member's spouse or civil partner (or any person with whom the Member is living as a spouse or civil partner)

- 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   PROCEDURAL MATTERS

a   MEMBERS' QUESTIONS

The deadline for Member's questions is 12pm four working days before the meeting (17 July 2024).

b   PUBLIC QUESTIONS

The deadline for public questions is seven days before the meeting (16 July 2024).

c   PETITIONS

The deadline for petitions was 14 days before the meeting, and no petitions have been received.

d   REPRESENTATIONS RECEIVED ON REPORTS TO BE CONSIDERED IN PRIVATE

To consider any representations received in relation why part of the meeting relating to a report circulated in Part 2 of the agenda should be open to the public.

5   REPORTS FROM SELECT COMMITTEES, TASK GROUPS AND OTHER COMMITTEES OF THE COUNCIL   (Pages 17 - 90)

To consider any reports from Select Committees, Task Groups and any other Committees of the Council.

Cabinet to consider the following reports:

A. DB&I Task Group Report
B. Adults & Health Select Committee and Children, Families, Lifelong Learning And Culture Select Committee Report- Mindworks and the Neurodevelopmental Pathway.

6   DECISIONS TAKEN SINCE THE LAST CABINET MEETING   (Pages 91 - 94)

To note any delegated decisions taken by the Leader, Deputy Leader, Cabinet Members, Strategic Investment Board and Committees in Common Sub-Committee since the last meeting of the Cabinet.

7   CABINET MEMBER OF THE MONTH   (Pages 95 - 104)

To receive an update from Mark Nuti, Cabinet Member for Health and Wellbeing, and Public Health.

8   CUSTOMER TRANSFORMATION   (Pages 105 - 144)

This report sets out the ambition and business case for the transformation of customer experiences and outcomes, to support the Council's guiding mission principle of 'No one left behind' and customer service goals. Contributing to reducing health inequalities, the programme will enable the needs of Surrey County Council's residents and wider customers to be better met, with a focus on understanding and supporting those with the greatest need.

(The decisions in this item can be called-in by the Resources and Performance Select Committee)

**9   A NEW DRAFT VISION ZERO ROAD SAFETY STRATEGY AND 20   (Pages
       MPH SPEED LIMIT POLICY   145 -
                                                                238)**

This report presents an updated version of the Surrey RoadSafe Vision Zero Road Safety Strategy and 20 mph speed limit policy for Cabinet approval.

(The decisions on this item can be called-in by the Communities, Environment and Highways Select Committee)

**10   THE WINSTON CHURCHILL SCHOOL- REPLACEMENT CURTAIN   (Pages
       WALLING & FIRE STOPPING WORKS   239 -
                                                              248)**

Cabinet is asked to approve capital expenditure to undertake the replacement of the existing non-fire rated infill panels with a fire rated curtain walling system and provide fire stopping to the 4-storey block and 2-storey main building to provide a safe building environment at The Winston Churchill School, Hermitage Road, Woking, Surrey, GU21 8TL.

(The decisions in this item can be called-in by the Resources and Performance Select Committee)

N.B There is a Part 2 report at Item 15.

**11   CONSORT HOUSE, REDHILL   (Pages
                                                              249 -
                                                              260)**

Consort House, Redhill is a former administrative office of Surrey County Council which was vacated on the relocation of services to Woodhatch Place, Reigate. Following an extended period of marketing since September 2022, no acceptable commercial proposals for a freehold sale have been received. Cabinet is asked to approve a letting of the whole building that will support its retention as an investment holding, pending future decisions on the asset by Strategic Investment Board.

(The decisions in this item can be called-in by the Resources and Performance Select Committee)

N.B There is a Part 2 report at Item 16.

12 **CHILDREN'S COMMUNITY HEALTH SERVICES RECOMMISSIONING PROGRAMME**

This report provides detail on the procurement phase of the Children's Community Health Services Recommissioning Programme. The procurement phase has now been completed and a decision needs to be made on contract award. If approval is given for contract award (subject to successful contract negotiations), then the Programme will move into the mobilisation phase so that the new service model for children's community health services can be delivered from 1ˢᵗ April 2025.

(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

N.B There is a Part 2 report at Item 17.

13 **2024/25 MONTH 2 (MAY) FINANCIAL REPORT**

This report provides details of the Council's 2024/25 financial position, for revenue and capital budgets, as at 31st May 2024 (M2) and the expected outlook for the remainder of the financial year.

(The decisions in this item can be called-in by the Resources and Performance Select Committee)

14 **EXCLUSION OF THE PUBLIC**

That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting during consideration of the following items of business on the grounds that they involve the likely disclosure of exempt information under the relevant paragraphs of Part 1 of Schedule 12A of the Act.

P A R T   T W O   -   I N   P R I V A T E

15 **THE WINSTON CHURCHILL SCHOOL- REPLACEMENT CURTAIN WALLING & FIRE STOPPING WORKS**

Cabinet is asked to approve capital expenditure to undertake the replacement of the existing non-fire rated infill panels with a fire rated curtain walling system and provide fire stopping to the 4-storey block and 2-storey main building to provide a safe building environment at The Winston Churchill School, Hermitage Road, Woking, Surrey, GU21 8TL.

(The decisions in this item can be called-in by the Resources and Performance Select Committee)

16   CONSORT HOUSE, REDHILL   (Pages
                                                                      315 -
Consort House, Redhill is a former administrative office of Surrey   328)
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Woodhatch Place, Reigate. Following an extended period of marketing
since September 2022, no acceptable commercial proposals for a
freehold sale have been received. Cabinet is asked to approve a letting
of the whole building that will support its retention as an investment
holding, pending future decisions on the asset by Strategic Investment
Board.

*(The decisions in this item can be called-in by the Resources and
Performance Select Committee)*

**17   CHILDREN'S COMMUNITY HEALTH SERVICES   (Pages
        RECOMMISSIONING PROGRAMME**   329 -
                                                                      366)
This report provides detail on the procurement phase of the Children's
Community Health Services Recommissioning Programme. The
procurement phase has now been completed and a decision needs to
be made on contract award. If approval is given for contract award
(subject to successful contract negotiations), then the Programme will
move into the mobilisation phase so that the new service model for
children's community health services can be delivered from 1st April
2025.

*(The decisions on this item can be called-in by the Children, Families,
Lifelong Learning & Culture Select Committee)*

18   PUBLICITY FOR PART 2 ITEMS

To consider whether the item considered under Part 2 of the agenda
should be made available to the Press and public.

Michael Coughlin
Interim Head of Paid Service
Published: Friday, 12 July 2024

MOBILE TECHNOLOGY AND FILMING – ACCEPTABLE USE

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The use of mobile devices, including for the purpose of recording or filming a meeting, is subject to no interruptions, distractions or interference being caused to any Council equipment or any general disturbance to proceedings. The Chairman may ask for mobile devices to be switched off in these circumstances.

Thank you for your co-operation.

QUESTIONS AND PETITIONS

Cabinet and most committees will consider questions by elected Surrey County Council Members and questions and petitions from members of the public who are electors in the Surrey County Council area.

Please note the following regarding questions from the public:

1. Members of the public can submit one written question to a meeting by the deadline stated in the agenda. Questions should relate to general policy and not to detail. Questions are asked and answered in public and cannot relate to "confidential" or "exempt" matters (for example, personal or financial details of an individual); for further advice please contact the committee manager listed on the front page of an agenda.
2. The number of public questions which can be asked at a meeting may not exceed six. Questions which are received after the first six will be held over to the following meeting or dealt with in writing at the Chairman's discretion.
3. Questions will be taken in the order in which they are received.
4. Questions will be asked and answered without discussion. The Chairman or Cabinet members may decline to answer a question, provide a written reply or nominate another Member to answer the question.
5. Following the initial reply, one supplementary question may be asked by the questioner. The Chairman or Cabinet members may decline to answer a supplementary question.

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**MINUTES OF THE MEETING OF THE CABINET
HELD ON 25 JUNE 2024 AT 2.00 PM
IN THE COUNCIL CHAMBER, WOODHATCH PLACE, 11 COCKSHOT
HILL, REIGATE, SURREY, RH2 8EF.**

These minutes are subject to confirmation by the Cabinet at its next meeting.

Members: (*present)

*Tim Oliver (Chairman)
*Natalie Bramhall
*Clare Curran
*Matt Furniss
*David Lewis
*Mark Nuti
*Denise Turner-Stewart
*Sinead Mooney
*Marisa Heath
*Kevin Deanus

Deputy Cabinet Members:

*Maureen Attewell
 Paul Deach
*Steve Bax
*Jonathan Hulley

Members in attendance:
Catherine Powell, Residents' Association and Independent Group Leader
Fiona Davidson, Chairman of the Children, Families, Lifelong Learning and
Culture Select Committee

**PART ONE
IN PUBLIC**

73/24 APOLOGIES FOR ABSENCE [Item 1]

Apologies were received from Paul Deach.

74/24 MINUTES OF PREVIOUS MEETING: 23 APRIL 2024 [Item 2]

These were agreed as a correct record of the meeting.

75/24 DECLARATIONS OF INTEREST [Item 3]

There were none.

PROCEDURAL MATTERS [Item 4]

76/24 MEMBERS' QUESTIONS [Item 4a]

There were ten member questions. A response from Cabinet was published in
a supplement to the agenda. The Leader explained that no supplementary
questions would be taken due to the pre-election period and legal advice that

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had been received. Members with a supplementary question were asked to email Cabinet Member's directly.

The Cabinet Member for Highways, Transport and Economic Growth updated the response to Member question 8, bullet point 2, explaining that the £15k from corporate funding for training had now been received.

77/24 PUBLIC QUESTIONS [Item 4b]

There were none.

78/24 PETITIONS [Item 4c]

There were none.

79/24 REPRESENTATIONS RECEIVED ON REPORTS TO BE CONSIDERED IN PRIVATE [Item 4d]

There were none.

80/24 DECISIONS TAKEN SINCE THE LAST CABINET MEETING [Item 6]

Ten decisions had been taken since the last Cabinet meeting.

RESOLVED:

That the decisions taken since the last Cabinet meeting be noted.

81/24 DELIVERING FOR SURREY THROUGH STRATEGIC PARTNERSHIPS [Item 7]

The item was introduced by the Leader who explained that the report set out an overview of the strategic partnerships across Surrey and their governance, which drives, aligns and enables the delivery of the ambitions for people and place in Surrey, as set out in the Community Vision for Surrey 2030. A number of strategic partnership had been established to enable joint discussions, alignment of priorities, collaboration and partnership working in order to deliver against the ambitions set out in the 2030 Community Vision and Organisation Strategy. To date good progress had been made around partnership working with clearer clarity around roles and responsibilities to drive improvements for residents and help achieve the four priorities in the 2030 Community Vision. The Leader gave examples of where strategic partnerships had been developed and set up to deliver the Community Vision including securing a county deal and the formation of the Integrated Care System.

The Leader stated that he hoped to build on the devolution deal for Surrey with the next government. There was currently a review of the Health and Wellbeing Board, Integrated Care Board and Integrated Care Partnership with the aim of bringing the boards closer together and therefore bringing together the work of the Council and NHS partners.

RESOLVED:

1. That Cabinet note the convening and facilitating role Surrey County Council has played in developing co-ordinated, and aligned Surrey-wide, collaborative leadership to deliver the Community Vision for Surrey 2030.

2. That Cabinet note the implications for strategic partnerships of the devolution of certain Government functions to the County Council through the County Deal framework, in particular in relation to the economy, skills and the environment.

3. That Cabinet approve the proposed changes to the strategic partnerships' governance arrangements set out and the ongoing role of the County Council in them.

Reasons for Decisions:

In light of recent changes in national policies, including the devolution of functions and responsibilities to the County Council, it is proposed that a number of refinements are made to the county-wide strategic partnership boards. This report sets out those proposed changes and invites Cabinet to endorse them, in order that the boards can continue to play a key role in overseeing progress towards delivering the Community Vision for Surrey 2030 and ensuring the alignment of partners' strategic priorities, decisions and resources.

(The decisions on this item can be called-in by the Communities, Environment and Highways Select Committee)

82/24 SURREY COUNTY COUNCIL'S PRODUCTIVITY PLAN [Item 8]

The Leader explained that the Final Local Government Finance Settlement 2024/25 included a requirement for all local authorities to produce Productivity Plans to help Government to understand what local authorities are doing to maximise their productivity and efficiency, and any barriers that preclude councils from achieving this. The Plan is due to be submitted to the Government by 19 July 2024. Each Productivity Plan is expected to provide information against four themes. The Council's Plan was attached at Annex 2 and the Leader briefly described the response in each section. One of the questions asked as part of the Productivity Plan was what barriers were preventing progress that the Government can help to reduce or remove. The Deputy Leader and Cabinet Member for Customer and Communities commented that it was useful to see in the Plan the ways the government could support the council with breaking down barriers and supporting progress but it was clear to see that there were many barriers. The Leader explained that the CCN had launches a manifesto for counties ahead of the general election which set out detailed proposals for political parties to adopt in the lead up to July 4.

RESOLVED:

1. That Cabinet endorse the proposed approach to developing Surrey County Council's Productivity Plan.

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2. That Cabinet agrees to delegate authority to the Interim Head of Paid Service in conjunction with the Leader of the Council to sign off the final Productivity Plan.

Reasons for Decisions:

A requirement from Government for developing Productivity Plans is that there is Member oversight. These recommendations enable this to be achieved while also ensuring that the Council can meet the Government's deadline of 19 July 2024.

(The decisions on this item can be called-in by the Communities, Environment and Highways Select Committee)

83/24 APPROVAL TO PROCEED: MADE SMARTER ADOPTION PROGRAMME [Item 9]

The report was introduced by the Cabinet Member For Highways, Transport and Economic Growth who explained that the Made Smarter Adoption business support programme overseen by the Department for Business and Trade supported manufacturing small and medium-sized enterprises (SMEs) through the provision of impartial advice and guidance from digital technology specialists, leadership development programmes, and match-funded grants up to £20K for the adoption of new technologies. Surrey County Council was seeking to serve as the accountable body for the South East region. Taking this leading role for the Made Smarter Adoption programme would help Surrey County Council meet the Growing a Sustainable Economy priority objective, supporting local innovation and improvements in productivity and growth for manufacturing SMEs. The county was home to approximately 20% of the South East region's 18,000 manufacturing businesses. This was a regional programme and the Council's leadership role in the scheme would serve to facilitate and coordinate delivery across the whole of the South East region.

RESOLVED:

1. That Cabinet notes the benefits and opportunities that this business support programme will bring to Surrey-based businesses and the manufacturing sector across the South East region.

2. That Cabinet approves the Council taking on the Accountable Body role for this regional programme, should the Council be successful in its bid to the Department for Business and Trade.

3. That Cabinet endorses the proposed approach to partnership working, collaboration, and co-design with other regional partners.

4. That Cabinet gives 'Approval to Procure' for the commissioning of the Made Smarter Programme up to the value of £1.3m for financial year 2025-26, should the Council be successful in its bid to the Department for Business and Trade.

5. That Cabinet approves the delegation of the appropriate procurement route to market and any contract award decisions to the Executive Director with responsibility for Economic Growth in consultation with the Cabinet Member for Highways, Transport and Economic Growth.

Reasons for Decisions:

In order to roll out the programme to the South East region, the Department for Business and Trade requires a local authority to take on the role of Accountable Body. The Council's proposal would secure the roll-out from April 2025 and ensure Surrey-based manufacturing SMEs can access the scheme. This also presents a key opportunity for the Council to demonstrate a leadership role within the region and will help establish and nurture an important strategic partnership with DBT for future opportunities.

(The decisions on this item can be called-in by the Communities, Environment and Highways Select Committee)

84/24 APPROVAL TO PROCEED: UNIVERSAL SUPPORT [Item 10]

The report was introduced by the Cabinet Member for Highways, Transport and Economic Growth who explained that the council had been awarded funding from the Department for Work and Pensions (DWP) to deliver a new employment support programme, Universal Support (US). US will provide employment support to adults with long term conditions or disabilities and more complex barriers to work, to help them access and maintain work in the longer term. This in turn will directly contribute to the nurturing talent agenda, supporting businesses with employment, up-skilling and staff retention challenges. The Council will be the Accountable Body for the DWP grant of £3.1m which would roll out US across Surrey and support 900 individuals with skills development and employment. The Council was still in negotiations with DWP regarding exact timelines, but it is expected that the programme will run from late autumn 2024, although a spring 2025 start is also possible. It was queried if the grant funding could be used to support preventative work. The Cabinet Member for Highways, Transport and Economic Growth explained that the funding could be used in a multitude of ways to provide employer or individual support.

RESOLVED:

1. That Cabinet notes the benefits and opportunities that the Universal Support programme will bring to Surrey's residents.

2. That Cabinet approves the Council taking on the Accountable Body role for this county-wide programme.

3. That Cabinet gives 'Approval to Procure' for the potential commissioning of Universal Support in Surrey up to the value of the final allocation (indicated at £3.1m).

4. That Cabinet approves the delegation of the appropriate procurement route to market and any contract award decisions to the Executive

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Director responsible for Economic Growth in consultation with the Cabinet Member for Highways, Transport and Economic Growth

Reasons for Decisions:

The Council has the opportunity to secure £3.1m in DWP grant funding for US. The programme activity will be funded through this DWP grant which will enable the Council to support up to 900 adults with long term conditions or disabilities into employment in Surrey.

If a commissioning route is chosen, this procurement will recognise the role of the voluntary, community and social enterprise sector in Surrey who have the potential to be the key delivery partners in specialist areas.

(The decisions on this item can be called-in by the Communities, Environment and Highways Select Committee)

85/24 YOUTH JUSTICE PLAN [Item 11]

The Cabinet Member for Children, Families and Lifelong Learning introduced the 2024/25 Youth Justice Plan for Cabinet's approval and asked Cabinet to recommend to Council for approval. It was explained that Local authorities had a statutory duty to submit an annual youth justice plan relating to their provision of youth justice services. The Deputy Cabinet Member for Children, Families and Lifelong Learning drew out some highlights from the plan explaining that in the last 4 years there had been a reduction in children becoming first time entrants into the criminal justice system across Surrey. This was partly due to successful pre-court interventions by deferred prosecution. Re- offending rates remained lower than statistical neighbours and national averages and timeliness of matters being dealt with through the criminal justice system, from offence to outcome, had been improving in relation to children for three consecutive years. The National Youth Justice Board Oversight Framework advised the council that the service had been moved into the top tier of the new performance grading system. The Leader commended the work of the Youth Justice service and the excellent work undertaken.

RESOLVED:

1. That Cabinet approves the 2024/25 Youth Justice Plan for consideration by Full Council at its meeting on 9 July 2024.

Reasons for Decisions:

An annual youth justice plan is a statutory requirement for local authorities. This plan has been prepared following national guidance from the Youth Justice Board.

Annual youth justice plans are an opportunity to review performance and developments over the last twelve months and plan for the next year. This allows services to be able to respond to any changes that have taken place in the previous year, including new legislation, demographic changes, delivery of key performance indicators, and developments in service delivery. The planning and production of a youth justice plan is beneficial to partnership working and service delivery to ensure the best outcomes for children.

The overarching vision for Surrey County Council's Children, Families and Lifelong Learning directorate is 'to support families and enable children and young people to be and feel safe, healthy and make good choices about their wellbeing'. We aim to ensure that Surrey's children and families have access to a range of services that tackle inequalities, support independence and enhance lives. This ethos is the foundation for the youth justice plan, which also supports the Council's 'No One Left Behind' commitment to Surrey residents, the wider 'The Surrey Way' objectives, and the Council's strategy for children and young people's emotional wellbeing and mental health.

(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

86/24 SCHOOL ORGANISATION PLAN 2024 [Item 12]

The Cabinet Member for Children, Families and Lifelong Learning introduced the report explaining that Cabinet was being asked to consider the Surrey School Organisation Plan covering the academic years from September 2024-2034 and recommend it to Council for publication. Sufficiency of high-quality school places is a key statutory duty and underpins a great education for all, supporting Surrey County Council's guiding mission that no one is left behind. The School Organisation Plan highlights the likely demand for school places projected over a 10 year period and provides context as to how the educational landscape has changed and it's likely to change in the future. The Council had created over 10,000 additional places over the last five years in both in mainstream and specialist provision.

RESOLVED:

1. That Cabinet endorses the School Organisation Plan 2024 which will meet our statutory duties to ensure that there are sufficient high-quality places for pupils in Surrey and refers it to Council to approve its publication.

Reasons for Decisions:

The School Organisation Plan is a key document used by schools and education stakeholders in considering medium- and long-term plans. Sufficiency of high-quality school places is a key statutory duty and underpins a great education for all and therefore, it is necessary to review the plan to ensure that the best and most up to date information is published for use in this process. This will encourage collaborative and collegiate planning and will provide greater transparency and understanding to local communities.

(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

87/24 WINSTON CHURCHILL SCHOOL- REPLACEMENT CLASSROOMS [Item 14]

The report was introduced by the Cabinet Member for Property, Waste and Infrastructure who explained that Cabinet was being asked to approve capital expenditure to undertake the construction of four permanent classrooms to replace four modular classrooms which are now condemned at the Winston Churchill School in Woking. The location of the planned permanent first floor

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building on the existing staff carpark is severely restricted in terms of modular options, so the permanent first floor design (on supports) had been developed in order to maintain car parking spaces which are needed due to general parking issues on and off site. The school's preference and the recommendation in the report is for the school to self-deliver the project as they have successfully delivered previous capital schemes, and this is currently the fastest delivery route.

RESOLVED:

1. That Cabinet approves capital funding allocated within the School Capital Maintenance Budget for the Capital Maintenance Programme 2024/25 to build a permanent longer life classroom block, in order to replace end of life modular classrooms at the Winston Churchill School.

2. That Cabinet approves Self-Delivery of the project by the school, conditional upon the Council's strategic partner (Macro) acting as monitoring agent with a signed Self-Delivery Agreement in place.

3. That Cabinet authorises Legal Services to seal the Self Delivery Agreement if required.

Reasons for Decisions:

The recommendations in this report:

- Provide a good quality learning and working environment in keeping with the existing school design.

- Provide a longer-term solution which will reduce the maintenance burden on the school.

- Ensure an 'at capacity' school can sustain the current numbers on roll and provide pupils with access to the full curriculum.

- Improve the school's energy efficiency and contribute to the Council's Net Zero Carbon target.

- Empower a foundation secondary school with a successful record of capital project delivery to self-deliver the scheme with the Councils full support.

- Protect and enhance the environment by removing the condemned modular buildings which are situated on the site boundary amongst mature oak trees.

(The decisions on this item can be called in by the Resources and Performance Select Committee)

88/24   2023/24 OUTTURN FINANCIAL REPORT [Item 16]

The report was introduced by the Cabinet Member for Finance and Resources who updated Cabinet on Surrey County Council's 2023/24

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financial performance for revenue and capital, including the year-end Treasury Management and debt outturn position. He explained that the Council had worked hard over recent years to improve its financial resilience and strengthen financial management. This had provided strong foundations for the Council's finances during a significantly challenging financial year. The Council had ended the year with a £2.8m overspend after the utilisation of the base budget risk contingency of £20m. It was recommended that this is covered by a draw-down from the Budget Equalisation Reserve, to mitigate the impact on the General Fund. The Council had achieved £53.9m (c78%) of the £69.4m target of efficiencies set out at the beginning of the financial year, including those delivered through transformation programmes. An update was given on the Capital Budget for 23/24. Reserves available to enhance financial resilience stood at c12% of the 2024/25 net revenue budget. It was commented that given the challenges facing the council the outturn position was satisfactory.

RESOLVED:

1.   That Cabinet notes the Council's revenue and capital positions for the year.

2. That Cabinet approves the drawdown of £2.8m from the Budget Equalisation Reserve to fund the overspend position and offset the impact on the General Fund Balance.

3. That Cabinet approves capital carry forwards of £39.2m. £15.9m is requested to be carried forward into the 24/25 capital programme, with the remaining £23.3m in 2025/26.

Reasons for Decisions:

This report is to comply with the agreed policy of providing a monthly budget monitoring report to Cabinet for information and approval of any necessary actions.

(The decisions on this item can be called in by the Resources and Performance Select Committee)

89/24 SURREY SAFEGUARDING ADULTS ANNUAL REPORT 2022/23 [Item 15]

The Cabinet Member for Adult Social Care briefly introduced the item and the Independent Chairman of the Surrey Safeguarding Adults Board (SSAB) Teresa Bell, thanking her for making great progress in the role during a challenging time. The Independent Chairman updated the Cabinet on the priorities of the SSAB and what had been achieved to date. There had been a keen focus on partnership working and the SSAB had been able to extend its reach due to a new partnership officer being in post. A Member queried what members of the public should do if they had safeguarding concerns about an adult. The Independent Chairman stated that outreach was being undertaken to spread awareness on how to seek help and support. The SSAB website gave details on how to report concerns and met accessibility standards. The Independent Chairman explained that once a member of the public had contacted them they would be directed to the correct statutory partnership agency for support. The Independent Chairman stated that Surrey had a high number of Section 42 enquiries which showed good awareness but this did

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not always mean better outcomes. The Independent Chairman was thanked for all her hard work with leading the SSAB.

RESOLVED:

1. That Cabinet considers and notes the attached Surrey Safeguarding Adults Annual Report for 2022/23.

Reasons for Decisions:

This recommendation demonstrates that the Council is fulfilling its statutory requirement under the Care Act 2014 in having established a Safeguarding Adults Board in its area.

It will support the SSAB to be transparent by providing information to the public on the performance of the Board and its strategic plan.

90/24 REPORTS FROM SELECT COMMITTEES, TASK GROUPS AND OTHER COMMITTEES OF THE COUNCIL [Item 5]

There were two Select Committee reports.

The report regarding (CFLL) Additional Budget Allocation was introduced by the Chairman of the Children, Families, Lifelong Learning and Culture Select Committee. It was explained that at its June 2023 meeting, the Select Committee recommended that the Cabinet Member prioritised the restoration of funding for community-based play and youth schemes for children with disabilities to enable the FY 2022/23 capacity to be restored in FY 2024/25, given the widespread feedback that the change had been detrimental to the mental health of parents, carers, children and young people. As part of the budget-setting process it was agreed to allocate £370,000 for this purpose. Although this funding was welcomed it would not restore like for like services and it was important that given the agreement to do this all hours of SEND play and leisure provided in 2022/23 were restored in 2024/25.

The Cabinet Member for Children, Families and Lifelong Learning recognised the importance of SEND play and leisure services for families with children with additional needs. Work was being undertaken with Family Voice to review and access and eligibility for these important services. The Cabinet Member would be contacting the Commissioning Team on this but explained that the spend in this area was discretionary and going forward the Council may not be able to spend what it used too. The Chairman of the Children, Families, Lifelong Learning and Culture Select Committee thanked the Cabinet Member for her response and hoped the additional £260,000 could be found to support families.

The Chairman of the Children, Families, Lifelong Learning and Culture Select Committee introduced the Select Committee report regarding the Special Educational Needs And Disabilities (SEND) and Alternative Provision (AP) Capital Programmes and Specialist Sufficiency to 2031/32 explaining that the Select Committee's priority and concern in respect of these proposals was to ensure that in an era of tight budgets, the right decisions were being made on this important programme based on evidence. The consequences of not getting it right are significant in terms of SCC's ongoing revenue spend on

independent school places and home to school transport, and critically, to the development, life chances and wellbeing of children with additional needs and disabilities in Surrey. The Chairman was disappointed that the Select Committee did not have the time to scrutinise the item in the normal manner and was not persuaded as to why every aspect of the proposals in the report were time critical. The Select Committee was not assured what was being presented was the best solution, taking account of children and young people's needs and the budget. There had been no cost benefit analysis of the options and taking account of the significance of the decision, it was felt further investigation was needed.

The Cabinet Member for Children, Families and Lifelong Learning explained that a briefing note had been sent to Members on 18 April and the item in question had appropriately been placed on the Cabinet Forward Plan in time for a decision. There would have been time for the item to have been scrutinised in a variety of ways. The Cabinet Member hoped the Chairman of the Select Committee found the response to the Select Committee report thorough and detailed. The Leader stated that it was the responsibility of the Select Committee to review Cabinet decisions in whichever manner they see fit. It would be helpful to see a working group being set up to look at this issue in closer detail. The Leader explained that moving forward the needs of children would be changing and the programme would also be updated alongside this.

RESOLVED:

That the Select Committee reports be noted and the recommendations considered.

91/24 SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) AND ALTERNATIVE PROVISION (AP) CAPITAL PROGRAMMES AND SPECIALIST SUFFICIENCY TO 2031/32 [Item 13]

The report was introduced by the Cabinet Member for Children, Families and Lifelong Learning who explained that the report set out the changes to the SEND Capital programme. Between 2019/20 and 2023/24, Cabinet approved capital investment of approximately £217m for Surrey's Special Educational Needs and Disabilities (SEND) Capital Programme and around £43m for the Alternative Provision (AP) Capital Programme, a total of £260m overall. The aim of the SEND and AP Capital Programmes was to create a fit for purpose state-maintained estate with more places for Surrey resident children with special educational needs, reducing reliance on out of county and Non-Maintained Independent (NMI) placements. The main goals are to increase the availability of Centres in mainstream schools, and to create additional places in specialist school provision within Surrey to provide local children with the most complex profiles of need the best opportunities for improved outcomes. So far 43 permanent construction projects had been successfully completed, delivering 1,058 additional built places with around £71m spend to year end 2023/24.

The programme is subject to an annual health check. Challenges including safety standards updates, new conservation liabilities and legislative changes, and ongoing global economic turbulence which affect the construction sector and the costs of all of the Council's capital programmes have continued to increase significantly, impacting the original programmes' delivery within

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allocated capital budgets. Six of the projects could not be progressed. The Leader expressed the importance of continuing with the projects already in motion.

RESOLVED:

1. That Cabinet approves the reprofiling of the total Capital Funding approved by Full Council in February 2024 and reflected as a total of £189m budget in the Medium Term Financial Strategy (MTFS) for the Council's Special Educational Needs and Disabilities (SEND) Capital Programme and the Alternative Provision (AP) Capital Programme for 2024/25 to 2027/28.

2. That Cabinet agrees redirection of resources totalling £5.3m from the approved SEND budget allocation of £148.86m to the approved AP budget allocation of £40.09m for 2024/25 to 2027/28, thereby providing £143.6m for the SEND capital budget and £45.4m for the AP capital budget for 2024/25-2027/28 overall. This enables committed and planned SEND and AP programmes delivery within the approved budgets.

3. That Cabinet approves withdrawal of six planned projects from the SEND Capital Programme which are not affordable within the 2024/25-2027/28 budget allocation for SEND capital.

4. That Cabinet agrees to the acceptance of capital liabilities for the new 150 place Special Free School awarded to the Council by the Secretary of State for Education on 13 May 2024 to be funded and delivered by the Department for Education by 2028/29, and addition of four new 20 place specialist Resourced Provisions in maintained mainstream secondary schools and academies ('Centres') which are affordable within the 2024/25-2027/28 budget allocation for SEND capital.

5. That Cabinet approves the delegation of authority to allocate resources from the approved SEND and AP Capital budgets required for individual projects to the Cabinet Member for Children, Families and Lifelong Learning, following Capital Property Panel's (CPP) financial scrutiny and endorsement. This is in line with Full Council approved amended Financial Regulations from March 2023.

6. That Cabinet delegates authority to the Section 151 officer, in consultation with the Director of Land and Property, to finalise and approve the terms of all associated legal contracts and agreements to facilitate the recommendations in this paper and approves procurement of the supply chain for the delivery of all associated services required, in accordance with the Council's Procurement and Contract Standing Orders.

Reasons for Decisions:

- Continued investment in the Council's Special Educational Needs and Disabilities (SEND) Capital Programme and the Alternative Provision (AP) Capital Programme 2024/25 to 2027/28 delivery tranches will generate a positive impact on outcomes for Surrey resident children with complex additional needs and disabilities, as well as improving the Council's financial sustainability.
  This is aligned with Surrey's partnership Inclusion and Additional Needs strategy, Safety Valve Agreement with the Department of Education and local area post-inspection improvement plans.

- The 33 remaining committed and planned SEND capital projects and five AP capital projects that are proposed to progress are business critical to ensure Surrey County Council (the Council) discharges its statutory duties under Section 3 of the Local Government Act 1999, Sections 13 and 14 of the Education Act 1996 and Part 27 Section 3 of the Children and Families Act 2014.

- The additional capital liabilities for the proposed new special free school, four new mainstream secondary age specialist Centres and confirmed cost increases against 15 committed and planned SEND capital projects and five AP capital projects are affordable within the total Capital Funding approved by Full Council in February 2024 and reflected as a total of the £189m budget in the Medium Term Financial Strategy (MTFS) for the Council's Special Educational Needs and Disabilities (SEND) Capital Programme and the Alternative Provision (AP) Capital Programme for 2024/25 to 2027/28.

- As all project budgets are above the current threshold for £1m, Cabinet's delegated authority is required to enable the Cabinet Member for Children, Families and Lifelong Learning to approve budgets and allocate resources from the approved Capital budget allocations for the Special Educational Needs and Disabilities (SEND) Capital Programme and the Alternative Provision (AP) Capital Programme to individual projects following Capital Programme Panel (CPP) scrutiny and endorsement of financial business cases.

- To that end, agreement is sought for the proposed change to scope and use of defined resources to enable project progression against the Procurement Forward Plan, so that committed and planned capital projects' contracts can be awarded to facilitate target delivery timescales between 2024/25 and 2027/28.

(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

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92/24 2024/25 MONTH 1 (APRIL) FINANCIAL REPORT [Item 17]

The Cabinet Member for Finance and Resources introduced the report which provided details of the County Council's 2024/25 financial position as at 30th April 2024 (M1), and the expected outlook for the remainder of the financial year. On 6th February 2024, Council approved a revenue budget of £1,197.1m. The Final Local Government Finance Settlement provided details of the Council's specific allocations, which amounted to an additional £11.3m, including the subsequent increase to the Public Health Grant. Cabinet was asked to approve the increase to the Council's revenue budget to £1,208.4m for 2024/25 and the proposed use of the additional funding.

At Month 1, the Council was forecasting an overspend of £7.4m against the 2024/25 revenue budget approved by Council in February 2024. The forecast overspend relates to increasing Home to School Travel Assistance (H2STA) pressures. The home to school transport team continued to work on a number of activities to try to contain and mitigate against the rising transport costs, as set out in paragraph 6. An Oversight Board will be reconstituted for HTSTA to monitor progress. In February 2024 Council approved a capital budget of £404.9m for 2024/25. At this early stage in the financial year, not all risks and opportunities to delivering the capital programme budget can be identified. The capital programme will likely be re-phased before detailed budget monitoring is reported for May month end.

RESOLVED:

1. That Cabinet notes the risks and opportunities identified in relation to the Council's budget position for the year.

2. That Cabinet approves the increase in the net revenue budget to £1,208.4m due to the additional funding announced as part of the Final Local Government Finance Settlement (paragraphs 14-16).

3. That Cabinet allocates up to £8m of Council reserves to fund the Adults, Wellbeing & Health Partnerships transformation & improvement programme over the period 2024/25 to 2026/27, as set out in paragraphs 19–21.

Reasons for Decisions:

This report is to comply with the agreed policy of providing a monthly budget monitoring report to Cabinet for approval of any necessary actions.

(The decisions on this item can be called in by the Resources and Performance Select Committee)

93/24 EXCLUSION OF THE PUBLIC [Item 18]

RESOLVED: That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting during consideration of the following items of business on the grounds that they involve the likely disclosure of exempt information under the relevant paragraphs of Part 1 of Schedule 12A of the Act.

94/24 SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) AND ALTERNATIVE PROVISION (AP) CAPITAL PROGRAMMES AND SPECIALIST SUFFICIENCY TO 2031/32 [Item 19]

The Cabinet Member for Children, Families and Lifelong Learning gave details on the reprofiling of the capital programme and updated the Cabinet on the projects not being progressed. A brief update was given on the appendices to the report.

A separate part 2 minute was done for this item.

RESOLVED:

1. Same as Part 1 report (See Minute 88/24)

2. Same as Part 1 report (See Minute 88/24)

3. Same as Part 1 report (See Minute 88/24)

4. Same as Part 1 report (See Minute 88/24)

5. Same as Part 1 report (See Minute 88/24)

6. Same as Part 1 report (See Minute 88/24)

Reasons for Decisions:

Same as Part 1 report (See Minute 88/24)

(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

95/24 WINSTON CHURCHILL SCHOOL- REPLACEMENT CLASSROOMS [Item 20]

The Cabinet Member for Property, Waste and Infrastructure asked Cabinet to approve the capital funding for the project which was agreed.

A separate part 2 minute was done for this item.

RESOLVED:

1. Approves capital funding of [E-09-24] allocated within the School Capital Maintenance Budget for the Capital Maintenance Programme 2024/25 to build permanent classrooms, to replace end of life modular classrooms at the Winston Churchill School.

Reasons for Decisions:

Same as Part 1 report (See Minute 89/24)

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(The decisions on this item can be called-in by the Children, Families, Lifelong Learning & Culture Select Committee)

96/24 PUBLICITY FOR PART 2 ITEMS [Item 21]

It was agreed that non-exempt information may be made available to the press and public, where appropriate.

Meeting closed at 15:51

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Chairman

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RESOURCES AND PERFORMANCE SELECT COMMITTEE

Item under consideration: REPORT OF THE DIGITAL BUSINESS AND INSIGHTS (DB&I) TASK GROUP

Date considered: 23 July 2024

1. The Digital Business and Insights Task Group was created at the 18 October meeting of the Resources and Performance Select Committee and tasked with considering the course of the SAP Enterprise Resource Planning (ERP) replacement project, why the programme had overrun, what had gone wrong, and what lessons could be learned from the project. Details of the Task Group's methodology and findings may be found in full in its report.

2. The final report of the task group contains 18 recommendations. These are listed below and focus on advised changes to the council's business readiness, project management, data, and governance procedures when undertaking projects, and are to be considered at the meeting of Cabinet on 23 July 2024. The recommendations have been considered and a response by Cabinet, detailing how they will be implemented and operationalised, has been prepared and published in this agenda pack.

3. The recommendations were informed by extensive oral witness sessions with many senior officers involved in the delivery of the programme, input from the Cabinet Member for Finance and Resources, and detailed review of contemporaneous committee and Programme Board reports. A Lessons Learned report produced by Mr Phil Hall, an independent consultant commissioned to report on the project's issues in early 2024, was also very valuable to the work of the task group.

4. The report notes the successful aspects of the ERP replacement programme and delineates examples of best practice, and the fact that the council has in fact successfully implemented a new ERP system should be commended. The task group nevertheless identify where improvements are advisable in leadership and governance, business readiness and communication with users, as well as other areas.

5. The report's recommendations are intended to help the council address these problems for future projects through advising what the task group recognised as vital changes, such as implementing new procedures to assess organisational business readiness, ensuring careful monitoring of stage control decisions, and strengthening links between board members and service users, among others.

6. The report of the task group was presented to a meeting of the Resources and Performance Select Committee on 1 July 2024. Members of the committee noted the report and endorsed all its recommendations.

Recommendations

Recommendation 1: A robust business readiness assessment to test the functional services' capacity to receive any new system should be a prerequisite of any other programme of this scale or complexity, with weaknesses ideally addressed in advance or, if not, factored fully into the implementation plan, thus enabling a realistic implementation timeline to be set.

Recommendation 2: Future projects should employ greater discipline in stage control, even where there may be time/cost impact.

Recommendation 3: The Council must ensure that robust testing strategies are in place for all projects that require them, ensuring strong environment and data management practices are in place to support this. Testing of new systems, processes and products should not be exclusively supplier-led, benefitting from heavy participation and design by council officers.

Recommendation 4: The Council should make available independent assurance and monitoring of stage control procedures (in projects of any size, if deemed necessary) by a third party (or possibly Internal Audit) to ensure projects have met all relevant entry and exit criteria before progressing to another project stage along their critical path, and to support the programme team and board in making good stage control decisions.

Recommendation 5: The council's Transformation Support Unit should review existing protocols around effective testing regimes, programme stage control, and environment management, and make recommendations to the Resources & Performance Select Committee to help address the issues that occurred in this project and best ensure they do not reoccur in future council projects.

Recommendation 6: Local authorities approaching ERP implementation programmes should secure in-house ERP knowledge of the target system to improve internal understanding of the product, promote understanding of the issues, support effective decision-making and aid in anticipation of any issues.

Recommendation 7: Ensure that the council has sufficient leadership capacity to manage a programme of this scale and complexity by appointing a full-time senior responsible owner (SRO) within the organisation to work alongside the Programme Director. This should be a distinct, full-time senior leadership role for an experienced individual at the level of council leadership and should not be performed by someone with significant other time commitments. This role should work closely with the Programme Director to provide strategic direction, helping the Director to focus on managing and directing the programme itself while the SRO engages with senior leadership and helps to ensure adequate resourcing and ownership among management.

Recommendation 8: Ensure that there are stronger links between board representatives and their service users to deliver a better understanding of service weaknesses and issues at leadership and Programme Board level. This can be

achieved by implementing clear workstreams and sub-boards, chaired by Board Member service leads, for resolving in-function issues. This would help mitigate the risk of disconnection and over-optimism among Board members concerning challenges faced and the likelihood of meeting deadlines.

Recommendation 9: Quality stakeholder engagement and leadership are required to enable effective delivery of programmes of this scale, as well as the associated behavioural change. The council should provide training for Programme Board members on the importance of staff engagement and providing effective ownership and leadership for change when undertaking change programmes.

Recommendation 10: Lead Cabinet Members should have routine access to copies of all relevant Programme Board papers, updates, schedules, proposed decisions and any other relevant materials. The task group discussed the benefits of inviting the Cabinet Member to attend meetings of the Programme Board ex-officio, as an observer, to ensure full visibility of the project. This may have unproductive outcomes on the dynamics of these meetings and won't lead to improvements in this area. As a suggested improvement we recommend that the Lead Cabinet Member is consulted at each critical gate/stage in the programme to ensure full visibility and is included as part of that decision-making process.

Recommendation 11: Greater focus should be given to the behavioural change aspects of implementing new systems and the impacts on users who may be required to work in new ways, ensuring the provision of more, better-timed training, education and support for staff.

Recommendation 12: Ensure that effective user engagement centred on all relevant users and clients begins at the outset of the design process, and that the contract model encourages constructive collaboration and involvement from an early stage of the project. This should include key project stages being led by the appropriate participant, with effective knowledge transfer to the council reinforced by collegiate working.

Recommendation 13: The council should ensure thorough and rigorous data 'cleansing' to streamline the migration process, saving time and staff resource, before the outset of future projects and programmes. This is also recommended for other local authorities approaching ERP implementation programmes.

Recommendation 14: The council is recommended to engage in work to audit and record the ownership of data more widely, with some degree of sampling or 'dip testing' undertaken to test data management processes and the operational ability of related functions. Review of how these will interface with data migration procedures should also be carried out.

Recommendation 15: GDPR and data governance requirements must be considered and engaged at early project stages.

Recommendation 16: The council should implement contracting procedures for new projects that ensure that the full range of different contracting options are considered before project initiation, including contracting different elements of work

under different arrangements - such as limited time-and-materials contracting if deemed appropriate - in recognition of the fact that a hybrid contracting model is likely to encourage a more collaborative approach. These should complement the council's existing Procurement Strategy and Procurement Standing Orders in Part 5 of The Constitution of Surrey County Council.

Recommendation 17: The council should formalise arrangements for significant engagement with stakeholder recipient groups, potentially subject-matter experts, who will be involved or affected by an upcoming project. This can report to aspects of the committee structure as appropriate, such as the Schools' Forum in the case of any project involving schools, for instance.

Recommendation 18: The council should undertake a review of its pre-procurement processes for stakeholder engagement and requirements capture so as to ensure that the needs of stakeholder communities are appreciated in the early stages of future projects.

Cllr Robert Hughes - Chairman, Resources and Performance Select Committee
Date: Wednesday, 3 July 2024

Cllr Steven McCormick - Chairman, Digital Business and Insights (DB&I) Task Group & Vice-chairman, Resources and Performance Select Committee
Date: Wednesday 3 July 2024

Background papers:

Digital Business & Insights Programme Outline Business Case Report – Cabinet – 29 October 2019

Digital Business and Insights Programme Update - 8 Oct 2020 - Resources and Performance Select Committee

Digital Business and Insights Programme Update - 18 March 2021 - Resources and Performance Select Committee

Digital Business and Insights Programme - Status Update and Lessons Learned Approach - 20 January 2022 - Resources and Performance Select Committee

      Annex 1 - Digital Business Insights Programme Update

      Annex 2 - Digital Business Insights Programme Update

      Annex 3 - DBI Cabinet Report - December 2021 v1

Digital Business and Insights Programme Status Update and Lessons Learnt Approach - 18 October 2023 - Resources and Performance Select Committee

Digital Business and Insights Programme Highlight Reports (various)

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RESOURCES AND PERFORMANCE SELECT COMMITTEE

Monday 1 July 2024 (Remote meeting)

REPORT OF THE DIGITAL BUSINESS AND INSIGHTS TASK GROUP

Purpose of report: To provide the Resources and Performance Select Committee with a detailed report into the findings and recommendations of the Digital Business and Insights (DB&I) task group, which was established on 18 October 2023 to conduct a 'Lessons Learned' analysis of the *MySurrey* ERP replacement project[1].

Acknowledgements:

1. Members would like to take the opportunity to thank all of those who kindly took the time to share their experiences with the Task Group. The associated written and oral submissions were invaluable to the work of the group, and essential to forming the key recommendations and next steps.

2. Any errors, factual inaccuracies or inconsistencies contained within the report are the responsibility of the Task Group alone and not those who contributed their knowledge, insight, and experiences to the formation of this report.

Introduction:

Context

3. The '*MySurrey*' ERP replacement project began in the summer of 2019 when the council learned that the previous software system, *SAP* ERP, was expected to cease to be supported by its provider from 2022. The essential nature of the functions provided by ERP software meant that a replacement had to be sought for a smooth, parallel handover with no period of lost function. The first meeting of the Programme Board was therefore held on 2 August 2019, at which a Project Initiation Document (PID) and framework for Strategic Options Appraisal were approved and a Programme Manager appointed.

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[1] Enterprise Resource Planning software is a category of business management software that typically integrates organisations' key functions such as payroll, HR and employee data.

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3.1 Outline Business Cases (OBCs) from the 5 vendors optioned for procurement were then considered, with Cabinet approving the final OBC in October 2019. Unit4 were identified as the preferred bidder in June 2020, before joining the Programme Board alongside their implementation partner Embridge in September 2020.

3.2 A range of alternatives were considered and discounted when Cabinet considered the Outline Business Case in October 2019. These were direct awards to *SAP* for upgrade to either their new Software-as-a-Service (SaaS) or in-house hosted services, and a collaborative SaaS corporate system with ESCC[2] and BHCC[3]. The reasons for these not being pursued are explored in the 29 October 2019 Cabinet report.

4. The project would span four-and-a-half years. The *MySurrey* ERP software officially went 'live' on 6 June 2023, the project officially ending with the transition to the 'Business-as-Usual' project in December 2023. *MySurrey* is now Surrey County Council's sole ERP provision and continues to operate with the support of several helpdesks. It's progenitor, *SAP*, has now been fully retired.

4.1 The 'go-live' date of 6 June 2023 was achieved after 3 previous dates were missed. These were:
   i. December 2021;
   ii. April 2022; and
   iii. October 2022.

4.2 The extent of replanning necessary and consequent changes to the project timeline was financed by additional budget approved by Cabinet on 21 December 2021 and 20 December 2022. The end cumulative cost of the project was therefore £27.9m against an initial budget of £16.6m, equalling an approximate £11.3m (68.1% of the initial budget) overspend against the original forecast cost. The nature of the exceptional circumstances that led to this overrun are set out below.

5. It is important to acknowledge the once-in-a-generation nature of replacing an ERP system, as well as their immense size and complexity. There have therefore been numerous high-profile failures in such projects, in which large-scale authorities often struggle due to the complexity of the different services that they must provide, their workforce size, and other factors.

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[2] East Sussex County Council.
[3] Brighton and Hove City Council.

5.1 Other authorities have experienced problems similar to those encountered by Surrey County Council, with some disputes resulting in publicised overspends and terminations of contract. While the *MySurrey* project was challenging and resulted in an overspend, it has not been as damaging as those of some other authorities and has culminated in the delivery of a functioning ERP system.

5.2 Though acknowledging this, Surrey County Council must still maintain an explicit commitment to the careful safeguarding of public money and take steps to prevent future instances of overspend as occurred on this project.

Task Group Methodology

6. The Task Group was formed by a decision at the October 2023 meeting of the Resources and Performance Select Committee, the Task Group began work with the drafting and agreement of a scoping document, outlining of a work plan & timeline, and formation of a list of witnesses to be interviewed in November 2023.

7. Interviews with key witnesses took place from February to 1 May 2024. A broad range of witnesses involved in the project were interviewed in sessions in which they were asked questions from a list agreed in advance by the consensus of Task Group members. Follow-up sessions were arranged where the group felt they were necessary.

8. The group has drawn on the work of the report produced by Phil Hall, an independent investigator who was contracted by the council in late 2023 to produce a 'Lessons Learned' analysis into the *MySurrey* programme. The group is grateful for his work and the further witness sessions that he also provided, both of which were invaluable in the Task Group carrying out its work in producing this report.

Task Group Aim

9. The primary aim and focus of the Task Group was to gain an understanding of the factors that contributed to the delay in the implementation of the Unit4 product, the additional cost to the Council, and what could have been done to avoid this outcome, with the benefit of hindsight.

10. This report identifies the key issues that emerged from the Group's witness sessions as the priority factors behind the delay and additional cost to the council, plus a set of conclusions and recommendations for Surrey County

Council to consider for future programmes and projects, regardless of size and complexity. These are also intended to benefit other local authorities intending to implement new ERP systems or approaching programmes of a similar scale and complexity.

Executive Summary

I. **The witnesses all attested to the complexity and difficulty of delivering this programme. Surrey County Council's ability to succeed in having the system 'go live' despite this, and in the face of many failures by other local authorities in the sector, should be recognised as a significant achievement, despite its difficulties.**

II. **The group was struck by the dedication and commitment of those working on the project, both in the council and at the suppliers, within both Embridge and Unit4, whose tenacity, resolve and leadership drove this difficult programme to conclusion. That it took its toll on the wellbeing of many staff is noted, and the Group puts on record its appreciation of the clear effort and commitment that was displayed on all sides under severe pressure, proving critical to achieving 'go live' in June 2023.**

III. **The DB&I programme suffered a large increase in budget, with an end cost to the Council of £27.9m against an initial budget of £16.6m. 'Go-live' was originally intended for December 2021 and eventually achieved in June 2023, some 18 months behind the original target date. Delays to the programme have had negative impacts on staff, partners and on the council's reputation, and there have been a significant number of problems to resolve after project implementation, particularly in Payroll. Additional technical and '*business-as-usual*' support to manage these issues has been required, incurring significant additional cost to the council.**

IV. **The Group's conclusions with respect to why the programme ran late and over-budget can be summarised as follows:**

- **The overall <u>complexity</u> of the programme was underestimated, and an unrealistic timeline of 15 months, set at the beginning of the project, proved damaging.**

- **A lack of <u>business readiness</u> across certain council functions made delivery of the new ERP system in 'vanilla', unmodified form difficult, creating greater problems in Payroll, HR and schools as the project developed. The absence of this readiness was demonstrated in the poor understandings of the '*as is*' processes that were already in place, data processes and quality, and the business requirements of different council services and teams. One interviewee expressed this by**

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referring to the council's unpreparedness for change as "…the council failing the project."

- **The Covid-19 pandemic played a significant part in the project's difficulties, particularly as user engagement was made much more difficult by extended periods of unprecedented remote working adopted by all parties. This had a material impact on the volume of late change requests submitted during the *Design* and *Build* phases of the project, which undermined the programme in its later stages.**

- **In hindsight, the programme was driven too greatly from a '*technology perspective'* rather than one centred on business transformation, with insufficient focus and ownership by leadership of the significant behavioural change required to adapt to the new ways of working imposed by the new ERP system, specifically the adoption of a self-service model.**

- **The *fixed-price* nature of the contract proved problematic. While the council had decided to procure on this basis, it arguably drove commercial considerations which fuelled an overoptimistic approach and disincentivised early and effective replanning to take account of complexities as they arose. An alternative or hybrid approach to contracting may have been beneficial in driving more constructive behaviours, but instead the project was locked into less effective working by aspirational dates rather than achievable ones.**

- **Community schools should have received more focus through dedicated workstreams, especially in communications and engagements, to have better facilitated a deeper understanding of their requirements and infrastructure limitations at the outset. The decision to exclude academies and multi-academy trusts from the project was correct, but taken too late.**

Project complexity & achievability of implementation timeline

V. **At the heart of the delay and overspend of this programme is the fact that the overall complexity of the project was not fully appreciated by any party at the project's outset, or reflected in the original implementation timeline and expectation of 15 months**. This ultimately proved unrealistic and damaging, with more time required to attend to complexities as they came to light throughout the project. Witnesses universally attested to the fact that, with hindsight, the project was always going to require more time and money than originally envisaged, as unrealistic implementation expectations formulated at

the outset and collectively adhered to throughout damaged stage control[4] measures. This resulted in a tendency to progress through programme stages with issues unresolved, and to run core project stages concurrently.

VI. **The commitment of the programme board, programme team and implementation partner to keep the programme on track and in-line with the original timeline and budget, while to be commended, resulted in the continuation of the project despite significant problems mounting. This led to 3 missed 'go-live' dates and contributed significantly to 'user fatigue', which led in turn to a lack of focus on business readiness and user preparations for transition.** The *SAP* contract's expiry deadline and the consequent need to replace a system approaching obsolescence were driving factors. The political context no doubt also played its part, with all stakeholders conscious of the potential politicisation and public nature of any perceived failure. However, in hindsight, a more cautious approach would have been beneficial, with more realistic expectations set earlier once the scale of the challenge was clear. It should be noted that this would also have led to an extended programme timeline and cost which may, to some extent, be inevitable.

Business Readiness:

VII. **Business readiness emerged as the key issue which could have made a material difference to the time required to complete the project and its eventual cost**. The lack of understanding at the outset of the way the Council was using *SAP*, the weaknesses in its internal processes and the underlying data were key factors in the complexities that arose, the numbers of change requests made and, ultimately, why the programme ran late and over budget as myriad problems (notably with Payroll) became apparent throughout the programme and had to be addressed. Witnesses highlighted a good understanding of the '*as is*' position, as well as any weaknesses in existing functions and operations, as an essential pre-requisite to commencing a programme of this size and being able to set realistic implementation expectations at the outset. This can be achieved through thorough '*Target State'* versus '*Current State'* analyses, and utilisation of a 'Phase Zero' roll-out that undertakes a full audit of business readiness as part of a pre-procurement exercise.

VIII. **Future projects of a certain scale and complexity should only be undertaken after a robust business readiness assessment to test the 'health' of the affected services' functions, as a prerequisite.** This will allow for the effective resolution of issues ahead of project initiation or permit them to be fully factored into the implementation plan, while any that continue to affect implementation are better owned and understood by leadership in the

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[4] Procedures to ensure that the different stages, or 'phases', of a project are only exited and entered at the appropriate time, usually only after the satisfaction of a number of pre-agreed entry or exit criteria.

Programme Board, better facilitating challenge of unrealistic targets and timelines.

Covid and User engagement

IX. **Covid was another key factor in the difficulties and delays experienced with the programme.** Witnesses highlighted the difficulties of delivering such a programme in the context of a prolonged period of mass home-working, to which people were not yet accustomed. This affected the level of user engagement during system development, particularly during the *integrated systems testing* phase, where knowledge transfer to council staff was vital and likely greatly reduced. The likelihood of staff working uncommunicatively in disconnected 'silos' therefore increased.

X. Lack of engagement at this phase of the project meant that real learning and knowledge transfer on the part of users only started in earnest with *User Acceptance Testing* (UAT) in July 2021. Seven rounds of UAT would eventually be requested, reflecting the lack of early staff exposure and engagement with the system, and which contributed to the delays. Earlier user engagement might also have mitigated the large numbers of change requests which were submitted in the later stages of the project, particularly in relation to HR, Payroll, and schools, and which became increasingly difficult to manage. The contract specification required that the Integrated Systems Testing would be carried out by the supplier, likely exacerbating the low degree of user engagement and collaboration that arose from the pandemic restrictions.

Behavioural change

XI. The programme was too greatly driven from an '*IT and technological*' perspective, with insufficient focus on, and ownership of, the requisite behavioural change - more work should therefore have been undertaken to educate and support staff in how the processes performed in their role would change. The move from *SAP* to a 'software-as-a-service' tool like *MySurrey* represented a transformational shift in ways of working for all end users, as the new system did not simply just appear different but is based on fundamentally different principles of design and operation. The enormity of the changes that this would impose on the organisation was not adequately communicated to staff, and sufficient recognition and ownership of this was not present among senior management. While a lot of training was undertaken in the earlier project stages, later project replans meant that training and engagement lost accuracy and relevance by the time of implementation, exacerbating problems after 'go-live'.

Mitigating factors

XII. These conclusions should be balanced against several important contextual factors. The evidence gathered demonstrates that many of the procurement and programme management structures and methodologies put in place were sound. *MySurrey* benefitted from a clear and robust management structure, staffed with experienced senior officers that engaged in thorough work informed by comprehensive reports. The supplier emphasised the high standard, quality and thoroughness of the Surrey County Council procurement process, which was compliant with best practice, with a clear and thorough requirements specification. While this work to understand the requirements of a new system in the corporate structure was comprehensive, it is clear that the understanding of the processes in place at the time, and the degree of manual adjustment and customisation that these relied on, was lacking.

Key Recommendations

XIII. The Task Group's <u>priority recommendations</u> most relevant to local authorities undertaking a project of similar scale or complexity are:

 I. **A robust <u>business readiness assessment</u> to test the functional services' capacity to receive any new system should be a prerequisite of any other programme of this scale or complexity, with weaknesses ideally addressed in advance or, if not, factored fully into the implementation plan, thus <u>enabling a realistic implementation timeline to be set</u>.**

 II. **Ensure that there are <u>stronger links between board representatives and their service users</u> to deliver a better understanding of service weaknesses and issues at leadership and Programme Board level. This can be achieved by implementing clear workstreams and sub-boards, chaired by Board Member service leads, for resolving in-function issues. This would help mitigate the risk of disconnection and over-optimism among Board members concerning challenges faced and the likelihood of meeting deadlines.**

 III. **Greater focus should be given to the <u>behavioural change</u> aspects of implementing new systems and the impacts on users who may be required to work in new ways, ensuring the provision of more, better-timed training, education and support for staff.**

 IV. **Ensure that the council has sufficient leadership capacity to manage a programme of this scale and complexity by appointing a <u>full-time senior responsible owner (SRO)</u> within the organisation to work alongside the Programme Director. This should be a distinct, full-time senior leadership role for an experienced individual at the level of council leadership and should not be performed by someone with**

other significant time commitments. This role should work closely with the Programme Director to provide strategic direction, helping the Director to focus on managing and directing the programme itself, while the SRO engages with senior leadership and helps to ensure adequate resourcing and ownership among management.

The following section provides further detail of the key issues that emerged which underpin these conclusions and recommendations. More detailed recommendations are set out later in the report.

Key issues emerging from witness sessions

A. ACHIEVABILITY OF IMPLEMENTATION TIMELINE

11. The *MySurrey* project was begun in earnest in 2019, after an Outline Business Case was submitted to Cabinet on 29 October in response to learning that the predecessor system would no longer be supported beyond 2025. In order to protect the council's core Finance, HR, Payroll and Procurement functions, the search for a replacement began and the costing of various options resulted in the Full Business Case reaching Cabinet in July 2020. After a bidding process that alighted on the self-service Software-as-a-Solution (SaaS) system offered by Unit4 and Embridge as the best option for the council's requirements, those partners joined the Programme Board in September 2020.

12. As realisation of the project was then embarked upon, a provisional implementation timeline of 15 months was worked to. This originated in pre-procurement and strategic options appraisal (SOA) advice provided by a company named Moore Stephens Insight, whose services were procured to

provide specialist advice on implementation of a project of this size. While such a timeline was technologically possible, the 15-month target has been widely identified in this review as unrealistic and unachievable for an authority of such a size and complexity as Surrey, and may therefore have been damaging to the work of those involved.

13. While technically possible, it is important to note that the key determinants of realising a project of this scale were business readiness, staffing changes and the readiness of the user community, and the unpredictable effects of the Covid-19 pandemic. Given that the council was also intending to provide an ERP solution to hundreds of schools at this stage of the project, a 15-month timeline now appears unlikely to have been achievable. Experience across the sector demonstrates that this was a highly optimistic timeline and assumed that there would be very little difficulty in implementation, hypercare, and ongoing support. While SCC was following the advice that it received at the time, it should now be emphasised that projects of this size and complexity are unlikely to be able to be completed in such a time frame. **We would hope that this knowledge has now been fully appreciated throughout the local government sector, after numerous high-profile failures by local authorities – some on ERP replacement projects - that have been more reputationally and financially damaging than our own overrun implementation.**

14. It should be emphasised that the 15-month timeframe was driven by the *SAP* contract expiry deadline and the fact that the old system would soon cease to be supported. The final 'go live' date of 6 June 2023 was determined by a number of factors, including the imminent decommissioning of *SAP* and the fact that the platform was becoming unstable, with Surrey County Council working increasingly at risk.

B. LACK OF BUSINESS READINESS

15. The council's business readiness at the inception of the project was one of the themes identified most prominently throughout this task group's research and witness sessions. The group identifies this as a key weakness and contributory reason for the project not meeting its original timeline.

16. It is important to recognise the well-structured, energetic and professional nature of the project throughout its course, which was one marked by a positive engagement and desire for change within the leadership. This benefitted from a well-structured management apparatus staffed by experienced senior officers employing a robust programme management methodology. Nevertheless, it appears that several key steps to prepare Surrey for a change of the scale of an ERP replacement had not been accomplished. These include:

   a. Gaining an understanding of the scale of work involved and the project's potential risk;
   b. A survey of the variety of processes and capabilities of infrastructure within schools and MATs (multi-academy trusts);

    c. Gaining an understanding of the range of bespoke customisation to which *SAP* had been subjected, and on which core business functions relied;

    d. Appropriate & accurate user training and involvement of subject matter expertise in the process; and

    e. Measures to improve data 'cleanliness', migration procedures, and ownership.

17. Some of these areas are examined in greater detail in their dedicated sections, but all contributed to an atmosphere of organisational unpreparedness that would prove damaging to an authority embarking on a project of the scale of replacing an ERP system. This was despite the hard work of everyone involved initially to deliver the project on time and to cost, as well as that of those who arrived on the Programme Board later in the project with the aim of recovering the project after 'go-live' dates had been missed.

18. The most resounding consensus of this Group and of all those spoken to for this review is that business readiness was the area of the project that would most have benefitted from being addressed beforehand. Witnesses noted that extensive process mapping was undertaken for each functional area during the *Design* phase, in accordance with normal project management practice. These helped to build an understanding of what would be required of the new ERP product, though many of the core functions that the system would perform were easily theorised given that many of them were already extant core HR and Finance functions performed by the *SAP* predecessor system.

19. Witnesses indicated that further detailed mapping of existing *SAP* functions and processes would have had limited benefit, but accepted that this work had not resulted in a sufficient understanding at management level of the *SAP* 'workarounds' that were in place, and that a different sort of assessment would have brought this to light. Evidence gathered pointed to the clear need for an assessment of the 'health' of the functions to be affected (HR, Payroll, Finance, Procurement, Purchasing, Pensions) in advance so that high-risk or poorly performing areas could be identified with weaknesses addressed in advance where possible, or if not, factored fully into the implementation plan.

20. One area where a service's pre-existing operational issues would come to light later was in Business Operations, specifically in Payroll, where there were pre-existing concerns and issues with the delivery of a fully accurate service under the legacy *SAP* system. Foreknowledge of the deep-seated issues here would have helped the Programme Board better plan the implementation of the new solution by giving them the opportunity to account for this in their implementation timeline. Instead, the challenges facing Payroll remained unknown for some time, and processing backlogs that were later discovered would further hamper implementation. This is an example of an area where it was less the new solution or factors surrounding its implementation as such, but pre-existing business practices, processes and systems that were injurious to the delivery of the project. This therefore offers a key example of the effects that the lack of appropriate levels of business readiness had on project delivery.

21. Since implementation of *MySurrey*, a 'payroll improvement plan' has been initiated. This was previously discussed but not implemented. With hindsight, this plan should have been undertaken prior to the implementation of a new ERP system and would have had a significant impact in minimising disruption.

Recommendations:

- **Recommendation: A robust <u>business readiness assessment</u> to test the functional services' capacity to receive any new system should be a prerequisite of any other programme of this scale or complexity, with weaknesses ideally addressed in advance or, if not, factored fully into the implementation plan, thus enabling a <u>realistic implementation timeline to be set</u>.**

C. ISSUES ARISING WITH PROGRAMME MANAGEMENT

Context

22. Evidence gathered has demonstrated that many of the procurement and programme management processes, structures and methodologies put in place were sound and followed best practice. Investment was made in securing programme management expertise and a highly capable programme director with extensive experience in delivering highly complex projects was appointed. The Council put in place an experienced programme team that undertook regular reporting to the Programme Board which included use of 'RAG'-rated[5] reporting to grade areas by level of concern. Despite the extensive programme management structures in place however, the group identified concerns in several areas of programme management.

Lack of Stage Control

23. As was dictated by best practice in an ERP replacement project of this scale, an implementation timeline was created, which divided the project's entire span into discrete stages. This is reproduced below:

DB&I Initial Programme Plan

Source: Project Initiation Document approved by Board October 2020. Shows Phase 2 (ERP comprising Finance, Procurement, Hr & Payroll) only

Mobilise	Design			Build			Test						Implement		Hypercare	
Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22

Mobilise	Phase 2 Design	Phase 2 Build	Integrated System Testing	User Acceptance Testing	Implement	Hypercare
				3 x Payroll Parallel Runs		
					Planned Go-Live 01/12/2021	

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[5] 'RAG', or 'Red, Amber, Green' ratings are a project management tool that grade areas of concern and corresponding actions according to a three-tiered traffic light system, with 'Green' signifying least concern, and 'Red' denoting the need for immediate action.

24. As can be seen in the above diagram, this initial plan foresaw the different stages of the project as running consecutively with no overlap. As pressures mounted over the course of the project, interviewees concurred that the discipline of managing this stage control was weakened, leading to instances of different phases being run *concurrently* in an attempt to save time and increase the chance of successful delivery to the planned 'go live' date.

25. This was seen in the work surrounding HR transactional processes, where issues with the solution's design were recognised in the *Build* phase, necessitating that the *Design* phase be returned to so that issues could be addressed. Delivery pressure and time constraints resulted in a view that there was too little time to pause the *Build* work and return solely to the *Design* phase in the usual manner of running project phases without overlap. Maintaining pace was therefore felt to be paramount, and the Programme Board allowed *Design* work to continue into the *Build* and subsequent *Test* phases, with the agreement of the implementation partner, resulting in some functions completing the *Test* phase while others were still in *Design*. As the Programme Board moved from rating the programme 'Green' in June 2021, through 'Amber', before reaching a 'Red' rating in November 2021, this simultaneous running of different core project phases would become a defining feature, and one which the work of this Task Group has revealed as particularly injurious.

26. It is understandable that the Board would consider making this decision in the face of such mounting pressures to deliver a project implicating vital core business functions, though it is important that the consequences of this decision are fully understood.

Testing regime

27. One area impacted was testing. With some functions arriving for testing while others were being retroactively rebuilt and/or redesigned, normal testing regimes could not be embarked upon without selective adaptation. This confused the overall integrity of the testing process, and made delivery of a fully tested product very difficult given the volume of redesigns that had to be accommodated. Experience after the successful 'go live' in June 2023 shows that, despite the extensive testing activity that took place, testing did not identify large numbers of issues and problems that have subsequently become apparent and which have necessitated significant additional technical and helpdesk support at further cost to the Council.

28. Concern about the number of change requests appears to have been first expressed in the Board's reports in July 2021, before it was recognised in September 2021 that delays in the *Design* phase were hampering the ability to begin user acceptance testing, leading to delay.

29. The first move to a '*Red*' RAG-rating by the Board in November 2021 occurred alongside acknowledgement that test cycles 3 & 4 were overlapping, with the latter cycle starting late. This began the period of recognition by the Board of significant risk to the project's delivery, with a period of consistent *Red* and *Amber* ratings that ran through to October 2022, a period which saw test cycles

begin to commence late, tests delayed to subsequent cycles and reports of higher volumes of issues. The fact that the most acute period of the project's difficulty was characterised by this breakdown in stage control demonstrates the defining impact that this trend had on the project.

Impact on Training

30. Training was also affected by redesigns and unclear stage control. Provision of training to *MySurrey* end user staff was built into the original project timeline, with a training approach approved at the 6 April 2021 Board meeting, despite the fact that an update to the Resources & Performance Select Committee meeting of 18 March 2021 acknowledged that preparation for training and development of training materials still needed to be undertaken. The same report notes that training materials would be developed simultaneous to the training needs of the end user community being analysed.

31. This may further indicate a somewhat inappropriate optimism concerning the course of the project and the likelihood that key preparations would encounter challenge, as was noted earlier. Despite this, the key issue with the effectiveness of training has been identified as the impact of the aforementioned redesigns. While user training programs began delivery in June 2021, system redesigns meant that training became irrelevant or incorrect, as the system on which staff were being trained was still undergoing fundamental alteration. Witnesses spoken with for this review have voiced strong consensus that this was a key factor in limiting user engagement, as users' familiarisation was made much more difficult by that fact that familiarisation with the end-system was near impossible until it was finished, late in the project's timeline. With a high volume of change requests leading to a considerable degree of system alteration through late 2021 and early 2022, even system programmers working in the *Design* and *Build* stages had difficulty gaining a clear visualisation as to how any given process would work. Reports suggest that the council's delays in finalising the '*to-be*' processes, especially in certain HR processes, exacerbated these issues and caused additional frustration among users.

32. In addition, the mounting pressures on the project meant that training resources could not be adequately prepared and any training given to users lost accuracy as the system was changed. This resulted in staff being inadequately prepared for the system that they would be expected to use, with the training sessions eventually implemented far behind schedule after redesigns ceased. Taken alongside the scepticism among the user community after several missed 'go-live' dates, issues with wider user engagement and fatigue among many involved in the project, the absence of a robust training offer exaggerated issues with a user readiness that was already below that required.

33. It is important to recognise the challenging set of circumstances in which both the council and the suppliers found themselves working, and to commend both Unit4 and Embridge for agreeing to make extensive alterations to the system at such a stage in the programme. Naturally, however, this course would not have been chosen at the outset by either party, both of which were aware of the importance of disciplined stage control procedures. An October 2020

Programme Update report to the Resources and Performance Select Committee states:

> i. *"The supplier's project approach comprises a series of stages for managing the implementation with controlled progression between each stage using governance gateways.*
>
> ii. *At each gateway the council will need to confirm that the agreed exit criteria, for example completion of key deliverables or satisfactory performance during testing, have been met before the project can progress to the next stage.*
>
> iii. *This will ensure that robust governance control is in place over delivery **and that a project stage cannot be started until all key deliverables from a preceding stage have been completed to the council's satisfaction**."*

34. Other contemporaneous reports from earlier in the project clearly demonstrate that all parties were aware of the importance of disciplined stage control to ensure that key project stages were run consecutively. Nevertheless, the decision was eventually taken to allow project stages to run concurrently. This is not entirely unprecedented, and multiple interviewees noted that they had previous experience from other projects of this being done when appropriately dictated by a risk-weighing exercise. Witnesses highlighted that it was not uncommon to take a risk-based approach and for some incomplete actions, not considered to be on the critical path, to be carried forward in order to maintain the momentum of a project. Given the delays resulting from the requested redesigns, Unit4 and Embridge were faced with a choice between refusing the council's requests for redesign, acceding to the requests while running the project in the original way and thus replying to the council with a much-extended project timeline, or responding to the time pressure by attempting to run key stages simultaneously. Eventually the volume of changes requested became unmanageable and a decision had to be taken to stop and 're-baseline' the project.

Late Change Requests

35. Witnesses attested to the fact that the large numbers of change requests made late in the process reflected a lack of quality user engagement early on, in part due to the restrictions of the Covid-19 pandemic and remote working, but also due to contract specifications that required Integrated Acceptance Testing to be supplier-led. This disincentivised meaningful engagement with design at a key stage which, with hindsight, proved a mistake.

36. The large number of late change requests made and the decisions to accommodate them by relaxing the principles of stage control was ultimately deleterious to the project and the authority. However, these decisions were made pragmatically to maintain momentum towards 'go-live', with the ultimate aim of delivering a complex and essential project on time. Stakeholders noted that changes could have been refused but that this would have incurred additional time and cost.

Pressures of a political environment

37. It is useful to make reference here to another pressure that likely contributed to the feeling that the project must continue in the face of mounting pressures and risks, namely the unique pressures of operating in the political and democratic environment of a local authority. While a private enterprise would naturally also be averse to missing delivery and budgetary targets, a public body such as Surrey County Council bears a greater risk of reputational harm, either from press coverage of the issues with such a project in their own right, or from publicity in response to attendant political discussions in the open forum of council meetings. The possibility that this may encourage inappropriate reactions to programme risk should be considered for future projects.

Recommendations:

- **Recommendation: Future projects should employ <u>greater discipline in stage control,</u> even where there may be time/cost impact.**

- **Recommendation: The Council must ensure that <u>robust testing strategies</u> are in place for all projects that require them, ensuring strong environment and data management practices are in place to support this. Testing of new systems, processes and products should not be exclusively supplier-led, benefitting from heavy participation and design by council officers.**

- **Recommendation: The council should make available <u>independent assurance and monitoring of stage control procedures (in projects of any size, if deemed necessary)</u> by a third party (or possibly Internal Audit) to ensure projects have met all relevant entry and exit criteria before progressing to another project stage along their critical path, and to support the programme team and board in making good stage control decisions.**

- **Recommendation: The council's Transformation Support Unit should review existing protocols around effective *testing regimes, programme stage control,* and *environment management,* and make recommendations to the Resources & Performance Select Committee to help address the issues that occurred in this project and best ensure they do not reoccur in future council projects.**

- **Recommendation**: **Local authorities approaching ERP implementation programmes should secure <u>in-house ERP knowledge</u> of the target system to improve internal understanding of the product, promote understanding of the issues, support effective decision-making and aid in anticipation of any issues.**

D. ISSUES ARISING WITH LEADERSHIP AND GOVERNANCE

38. The governance model employed throughout the programme was adopted upon agreement by the DB&I Strategic Programme Board in 2020 and prescribed a Programme Board chaired by the Executive Director of Resources as the Programme Sponsor. It included senior management representation from all key corporate areas, and the typically monthly meetings were well attended, with structured agendas, actions recorded and delegated, and progress tracked.

Links between the Programme Board and Service Users

39. The adoption of this structure was well managed and scrutinised, though there are several ways in which the governance arrangements could have better benefited the project. A strongly emerging theme of this review is that stronger and more formalised links between the Programme Board and Subject Matter Experts (SMEs) would have been beneficial, allowing the senior management representatives on the Board to gain a deeper and more complete understanding of the challenges that the project would encounter. While the Highlight Reports received by the Programme Board carefully tracked the project's milestones, risks and issues, it appears that there were some points that did not appear in these reports, despite being ideal for inclusion. It may be the case that the more granular or operationally nuanced issues of which SMEs would have been aware did not appear on these reports as those staff lacked a forum with which to share them with Board members. It should be noted that a greater variety of meetings were arranged as the project progressed, such as the updates on one functional workstream at each meeting (included in Board meetings from Autumn 2021), and the weekly meetings arranged by the Chief Information Officer with his team and the Programme Director once concern with project progress increased. Various interviewees chorused the strength of holding a greater number of more informal meetings, a practice that was adopted later in the project.

40. This demonstrates that the project's leadership were responsive in meeting governance challenges as they became apparent, though having these arrangements in place at inception can now be identified as better practice. This could be pursued through the implementation of formal workstream boards within the governance structure, as other organisations have employed in ERP implementation projects. These can be chaired by a Board representative and attended by SMEs and other Programme Team colleagues, as well as the suppliers, helping to engender proper responsibility and accountability for issues by a Programme Board representative, relieving the reliance on the Programme Team for reporting of all operational issues, and formalising the structure for communication and resolution of issues. The incorporation of expert understandings that this model helps to facilitate would be more likely to detect

and resolve some of the operational issues that affected the *MySurrey* programme, such as the operational issues with Payroll, backlogs in that department, and the concerns of schools' staff in how the new system would work for them.

41. The absence of these linkages between subject matter experts and members of the Programme Board therefore contributed to an atmosphere in which certain key issues, such as those listed above, went unresolved. This aspect of the governance structure may therefore have contributed to a degree of optimism about the nature and number of problems which the project was likely to encounter, thereby falsely inflating the Programme Team's understanding of the likelihood of meeting deadlines and thus affecting their reports to the Programme Board.

Board ownership of the vision and of driving the behavioural change required

42. The Board continued to hold meetings with structured agendas at regular intervals, with actions and issues taken away from each one, though the nature of the feedback of information from SMEs meant that they did not have sufficient sight of issues that would affect the project. This is also seen to have impacted the way in which the leadership took 'ownership' of the vision for the programme and communicated this to staff and users through messaging. While members of the Board understood the transformations that the usage of *MySurrey* would involve, there were areas of this which were sometimes not entirely understood by less senior staff members. This was observed in end user communities, such as the schools' staff who did not fully appreciate the changes that a self-service system like *MySurrey* would bring, and some of those working on the design, where attempts to influence the design in the direction of *SAP*-like systems were observed. There is a range of evidence which shows that it is likely that many staff did not fully understand the ways in which *MySurrey* was intended to be transformational, deliberately working very differently to the legacy system that it would replace.

43. The Advocacy Network of *MySurrey* end-user staff that was put in place has been recognised as a good example of best practice and what would be a key means of bringing members of that community along by communicating with users. Stronger links between users and the leadership, and stronger messaging from the leadership to the user community, should however be recommended. Such messaging would have allowed the Programme Board to clarify to users how different the system was intended to be and advise that users expect a self-service model that was profoundly different from the way of working to which they were accustomed. Proclaiming this in clear messaging earlier in the programme would have foreclosed certain issues before they emerged, allowing staff to raise and resolve concerns in a less problematic way. The lack of clarity on this issue appears to have allowed some staff, both users and those involved in design, to continue to believe that the manual adjustments and modifications to which *SAP* was regularly subjected would be possible with *MySurrey*. As this is not the case with an SaaS-type (Software-as-a-Service) ERP solution, it is a recognised feature of their implementation that an organisation's processes change to accommodate the functionality of the new ERP, acknowledged as follows in the July 2020 Full Business Case to Cabinet "*[..] to ensure the*

organisation's leadership fully sponsors this principle and the programme team has a clear mandate to drive and support the organisation through the change.". Training for Programme Board members as to the importance of engaging staff and providing ownership and leadership for change in this way is necessary in future projects.

44. It should be recognised that the governance structure of the project also had the challenge of adapting to the many difficult changes imposed by the Covid-19 pandemic, including acclimating to unprecedented remote working, as well as the strategic, political, process and cultural change that is inevitable in a local authority over such a long project timeline. These challenges may have made it difficult for Board members to take full ownership and offer total engagement to the project at certain times, with new working procedures and the turbulence of the pandemic meaning that diaries were regularly full and many services strained. Engagement and awareness were likely also impeded by the restriction on holding any in-person meetings, with all meetings taking place remotely due to national restrictions, which may also have been the reason that SCC and supplier programme managers for a time gave their updates to the Board separately, rather than collaboratively (though this was later changed). It is likely that hybrid meetings would be the default if the Programme Board were meeting today, with in-person attendance encouraged.

45. Generally, a sense emerged from witness sessions that Programme Board discipline was good but that Board level ownership of the issues arising and the work required to resolve them was lacking. A change did take place later in the programme with a notable shift amongst senior stakeholders from observing to owning the success of the project.

Reporting

46. The Task Group noted some changes in the ways in which the Programme Board received reports over the course of the project. Strengths of the initial reporting model were their regularity, the consistency of attendees in all parties, and comfort in discussing key issues directly – there are a wealth of Programme Board Highlight Reports from each year of the project, all of which include trackers closely following risks, issues and dependencies. This reporting methodology is a robust one that was well-implemented by the Board from early in the process. Nevertheless, the unusual characteristics of this project meant that this style left the Board less well served as the project progressed. As the project began to encounter difficulties in 2021, replans and go-live dates would increase the pace of work and create an atmosphere in which confusion was more likely. By late 2022, this trend had developed such that hourly changes in programme fundamentals were common. This meant that drafting reports for Board meetings a number of weeks in advance became difficult, as the author would have no means of knowing how vital information would almost certainly change before then. While professional, thorough and high-quality Project Board reports were still produced during this period, interviewees noted that this tendency may have meant that reports took on something of a 'forecasting' role given the rate of change throughout the reporting cycle. This 'information-lag' aspect then went on to affect the reporting to other committees, meaning that

councillors may have been receiving information that would have benefitted from review at certain stages of the project.

47. This mode of reporting gave way to a method more reliant on weekly informal meetings that allowed the Board to be more agile and candid, in which it has been made clear that risks and issues were constantly under prudent discussion. Board members were engaged with individually before and outside of the meetings, which would then galvanise smaller meetings between senior officers and members of the Programme Team to discuss specific items '*RAG-rated'* as Amber or Red, and the mitigation path that would be used to provide a solution.

Leadership capacity

48. Irrespective of the impositions of the Covid-19 pandemic, ensuring full and adequate resourcing of leadership is recommended for future projects. While those in governance roles were unquestionably dedicated to this project, ensuring those in these positions are best able to carry out their responsibilities is in the council's interest for all future projects - considering the provision of a separate full- or part-time Senior Responsible Officer role, separate from the Programme Director, for future projects for which it is appropriate is therefore advised. Alongside the inclusion of Workstream Boards to better benefit from the knowledge of SMEs and ensuring greater 'ownership' of the programme's purpose and vision at all levels of the organisation, this provision will help in ensuring projects' leadership and governance arrangements are best facilitated.

The role of the Cabinet Member

49. The Cabinet member with executive responsibility for the project received regular updates from the Programme Sponsor and the Executive Director for Finance & Corporate Services, but was not a member of the Programme Board or party to Board discussions. This meant that while democratically responsible and accountable for implementation of the system and for answering to Council on progress or requests for additional funds, the Cabinet Member had little direct control over the project and associated 'stage-gate' decisions. Ensuring that the lead Cabinet Member is adequately involved and briefed is recommended for futures projects. It is vital that those with democratic accountability have sufficient visibility and detailed knowledge of the issues to provide constructive challenge and influence outcomes. Officers must be encouraged to provide realistic, not over-optimistic, reports to Cabinet member leads.

<u>***Recommendations***</u>

- **Recommendation: Ensure that the council has sufficient leadership capacity to manage a programme of this scale and complexity by appointing a full-time senior responsible owner (SRO) within the organisation to work alongside the Programme Director. This should be a distinct, full-time senior leadership role for an experienced individual at the level of council leadership, and should not be performed by someone with significant other time commitments. This role should work closely with the Programme Director to provide strategic direction, helping the Director to**

focus on managing and directing the programme itself while the SRO engages with senior leadership and helps to ensure adequate resourcing and ownership among management.

- **Recommendation: Ensure that there are <u>stronger links between board representatives and their service users</u> to deliver a better understanding of service weaknesses and issues at leadership and Programme Board level. This can be achieved by implementing clear workstreams and sub-boards, chaired by Board Member service leads, for resolving in-function issues. This would help mitigate the risk of disconnection and over-optimism among Board members concerning challenges faced and the likelihood of meeting deadlines.**

- **Recommendation: Quality stakeholder engagement and leadership are required to enable effective delivery of programmes of this scale, as well as the associated behavioural change. The council should provide <u>training for Programme Board members</u> on the importance of staff engagement and providing effective ownership and leadership for change when undertaking change programmes.**

- **Recommendation: <u>Lead Cabinet Members</u> should have routine access to copies of all relevant Programme Board papers, updates, schedules, proposed decisions, and any other relevant materials. The task group discussed the benefits of inviting the Cabinet Member to attend meetings of the Programme Board *ex-officio,* as an observer, to ensure full visibility of the project. This may have unproductive outcomes on the dynamics of these meetings and won't lead to improvements in this area. As a suggested improvement we recommend that the Lead Cabinet Member is consulted at each critical gate/stage in the programme to ensure full visibility and is included as part of that decision-making process.**

E. USER ENGAGEMENT

50. The *MySurrey* project was a large and transformational undertaking, intended to alter how people worked across many different areas of the council to best pursue efficiency across core council functions, rather than simply amounting to the installation of a new piece of software. The significance of such a piece of work is considerable; an organisation must effectively communicate the scale of such a decision to its employees. This therefore necessitates thorough and well-executed user engagement be carried out throughout such projects.

51. Evidence provided to this review highlighted that good structures and plans for user engagement and change management were in place at the outset - the Advocacy Network of *MySurrey* end-user staff being a prime example of best practice. Nevertheless, witnesses were also agreed that more could have been done with communications and training and that, although a lot of training was undertaken, the project replans created a significant discrepancy between material provided at training and the reality once the system was operational, with insufficient focus on user engagement and change management in the later

stage of the programme, when the priority became resolving outstanding technical issues. In hindsight, more attention was needed on these preparations at Board level. Greater focus would have benefitted work surrounding the preparedness of the user-community throughout the duration of the programme, and particularly towards the end.

52. Consensus emerged among those interviewed throughout this review that there was something of a resistance to change among certain parts of the user community, with many staff reluctant to adopt an ERP solution that required such a degree of change to working practices. End user staff often felt a lack of consultation in the process. The poor engagement in such a vital piece of work likely engendered a sense of resistance among some end-user staff, the unstraightforward implementation contributing to lower user awareness and acceptance, therefore reducing the robustness of the processes of core business functions.

53. While communications to schools will be elaborated on at greater length in section H, it should be noted here that communications with schools were particularly at issue. More could have been done to proactively engage with representatives from community schools, academies and MATs to capture their business requirements, take account of their concerns and communicate changes to the implementation timeline.

54. In addition, it appears that end-user engagement in the early design phases and during integrated acceptance testing was mixed, in part due to the remote nature of working during this phase, and in partl due to contractual stipulations that this phase should be supplier-led. It has been suggested that this approach did not encourage optimal user engagement and collaboration which resulted in a lost opportunity for early user engagement and familiarisation with the developing system. The lack of engagement with key stakeholders among staff also went on to impact integrated system testing, as certain key staff were unavailable for 'build walkthroughs'.

<u>Recommendations:</u>

Recommendation: Greater focus should be given to the <u>behavioural change</u> aspects of implementing new systems and the impacts on users who may be required to work in new ways, ensuring the provision of more, better-timed training, education and support for staff.

Recommendation: Ensure that <u>effective user engagement centred on all relevant users and clients </u>begins at the outset of the design process, and that the contract model encourages constructive collaboration and involvement from an early stage of the project. This should include key project stages being led by the appropriate participant, with effective knowledge transfer to the council reinforced by collegiate working.

F. IT & TECHNICAL

55. While the purview of this report is intended to be much wider than solely the technical aspects of the project, several technical matters have been identified by the Task Group's work.

Data

56. The group's research has identified considerable evidence that the council was beset by a number of data management issues prior to the commencement of the *MySurrey* project, and likely underestimated the difficulty and scale of the data migration that the project would mandate. While data migration formed a dedicated project workstream from the beginning, it appears that these measures were insufficient to fully reckon with the scale of this task.

57. Data 'cleanliness' and 'ownership' were categorised as problematic – it was not uncommon for the legacy *SAP* system to be populated by sometimes poor-quality data, or data of unknown ownership. In these instances, the databases would have benefitted from thorough and rigorous data 'cleansing' before the outset of the project as this would have streamlined the migration process, saving time and staff resource. In reality, gaps in this process were worsened by confusion surrounding ownership.

58. As aforementioned, the volume of data within *SAP* that would require migration was also a highly impactful factor. *SAP's* decade and a half of daily usage meant that the system was populated by an overwhelmingly vast array of data, some of which would most appropriately be scheduled for archiving or deletion, rather than whole cloth migration to *MySurrey*. This necessitated a great deal of work to map data and identify how it should be treated, as well as to understand how it would be migrated onto a new system where, for example, data capture forms[6] were differently formatted and bore different fields. There were also instances where data were held in fundamentally different ways by the two systems – such as concerning staff with multiple employments – which also contributed to increased confusion and difficulty.

59. It has been recognised that the data migration aspect of many projects is often challenging, with other authorities encountering issues in this field. From this, the Task Group took an understanding that data ownership practices should be improved to better solve pre-existing data problems, and should consider pre-programme data cleansing before undertakings where data will be handled, stored or used, in addition to considering the widespread usage of specialist data extraction tools (such as Avature) at the authority. All of these could aid the timely data migration that would have benefitted the *MySurrey* project. Contractual arrangements should also be considered here, as responsibilities for data migration and associated areas being clearly delineated and assigned to a

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[6] A form as may be filled out by a user and populated by different fields, such as 'Name', 'Age', &c.

specific party in the contract could be another vital way of preventing compromise to this important area in future projects.

60. An Internal Audit report completed in 2021 identified some of these issues and specified some objectives to best help improve the council's data practices. Actions were identified for each area of concern, set alongside named responsible officers and target implementation dates. While it was beneficial that these were accurately identified by the council's audit function, the future trajectory of the *MySurrey* project appears to show that these were not sufficiently embedded. Although Internal Audit continued to be involved over the length of the project and to raise concerns on these issues, they were to some extent auditing a 'moving target', including processes that had not been fully established or agreed.

61. This report also raised concern regarding the fact that the procedures listed in the Business Requirements Solution Design Documents would result in the council knowingly holding incorrect personal data within *MySurrey* and thus being in breach of GDPR. The Group therefore also makes a recommendation intended to address this area and ensure optimum compliance for future projects.

Recommendations

- **Recommendation: The council should ensure <u>thorough and rigorous data 'cleansing'</u> to streamline the migration process, saving time and staff resource, before the outset of future projects and programmes. This is also recommended for other local authorities approaching ERP implementation programmes.**

- **Recommendation: The council is recommended to engage in work to <u>audit and record the ownership of data more widely</u>, with some degree of sampling or 'dip testing' undertaken to test data management processes and the operational ability of related functions. Review of how these will interface with data migration procedures should also be carried out.**

- **Recommendation: GDPR and data governance requirements must be considered and engaged at early project stages.**

G. CONTRACT

Fixed-price v time-and-materials

62. The council entered into a fixed-price contract with Unit4 to replace the *SAP* ERP system. This is typically what would be advised in such a scenario, as a fixed-price contract allows pre-agreement of payment conditions and eliminates an element of risk. No local authority would be well advised to enter into a 'time-and-materials' contract for such a piece of work, as this would place a great deal of financial risk with the council because it would be liable to pay a supplier's

costs even in the event of severe overruns, though these models do confer useful agility to the contractor. Fixed-price contracts are thus recommended for work of this scale, with remunerations and implementation timelines agreed in advance.

Prescription of different options

63. Despite this, fixed-price contracting is not a perfect model, and is therefore subject to its own dynamics and limitations. While more likely to promote relatively fast and easy procurement, they can be more likely, in some situations, to engender oppositional or noncollegiate behaviour between client and contractor, particularly when a project arrives at difficulties or deadlines loom. Arriving at complex problems perhaps not prescribed in the original contract can also cause parties to expend valuable time in contractual discussion and negotiation, rather than designing the complex solutions to the problems that they have encountered. This may have helped foster a view among both parties that, at times, the other was not being optimally constructive or was failing to honour all parts of the contractual agreement.

64. There are a range of other options available outside of these two polar contractual models. Members of the Task Group discussed the consideration, when entering into projects on which a contractor must be engaged, of agreeing a hybrid model with fixed-price contracting for aspects of the work (such as, for instance, the design and implementation of a new software system to replace an old one) and agreeing a 'time-and-materials' contract for other aspects (such as post-implementation support arrangements, hypercare, &c.)

65. Another option would be to pursue the kind of arrangement seen in strategic partnerships, where a focus on equal partners engaging in collective problem-solving and building the relationship are key. These allow for a more sophisticated configuration that shares risk more equally, though developing such bespoke arrangements would be more time- and resource-intensive for each project, with a much longer process being necessary before the contract-award stage was reached.

66. The fixed-price nature of the contract clearly added strain to the council's relationship with its supplier, as complexities in the programme multiplied and were expected to be met and managed within the original budget and contract. Witnesses highlighted the inevitability of commercial strain in most such programmes. The considerable personal investment and dedication on all sides is noted by this group. Both sides attested to the importance of certain key relationships to achieving 'go-live' and, that despite inevitable periods of strain, they were ultimately able to collaborate successfully to achieve the objective.

Recommendations

- **Recommendation: The council should implement contracting procedures for new projects to ensure that the full range of different <u>contracting options</u> are considered before project initiation, including contracting**

different elements of work under different arrangements - such as limited *time-and-materials* contracting if deemed appropriate - in recognition of the fact that a hybrid contracting model is likely to encourage a more collaborative approach. These should complement the council's existing Procurement Strategy and Procurement Standing Orders in Part 5 of The Constitution of Surrey County Council.

H. SCHOOLS

Context

67. Surrey County Council had provided school payroll services to maintained schools, and as a traded service to some academies and MATs, prior to 30 May 2023, when Cabinet took the decision to exclude academies and MATs from this cohort and encourage them to seek their own payroll solutions.

68. This was decided in a context of reported issues with the pre-existing service. Market research conducted in the spring of 2022 demonstrated that only an approximate 30% of academies and MATs that responded to the survey described themselves as satisfied with the council's payroll service. Some of these dissatisfied academies and MATs were beginning to withdraw from the council's payroll traded service before the beginning of the ERP replacement project due to quality issues caused by insufficiently robust workstreams, discrepancies in service quality between maintained schools and academies/MATs, and low levels of engagement with the schools' community. The recognition of these concerns, alongside the knowledge that the *SAP* ERP would soon be out of support, can be seen as contributing to the desire for the council to protect and improve the service through procuring a new solution.

Communications

69. Communication began with community schools early in the project. Nevertheless, the limitations of the communications strategy emerged as a theme. It is recommended that implementing dedicated schools' communications workstreams would have been more beneficial. Greater resources and better co-ordination being dedicated to communicating directly with schools may have led to greater identification of issues by the Programme Board, meaning that earlier resolution of concerns around their specific needs, requirements and anxieties would have been more likely.

70. A consensus emerged in this group's research that schools' specific requirements were not adequately recognised, nor was their hesitation about usage of an ERP solution that employed a self-service model. As this self-service software model is significantly different from the previous *SAP* service that they were accustomed to after 15 years of usage, users in this group were understandably apprehensive. It appears that the communications strategy that the council employed did not help to address this hesitancy, exaggerating the sense in which schools felt ignored, lacking sufficient consultation on a significant change in process.

71. It was noted that schools working patterns became relevant here. Unlike the corporate body of the council, where the municipal and financial years are the most relevant frames for planning work throughout the year, the work of schools is built upon term dates, school holidays and exam periods. In the months and weeks before student exams, it is common for staff resource to be stretched and otherwise dedicated to examination-related duties, and schools are usually without any staff during the half-term period. This has known effects for scheduling work with schools in many different areas, where the date restrictions imposed by term time and holidays must be carefully planned around, such as in school placement appeals. While this is ingrained in teams that work with schools regularly, this may not have been fully appreciated by the Programme Board, the members of which mostly benefitted from more standard project management experience. The impact of this can be seen in the June 2023 payroll run for instance as, when issues were detected, there were no staff present in schools to co-ordinate a response with the Programme Board and helpdesk support, meaning that the feedback of issues, their investigation and search for a solution may have been more delayed.

72. At the programme's start, the number of schools (council-maintained, academies and multi-academy trusts) sat at approximately 450. Strategically, this group would have benefitted from being addressed as their own, cohesive caucus, one with their own throughgoing concerns that relate to their differing needs as opposed to the council's corporate body. Operationally, the roll-out of a payroll solution to each of these schools can best be thought of as equivalent to implementing an ERP software solution in 240 *separate* businesses. This helps to clarify why these demands would make more difficult an already challenging project.

Infrastructure

73. Another issue identified with the implementation of *MySurrey* in community schools is previously unacknowledged limitations with their technical infrastructure. The group heard evidence throughout this review that concerns with schools' IT resourcing and training may have been a contributory factor to difficulties with the adoption by schools. While maintained schools are supported by the council and so the council have more of an understanding and enmeshment with the configuration of their IT systems and processes, there are still levels of variance. The heterogeneity of different policies, IT systems and levels of investment, when considered alongside academies and MATs, compounded the challenges in this area – while the roll-out of *SAP* to the main corporate body of SCC took place across a comparatively well understood and homogenous set of systems and processes, the landscape of schools' policies and capabilities was much more varied.

74. It may have been the case that the absence of a sufficiently robust communications workstream along which these concerns could have been communicated to the council exaggerated these difficulties with infrastructure, which went unrecognised and thus unaddressed until later in the project.

Exclusion of MATs from the project

75. As other challenges with the *MySurrey* project materialised and became more apparent, the Programme Board realised that the requirements of implementing a payroll system also appropriate for academies and multi-academy trust schools could make the project inviable. Decreased service revenue and difficulties in staff resource within Business Operations made delivering the service to each MAT, with the complexities inherent in their each operating different terms and conditions, increasingly difficult. An options appraisal was therefore undertaken, and the decision was made at the 30 May 2023 meeting of Cabinet to exclude academies and MATs from the payroll service provided by the council, continuing only with maintained schools.

76. While this was a difficult decision that was taken after much consideration, it is widely considered a correct one, and one that may have been instrumental in helping *MySurrey* to 'go live' in June 2023. While we broadly believe that this was correct, this was nevertheless still a difficult choice that was taken after significant difficulty with implementation and engagement with schools' staff which, as stated above, may have been aggravated by insufficiently thorough and involving communications with our schools partners. It was therefore the case that the project may have benefited from this decision being made sooner, as this would have prevented it becoming overleveraged in its attempt to provide a wider, more complex solution to an even more varied number of clients. Focussing on the implementation within the corporate body and maintained schools allowed for the Programme Team's efforts to be better focussed, for the communications strategy to become more dedicated to the smaller pool of clients, and for resources in Business Operations to be relieved of the significant strain it had endured in attempts to accommodate the requirements of academies and MATs. Members concurred that a more proactive communications policy should allow all stakeholders to be informed of key developments and decisions in real-time.

77. The Task Group notes, however, that the decision to exclude academies and MATs from the provision of the payroll service was not taken solely to preserve the integrity of the *MySurrey* project. The delivery problems being faced by Payroll, and the Business Operations service more broadly, are well documented and, as aforementioned, the level of customer dissatisfaction was already high. It is clear that the decision to exclude MAT schools from the payroll service was taken chiefly due to problems of business integrity and service delivery within the payroll service. **While this had the effect of increasing the likelihood of the *MySurrey* project's success, and that fact likely featured in the reasoning for the decision, it was not the primary factor for which this business decision was taken, which was legitimate concern for the viability of a core business function.**

78. Throughout its work, several potential means of preventing such issues arising again in future projects became apparent to this Task Group, centring around emphasising robust involvement and distinct communications with schools in order to help the council centre their experience and collaborate more effectively.

<u>**Recommendations**</u>

- **Recommendation: The council should formalise arrangements for significant engagement with stakeholder recipient groups, potentially subject-matter experts, who will be involved or affected by an upcoming project. This can report to aspects of the committee structure as appropriate, such as the Schools' Forum in the case of any project involving schools, for instance.**

- **Recommendation: The council should undertake a review of its pre-procurement processes for stakeholder engagement and requirements capture so as to ensure that the needs of stakeholder communities are appreciated in the early stages of future projects.**

Conclusions

79. The long process of producing this final report of the Digital Business and Insights Task Group has involved a great deal of comprehensive review of the work of the Programme Board and Programme Team over the four-and-a-half-year life of the *MySurrey* project. Through that, the hard work, dedication and care taken by all involved in the project has shone through to every member of this Task Group.

80. The intent of this final report was to give an accurate overview of the project, highlight its varied successes, correctly understand the areas of challenge, and diagnose the reasons why these manifested. Our recommendations are then intended to improve the implementation of projects of this kind in the local authority sector.

81. Throughout its work, strong consensus has emerged among members that there was no one single point of failure which caused the time and cost overruns that the project experienced. There was, in fact, a complex patchwork of many different factors that intersected to increase the likelihood that the project would run into difficulty. The project was affected by a set of challenges that occurred together, implicating all the different areas listed in the report above.

82. As such, this report seeks to clarify how changes in contract & project management, stakeholder engagement, business readiness, organisational culture and many other areas should be pursued to help an organisation such as Surrey County Council embrace the learning that such a project imparts. As many of these areas are deeply entwined, it is hoped that an understanding of these connections can spur an ethos of collective learning that appreciates the holistic approach required for future projects.

83. The uncommon properties of the *MySurrey* project should be understood. Undertaking the replacing of an ERP system is a 'once-in-a-generation' project,

occurring once every 10-20 years. As such, it may be fair to state that the council should be somewhat cautious about drawing sweeping conclusions around how it engages in contracts of all sizes from this point forward. Despite this, it is certainly the case that there are a number of recommendations that this group can make as a result of this review as outlined in this report and summarised below.

Summary of Recommendations:

Recommendation 1: A robust <u>business readiness assessment</u> to test the functional services' capacity to receive any new system should be a prerequisite of any other programme of this scale or complexity, with weaknesses ideally addressed in advance or, if not, factored fully into the implementation plan, thus <u>enabling a realistic implementation timeline to be set</u>.

Recommendation 2: Future projects should employ <u>greater discipline in stage control,</u> even where there may be time/cost impact.

Recommendation 3: The Council must ensure that <u>robust testing strategies</u> are in place for all projects that require them, ensuring strong environment and data management practices are in place to support this. Testing of new systems, processes and products should not be exclusively supplier-led, benefitting from heavy participation and design by council officers.

Recommendation 4: The Council should make available <u>independent assurance and monitoring of stage control procedures (in projects of any size, if deemed necessary)</u> by a third party (or possibly Internal Audit) to ensure projects have met all relevant entry and exit criteria before progressing to another project stage along their critical path, and to support the programme team and board in making good stage control decisions.

Recommendation 5: The council's Transformation Support Unit should review existing protocols around <u>effective *testing regimes*, *programme stage control,* and *environment management*,</u> and make recommendations to the Resources & Performance Select Committee to help address the issues that occurred in this project and best ensure they do not reoccur in future council projects.

Recommendation 6: Local authorities approaching ERP implementation programmes should secure <u>in-house ERP knowledge of the target system</u> to improve internal understanding of the product, promote understanding of the issues, support effective decision-making and aid in anticipation of any issues.

Recommendation 7: Ensure that the council has sufficient <u>leadership capacity</u> to manage a programme of this scale and complexity by appointing a full-time senior responsible owner (SRO) within the organisation to work alongside the Programme Director. This should be a distinct, full-time senior leadership role for an experienced individual at the level of council leadership and should not be performed by someone with significant other time commitments. This role should work closely with the Programme Director to provide strategic direction, helping the Director to focus on managing and directing the programme itself while the SRO engages with senior

leadership and helps to ensure adequate resourcing and ownership among management.

Recommendation 8: Ensure that there are <u>stronger links between board representatives and their service users</u> to deliver a better understanding of service weaknesses and issues at leadership and Programme Board level. This can be achieved by implementing clear workstreams and sub-boards, chaired by Board Member service leads, for resolving in-function issues. This would help mitigate the risk of disconnection and over-optimism among Board members concerning challenges faced and the likelihood of meeting deadlines.

Recommendation 9: Quality stakeholder engagement and leadership are required to enable effective delivery of programmes of this scale, as well as the associated behavioural change. The council should provide <u>training for Programme Board members</u> on the importance of staff engagement and providing effective ownership and leadership for change when undertaking change programmes.

Recommendation 10: <u>Lead Cabinet Members</u> should have routine access to copies of all relevant Programme Board papers, updates, schedules, proposed decisions and any other relevant materials. The task group discussed the benefits of inviting the Cabinet Member to attend meetings of the Programme Board *ex-officio,* as an observer, to ensure full visibility of the project. This may have unproductive outcomes on the dynamics of these meetings and won't lead to improvements in this area. As a suggested improvement we recommend that the Lead Cabinet Member is consulted at each critical gate/stage in the programme to ensure full visibility and is included as part of that decision-making process.

Recommendation 11: Greater focus should be given to the <u>behavioural change</u> aspects of implementing new systems and the impacts on users who may be required to work in new ways, ensuring the provision of more, better-timed training, education and support for staff.

Recommendation 12: Ensure that <u>effective user engagement centred on all relevant users and clients </u>begins at the outset of the design process, and that the contract model encourages constructive collaboration and involvement from an early stage of the project. This should include key project stages being led by the appropriate participant, with effective knowledge transfer to the council reinforced by collegiate working.

Recommendation 13: The council should ensure <u>thorough and rigorous data 'cleansing'</u> to streamline the migration process, saving time and staff resource, before the outset of future projects and programmes. This is also recommended for other local authorities approaching ERP implementation programmes.

Recommendation 14: The council is recommended to engage in work to <u>audit and record the ownership of data more widely</u>, with some degree of sampling or 'dip testing' undertaken to test data management processes and the operational ability of related functions. Review of how these will interface with data migration procedures should also be carried out.

Recommendation 15: GDPR and data governance requirements must be considered and engaged at early project stages.

Recommendation 16: The council should implement contracting procedures for new projects that ensure that the full range of different contracting options are considered before project initiation, including contracting different elements of work under different arrangements - such as limited *time-and-materials* contracting if deemed appropriate - in recognition of the fact that a hybrid contracting model is likely to encourage a more collaborative approach. These should complement the council's existing Procurement Strategy and Procurement Standing Orders in Part 5 of The Constitution of Surrey County Council.

Recommendation 17: The council should formalise arrangements for significant engagement with stakeholder recipient groups, potentially subject-matter experts, who will be involved or affected by an upcoming project. This can report to aspects of the committee structure as appropriate, such as the Schools' Forum in the case of any project involving schools, for instance.

Recommendation 18: The council should undertake a review of its pre-procurement processes for stakeholder engagement and requirements capture so as to ensure that the needs of stakeholder communities are appreciated in the early stages of future projects.

Next steps:

After submission to a special online meeting of the Resources and Performance Select Committee on Monday 1 July 2024, and subject to approval and noting by members at that meeting, this report will progress to the public meeting of Cabinet scheduled to take place on Tuesday 23 July 2024.

Report contact: Cllr Steven McCormick, Chair of the Digital Business and Insights (DB&I) Task Group.

Contact details: Jake Chambers, Scrutiny Officer.

Appendices:

1. Surrey County Council – Digital Business & Insights Programme Lessons Learned Review, by Phil Hall

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

Digital Business & Insights Programme Outline Business Case Report – Cabinet – 29 October 2019

Digital Business and Insights Programme Update - 8 Oct 2020 - Resources and Performance Select Committee

Digital Business and Insights Programme Update - 18 March 2021 - Resources and Performance Select Committee

Digital Business and Insights Programme - Status Update and Lessons Learned Approach - 20 January 2022 - Resources and Performance Select Committee

Annex 1 - Digital Business Insights Programme Update

Annex 2 - Digital Business Insights Programme Update

Annex 3 - DBI Cabinet Report - December 2021 v1

Digital Business and Insights Programme Status Update and Lessons Learnt Approach - 18 October 2023 - Resources and Performance Select Committee

Digital Business and Insights Programme Highlight Reports (various)

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Surrey County Council – Digital Business & Insights Programme

Lessons Learned Review

Introduction

Digital Business & Insights (DB&I) is the name given by Surrey County Council to its programme to implement the "MySurrey" Enterprise Resource Planning (ERP) system provided by Unit4, to replace its existing SAP system.

ERP system implementations are, by their nature, large-scale, complex, and time-consuming. The experience across local government is that such programmes are often subject to delay and cost increase, placing significant strain on the organisations undertaking them. The experience at Surrey is in line with this. By way of background:

- The programme spanned over four years, from inception in summer 2019 to closure in December 2023, and was driven by an imperative to replace the existing SAP ERP system which was originally expected to cease to be supported from 2022
- The scope of functions impacted by the programme was extensive, comprising all core financial, HR, payroll, and procurement systems; and (particularly given a strong emphasis on self-service) affected all council departments and schools, and will have touched almost all council employees.
- Following a procurement process the chosen software-as-a-service (SaaS) was provided by Unit4, an experienced ERP provider, and implemented in conjunction with its partner, Embridge Consulting. The system was subsequently named "MySurrey" by the Council.
- System go-live was achieved in June 2023, compared to an original target date of December 2021.
- The Council had used SAP since around 2005 and, while it had been maintained and upgraded during this time, it was felt that the product had limitations that were not consistent for the Council's vision for an ERP.
- The latest approved budget for the programme is £27.9 million, compared to an original figure of £16.6 million. The increase was a combination of internal and external supplier costs.

Lessons Learned Review

Capturing lessons learned is an integral and important part of any programme. For this programme, two specific lessons learned objectives have been addressed as part of this review:

- **Ensure that experiences and knowledge are captured**, good and bad, and fed into a continuous improvement process.
- **Capture learnings that can be shared with peers and help inform other projects and programmes** of a similar nature (in terms of complexity and scale), both within SCC and more broadly with external partners, where public money is being committed to on a similar scale.

For this review, the approach has comprised:

- Review of key programme reports and documentation over its lifetime, including programme board papers and the interim lessons learned report produced by Internal Audit in the summer of 2022
- Interviews with members of the Programme Board, programme team and senior representatives from the supplier, conducted between November 2023 and January 2024

- Survey of, and discussion with, subject matter experts working with the programme, in January 2024
- Engagement with system "advocates" (employees in business-as-usual roles but with specific interest in the new system), in February 2024
- High-level triangulation of the author's understanding of the experiences of other councils undertaking ERP replacement programmes

The outputs of the review are intended to contribute to a Lessons Learned Review being undertaken by a Task & Finish Group of the Resources & Performance Select Committee.

It is important to state that the review is <u>not</u> intended as a forensic examination or investigation of all decisions made in regard of the programme over its four and a half year lifetime. Nor does it attempt to assess the functionality of the MySurrey system provided by Unit4. Instead it seeks to capture learning so that its lessons can inform and contribute towards the success of other projects and programmes, whether within Surrey or elsewhere in local government.

<u>Overall Observations</u>

DB&I has been an extremely challenging programme for all involved. Implementation of the new system was significantly delayed, additional budget has had to be provided, and there have been a range of system and user issues to be addressed post go-live. All these factors have impacted negatively on the perception of the system across the organisation and schools. Despite the formal closure of the programme, work has continued to address issues and to improve user awareness and experience.

The challenges should, however, be seen in the context of:

- The complexity and scale of the programme, which can be viewed as a "once-in-a-generation" event (SAP had been in place since c2005)
- The similar challenges affecting implementations in other organisations – for example, the much-publicised problems with the Oracle implementation in Birmingham City Council, delays in other councils such as Norfolk County Council, and delays and budget overruns in as-yet incomplete implementations in both East and West Sussex County Councils
- The commitment and hard work of all those involved in the programme, whether programme board members, programme team members, suppliers, subject matter experts or system advocates, all geared towards achieving successful outcomes
- Delivery of the programme despite periods of lockdown and enforced working from home
- The strong programme management structure and methodology used throughout the lifetime of the programme including procurement

<u>Lessons Learned</u>

There are many lessons that can be learned from the DB&I programme. This review has identified nine key themes, through triangulation of the feedback and evidence collected. The nine are not intended to be exhaustive and the review heard from individuals of many personal lessons learned. Those presented here are those which were most common and/or significant when assessing the feedback and evidence.

In summary, the nine themes are listed in the table below, with a summary of the key lessons learned under each theme. They are in no particular order. Each of the nine is explained in more detail in a subsequent section.

Section	Lessons Learned Theme	Key Lessons Learned
A	Organisational readiness, optimism and understanding of the "as-is" position	• Ensure a full understanding of "as-is" processes and weaknesses so that the weaknesses can ideally be addressed in advance (or, if not in advance, then as an integral and focused part) of the implementation; and stress-test the resilience of key functions to withstand the pressures generated by implementation alongside business-as-usual delivery • Be very cognisant of the "special" requirements of specific parts of the council such as in schools • Be realistic in setting implementation plans, recognising that it is highly unlikely to be feasible to adopt new technology in a "vanilla" form • Be realistic about the capability and capacity of the programme to overcome problems being flagged up; there should retain a strong commitment to hitting deadlines and staying within budget, but balanced with a flexibility to respond to issues being reported that need time to properly address them.
B	Aspects of programme management	• Ensure that the programme has a strong discipline around stage control with clear evidence-led decisions around entry and exit criteria • Consider the extent of in-house ERP-specific knowledge required for each stage of a programme • Consider how best to construct testing programmes in order to provide good understanding and assurance over the pre go-live readiness of both the system and the organisation.
C	Leadership, governance, and oversight	• Ensure strong links between service subject matter experts and programme board members, and consider the role of formal Workstream Boards within a programme's governance framework • Ensure that the programme vision is owned and understood at all levels of the organisation and that it underpins all aspects of the system design • Ensure sufficient capacity for the programme sponsor and programme board members, and consider the possible role of a part-time or full-time senior responsible officer (distinct from the programme director) in supporting the sponsor

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			and board in driving the vision and realising benefits.
	D	Procurement, contracting model and commercials	• Carefully consider the contract framework to be selected, and give thought to how to establish the right behaviours required between client and contractor in order to solve problems and manage complex issues • Ensure thorough and critical review of requirement-setting, linked to a clear vision of the business benefits that the new system is expected to deliver
	E	Technical issues - data migration and environment management	• Ensure a strong focus from the outset on data, including ownership, responsibilities, cleansing, tools, timely migration and workstream leadership • Ensure control over the management of technical system environments
	F	Aspects of change and engagement	• Enable those involved in the design and build of the system (and end-users receiving training) to have access to a model system as early as possible, thus enabling them to gain familiarity with the new system • The programme's Advocate Network was an example of very good practice • Maintain a good balance of attention between the preparedness of the system and that of the user community, refreshing and reaffirming the programme's communications and engagement to overcome, as far as is possible, programme fatigue and scepticism
	G	Schools	• When embarking on ERP replacement programmes that will have a large impact on schools, consider from the outset the "to-be" business model and make a decision, in consultation with schools, about the extent of functionality to be provided • Ensure dedicated resourcing of a distinct communications and engagement workstream with schools • Ensure that the design and build of the new system is conducted in full cognizance of the requirements of schools, utilising the knowledge of school-based staff
	H	Go-live support model	• Ensure proper planning for go-live scenarios, ensuring close attention on the rapid

		identification of issues across helpdesks, and communication to users of both issues and fixes. • Consider whether to engage specialist third party go-live technical and user support resources which provide, at a cost, a more flexible model to respond to peaks in helpdesk demand
I	People	• Look after the wellbeing of people involved in all aspects of the programme • Consider how to get the best balance of working styles with a mix of home- and office-based working, using the latter to enable teams to come together to exchange ideas, solve problems and build a strong sense of teamwork

I am grateful for the time and openness of all those who contributed to this review.

Phil Hall

March 2024

Appendices

1. Original Programme Timeline
2. Programme History Overview
3. Survey of Programme Advocates
4. List of interviewees

A: Organisational readiness, optimism and understanding of the "as-is" position

The implementation of a new ERP system is a complex and large-scale process. It touches all parts of an organisation with deep impacts on the processes at their core – finance, HR, payroll, and procurement.

The DB&I programme had a strong structure and approach to the task of implementation from its inception. Led by an experienced programme manager, there was a good programme management methodology, involvement of subject matter experts, and a positive strategy for communications, engagement and for ensuring the organisation was ready to adopt the new technology. There was a detailed set of Requirements compiled for use in the procurement of the new system.

Despite these strong foundations, there are a number of lessons that can be learned under a common theme of organisational readiness, optimism and understanding of the "as-is" position. These are summarised below.

Firstly, the original implementation plan was set at 15 months. With hindsight this proved unrealistic and adhering to it until a late stage then caused further problems for the programme as it had to address the perception issues of a missed go-live date.

The 15 month timeline had been set with the extensive involvement of Moore Stephens Insight who advised on the strategic option appraisal and pre-procurement activities. It then formed a parameter within the procurement process and all bidders were asked to prepare their bids on the basis of it. Experience elsewhere however indicates that a 15 month timeline would be extremely optimistic and assume that the organisation was fully ready for the new technology, would adopt it in a largely "vanilla" form, and would experience minimal implementation issues. A county council of the scale and complexity of Surrey would be unlikely to be in such a position – as experienced by other county councils who have implemented SAP replacements. With hindsight, interviewees identified that more time was needed for a combination of reasons:

- SAP had been in place for nearly 20 years and there was a common understanding that its processes were well-understood. Whilst the technology configuration and support aspects of the system were documented, this was not always the case for the functional teams, where in some cases knowledge was concentrated in particular individuals. It was therefore difficult to capture all aspects of the processes in either the Requirements or Design phases and gaps became evident at later stages of the programme.

- There was insufficient recognition of deep-rooted weaknesses in functions within the Business Operations area, notably payroll, which only became apparent during the course of the programme. These are now being addressed through the Payroll Improvement Programme. With hindsight the decision to exit from providing payroll services to academy schools should have been taken prior to the programme commencing.

- In an organisation as complex as Surrey there are bespoke processes for specific areas of the council, notably schools (see Section G) but also fire and rescue and adult social care. These were not fully understood or documented as part of the Requirements or Design phases and therefore had to be addressed at later stages.

- It is a common mantra of modern ERP programmes for organisations to "adopt not adapt" the new system so that there is minimal customisation (important in a SaaS context for easing transition to upgrades and new releases). With the complexity of organisations such as county

councils the mantra is not necessarily straightforward as some business requirements are not catered for within the standard ERP product, and therefore demand adaptation of it; and there will be a need for adaptation of existing processes in order to adopt the new technology. Inevitably there will be a wish for customisation of the system to reflect existing processes and, if enacted, this can lead to problems becoming evident at the Build and Test stages. In part this can reflect the programme vision being insufficiently owned at all levels of the organisation (see Section F).

A further aspect to this theme concerns the acknowledgement of issues being reported through the programme structure. At all times, the Board demonstrated a strong commitment to meeting deadlines and staying within budget. This may however have contributed to a collective belief that problems and issues were surmountable. The programme timeline (Appendix B) highlights that the Board made the difficult decisions to delay go-live target dates only after periods of significant issues being reported to them. For example, the decision to postpone the original December 2021 go-live was made in late September following a period in which the programme had been assessed as Amber since July; more significantly the decision to postpone the revised April 2022 go-live was made in March following the programme reporting as Red since November 2021. This may reflect a collective underestimation of the extent or depth of delivery issues being reported and an over-confidence, by the programme team, implementation partner and board who were all focussed on reducing risks to a manageable level, in the ability of the programme to overcome them.

The key lessons within this theme are therefore to:

- Ensure a full understanding of "as-is" processes and weaknesses so that the weaknesses can ideally be addressed in advance (or, if not in advance, then as an integral and focused part) of the implementation; and stress-test the resilience of key functions to withstand the pressures generated by implementation alongside business-as-usual delivery
- Be very cognisant of the "special" requirements of specific parts of the council such as schools
- Be realistic in setting implementation plans, recognising that it is highly unlikely to be feasible to adopt new technology in a "vanilla" form
- Be realistic about the capability and capacity of the programme to overcome problems being flagged up through its structure; there should retain a strong commitment to hitting deadlines and staying within budget, but balanced with a flexibility to respond to issues being reported that need time to properly address them.

It is to be remembered that an ERP replacement is a once-in-a-generation event and the organisation will not have the knowledge or experience to anticipate all potential issues and problems. There is a key role for the supplier and its implementation partner to bring their experience and for there to be an opportunity within the contractual framework for a meaningful dialogue with the council about what is possible and where more time may be required, and hence to agree a deliverable programme timeline.

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B: Aspects of programme management

From initiation there was an investment in programme management, with the appointment of a programme director with considerable experience in delivery of complex programmes and the adoption of a clear and recognised programme management methodology. The programme's outline and full business cases were approved by the Council's Cabinet and the project initiation document detailed the approach to be followed by the programme. Each programme board meeting was presented with a RAG-rated highlight report and RAG assessments of milestones, risks, and issues

As illustrated by Annex A the original programme plan divided the implementation into a series of discrete stages, in line with established ERP best practice. At this time in 2019 Surrey had yet to develop its internal standard project and programme guidance, but it is apparent that a complex and large-scale programme such as DB&I would have required its own specific methodology even had the guidance been in place at the time; ie DB&I adopted a model that was consistent with the now corporate guidelines but was by necessity more detailed and informed by ERP best practice.

The main lesson learned identified by interviewees under this theme was around stage control. With the pressure to achieve a target go-live date there was an observed tendency to press ahead with the next planned phase of activity, even where the previous one had not been fully completed. An example would be in HR transactional processes where the Design phase had to be reworked because of gaps that had become apparent in the subsequent Build phase. Because of the need to maintain pace within the programme, the Programme Board, with the support of the implementation partner, allowed work to continue in Build and into the Test phase. However the consequences of this were not fully understood at the time and it became apparent later that, for example, testing was not fully possible because aspects of the Design and Build were still being worked on. This was a significant feature of the issues affecting the programme in late 2021/early 2022. With hindsight, an earlier decision could have been made to pause and to ensure completion of Design and Build prior to entering Test. It is recognised that this would still have resulted in a delay to go-live but at least an earlier decision would have allowed expectations to be better managed and for other activity such as training to be scheduled at a more appropriate time.

The above lesson was recognised by the programme in preparation for the final target go-live of June 2023. Following three missed go-live dates the criticality of hitting a revised one was recognised and there was a concerted effort to identify all significant issues that might adversely affect the ability to go-live. These issues were captured in what was called the "red box." The programme focused on resolution of the "red box" issues by a target of December 2022 to enable confidence that the June 2023 go-live target was deliverable. The "red box" was closed by the programme board on target in December 2022.

It is noted that the council's programme team, while being highly experienced and skilled at programme management, did not have prior knowledge of the Unit4 product. Priority was given, understandably, to generic programme management skills and experience and to organisational knowledge over knowledge of the specific ERP. This is a tricky balance to strike and in a more straightforward programme it would be reasonable to assume that the implementation partner and system provider would supply sufficient technical knowledge of the system. With hindsight a number of interviewees expressed a wish that the Council had employed more technical expertise as part of its team, with less reliance on the implementation partner. As part of its Transition to BAU project the Council has opted to insource specific technical skills to enhance its in-house knowledge.

The programme board took a decision to go-live in the knowledge that not all issues had been resolved; this is an unavoidably difficult decision point for any programme when knowing that further delay to go-live would have adverse consequences (delay to the autumn of 2023 would have impacted negatively on schools as well as on budget) and a balancing of risks is required.

The board took its decision following testing of the new system that was planned as an essential part of the programme. This was a significant activity, with three full parallel payroll runs and seven test cycles being built into the programme. A full-time and experienced Test Manager was engaged and over 1,500 individual scripts developed in order to identify issues and to provide assurance that the system was ready to go-live. Despite the extent of testing, it is evident that it did not sufficiently identify all the issues that emerged after go-live. The lesson identified by interviewees here is that, notwithstanding the extent of testing, there was a mechanical aspect to the test programme which, despite its scale, failed to resolve all the issues and notably those relating to user awareness and readiness.

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C: Leadership, governance, and oversight

The programme established a governance model from inception, with a programme board chaired by the programme sponsor (the Executive Director of Resources). The board consisted of senior management representatives from Finance, HR, Procurement, IT&D and Business Operations, together with senior representatives from the directorates of Adult Social Care, Children & Young People Services and (intermittently) Environment, Transport and Infrastructure, senior representatives from the suppliers and a representative of internal audit.

The board met regularly (at least monthly) with structured agendas, made and recorded decisions, and there was a remarkable continuity of membership, with most individuals maintaining their role on the board over the entire four and a half year lifespan of the programme. In their feedback, many members referenced the collegiate and supportive nature of the board, and it is evident that the board was able to "pull together" and make decisions with consensus. Board meetings were supplemented from time to time by a Sponsors Meeting which provided a forum for more informal discussion of options prior to decisions being signed off by the board.

In terms of lessons learned, the board identified, at the time of the first postponed go-live, that stronger linkages would be beneficial between board members and subject matter experts in their service areas. This was a response to board members reflecting that, despite the programme's reporting of milestones, risks, and issues, they did not sufficiently appreciate the depth of challenges affecting the programme at that point in time. From autumn 2021 onwards board meetings received an update on one of the functional workstreams, led by the relevant board member together with their subject matter expert (SME). This helped to mitigate the risk of disconnection between board member and subject matter expert. An additional mitigation that is a feature of some ERP programmes elsewhere is to establish workstream sub-boards for each of the functional areas (finance, HR/payroll, procurement). In these models the workstream sub-board tends to be chaired by the board representative for that functional area and attended by the service SME together with colleagues from the core programme team and from the suppliers. Issues affecting that workstream are able to be resolved at that sub-board level, with the board representative being fully sighted and able to escalate effectively to the main board when required. Where this works well, it fosters strong ownership of the workstream by the board representative, provides a formal structure for communication and problem-resolution and mitigates against what can be an over-reliance on the programme team for reporting.

The 2022 interim lessons learned report by Internal Audit identified that there was some deviation between the programme vision, as captured in the PID, and what was ultimately implemented. Following go-live it can also be observed that the shift to more "self-service" by employees and managers was not always well-understood by staff. Interviewees for this review also highlighted vision and reality as an issue, for a variety of reasons:

- The vision was held at programme board level but not always understood by less senior staff working on the design, who often sought to influence the design of the new system to resemble more closely the SAP processes they were familiar with; it is likely that this understandable tendency was insufficiently challenged during the design process, leading to some inappropriate customisation of the product
- There was no clear definition between transactional HR processes that were placed within the Payroll, Employee Services and Helpdesk functions, against the more policy-related HR functions such as forms and policy-related processes. The former were 'held' within the Business Operations function which, whilst retaining considerable expertise within the Subject Matter

Experts, lacked leadership on the DB&I Board, particularly post December 2022, prior to Go Live. This led to a lack of clarity over who was the SRO in this area and subsequent lack of preparedness of the teams in question. The vision for the future of the HR systems, particularly around talent management, learning and development, performance and career development was not significantly developed pre-Go Live, despite the best efforts of the senior representative, due in part to lack of resource within the People & Change (HR) function, but also due to lack of expertise within this Organisational Development area.

- The lack of product visualisation (see Section F) limited the ability of many staff to imagine how the new system would meet the vision
- Certain aspects of the functionality of the new system, notably on mobile devices, was not understood and was ultimately the cause of some disappointment

Given the scale of complexity of ERP replacement programmes, it is important to consider the capacity of the board to provide the required leadership across the organisation to effect business change. Specific examples would be to drive the application of the vision through the design phase, ensuring that customisation is limited and only agreed where unavoidably required; and in championing the shift to self-service through both programme and directorate communication channels. It is apparent that board members had very busy diaries and, while meetings were well-attended throughout, there is a clear sense that board members felt constrained in their capacity to provide leadership outside of board meetings. There is no simple solution to this, and organisations planning large scale and complex programmes should consider how to ensure that senior managers are able to perform a wider leadership role. One possible means is to provide additional capacity to support the programme sponsor in the form of a senior responsible officer (SRO) that is distinct from the role of programme director; this would be an existing manager seconded to the role on a part- or full-time basis to support the sponsor in driving the vision and to bring service teams together to ensure good co-ordination, understanding and an ongoing focus on benefit realisation. The role should work closely alongside that of the programme director who is responsible for the delivery of programme workstreams and the programme plan. It is recognised that, towards the culmination of the DB&I Programme, this was a role increasingly played by the Director of Finance, Corporate & Commercial in support of the Programme Sponsor.

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D: Procurement, contracting model and commercials

The Council was advised by Moore Stephens Insight (MSI) on its strategic options for replacement of SAP. Five options for the procurement were evaluated in the outline business case and the recommendation was to conduct a vendor neutral procurement of a SaaS corporate system and implementation partner services. This option was recommended to enable the council to fully evaluate its solution options and to drive best value for money through market competition. The agreed procurement strategy, which was further informed by external advice from Eversheds Sutherland LLP, was to conduct a single restricted OJEU tender process to let one contract to a lead supplier, whether an implementation partner or a SaaS corporate system vendor providing implementation services. The procurement process sought competitive bids that could be evaluated through a structured methodology, with weightings attached to various elements of the bidders' proposals including price, quality, and delivery experience. The procurement used an OJEU compliant process, with bidders asked to submit proposals to meet the Council's requirements.

While this was a structured and robust approach to the procurement, some observations have been made as part of the lessons learned review:

- The agnostic approach to strategic options meant that a variety of proposals were received, making evaluation of "like for like" more challenging
- The procurement elicited several bids on a "lead provider" model. Most of these bids were led by an implementation partner who introduced a preferred SaaS system. The Unit4 proposal was unusual in this regard as it was fronted by the software company which sub-contracted to its implementation partner, Embridge Consulting. Both Unit4 and Embridge have confirmed that this was unusual for them too – while they had experience of working together on bids, their usual practice was for Embridge to lead. In this case they reversed their model because of a concern that Embridge might not pass pre-procurement tests due to their size.

Through the evaluation process which showed it to have the highest weighted scores, Unit4 was selected as the preferred provider and the contract award was approved by Cabinet as part of the endorsement of the programme's Full Business Case (FBC). The contract provided for a fixed price for the implementation, and assumed delivery in fifteen months (see Section A).

A number of lessons learned have been identified under this theme:

- That a fixed price contract can foster "win-lose" behaviours between client and contractor when the programme encounters challenges, such as to deadlines.
- The need to avoid relationships becoming bogged down in contractual "back and forth" when solutions to complex programme problems are required
- That the contracting model with Unit4 as the lead contractor made it difficult for the Council to address perceived issues directly with the implementation partner, as that company was a sub-contractor to Unit4.

The choice of contracting model is an important one for councils to consider. The model used has a number of advantages such as ease of use and speed of procurement, but it is inflexible and may not promote the right behaviours. There is, however, no simple alternative. Contractors would understandably prefer a "time and materials" model to one based on fixed price, but this would be resisted by councils because of its implicit transfer of risk. A further model could be that used in strategic partnerships where there is a more sophisticated sharing of risk depending on the nature of change or risk being dealt with, and more emphasis on relationship and collective problem-solving.

However such a model would need to be developed bespoke, and procurement would inevitably take much longer to reach contract award stage.

A further lesson is around requirement-setting. The Council's contract schedule of Requirements and Supplier Response ran to over five hundred pages and covered all areas of functionality, integration, technical specification, and implementation approach. Despite this, some interviewees felt that the Requirements were insufficiently detailed or specific, and therefore too easy for a supplier to assert that their system would meet a particular requirement. At the other extreme, it was important for the council to avoid producing a set of Requirements that would be too prescriptive in terms of the "how" and rather to allow suppliers to put forward solutions that met the "what" requirement but potentially by a different "how" to SAP. The lesson that can be learned is to ensure thorough oversight and critical review of requirement-setting, linked to a clear vision of the business benefits that the new system is expected to deliver. In addition in the procurement process evaluators should be adequately trained and have sufficient time to enable them to evaluate thoroughly the supplier responses.

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E: Technical issues - data migration and environment management

This lessons learned review has been conducted primarily as a non-technical one, focusing on governance, programme management, change and engagement, and so on. A couple of technical aspects have however been raised consistently through the review and are worthy of being captured here.

The first relates to data migration. There is a strong consensus that the programme under-estimated the scale and complexity of migrating data from SAP to MySurrey. This is not to say that data migration was overlooked as it formed a dedicated workstream from the outset of the programme and attention was paid at the programme board to data migration strategy and tools. Observations are:

- The council had a vast amount of data within SAP covering many years that had to be selectively either migrated to MySurrey, archived, or deleted. Extensive work was required to map data within SAP to new fields within MySurrey (recognising that in some cases data is held in different ways between the two systems, for example around multiple staff employments)
- Existing data was of variable quality and therefore required extensive cleansing
- There was some difference of opinion between the council and Unit4 as to the balance of responsibilities for driving the data migration and reconciliation process, leading to some delay and confusion
- Ownership of data within the council was not sufficiently clear in all cases, leading to gaps in requirements, migration and/or cleansing
- Provision, by the Council's Data Strategy team, of a tool called Avature helped significantly in cleansing and reconciling data.

Data migration challenges are very common across council ERP programmes. The lesson learned is for much greater focus from the outset on data, including:

- Being clear about ownership of all relevant data within the council
- Pre-programme data cleansing
- Clearly-defined and understood responsibilities between the council and implementation partner (or data migration specialist, if a third party is used)
- Sophisticated tools to assist with data extraction
- Timely migration so that real data is available to assist with system testing
- Ensuring senior data workstream leadership within the council, working with service teams and the implementation partner, to ensure the right focus and resourcing of migration

A second technical challenge was around system environment management. Providing different environments for build, test, live and so on is a responsibility of the implementation partner with dependencies on Council actions. At times, a number of different environments have to be maintained in parallel. The risk then is a lack of synchronisation between the different environments and a number of interviewees expressed a concern that, as deadlines became compressed, changes being made in one environment were not being replicated in others leading to problems that been identified and apparently fixed then reappearing a later stage. Environment management and control therefore requires a strong focus within the programme.

F: Aspects of change and engagement

The programme had a structured approach to change and engagement from the outset, with dedicated resource and considerable attention at Board meetings. Significant time was invested in liaising with service departments. A particular instance of good practice was the creation and maintenance of an "advocate" network that engaged about 190 users, with 50-60 regularly attending weekly meetings.

MySurrey has a different look and feel to SAP and for many end-users the extension of self-service meant that they would become system users for the first time. As a consequence it was important that those involved in the design, build and test phases and those who would have end-user roles were fully familiarised with the new system and able to visualise how it would operate.

There is a strong consensus amongst interviewees that familiarisation was not possible until too late in the programme's lifetime. There had been a conscious decision by Unit4 not to provide a model system, recognising that such a system could only have been a "vanilla" one and may not have helped to familiarise users. Unit4 recognise that this contributed to frustration and challenges because those involved in design and build were unable to obtain a clear visualisation of how a particular process would operate in practice. Delays in the Council in completing the "to be" processes, notably for the HR elements, were also a contributor. This also caused frustration for end-users at training sessions. With hindsight, it may also have been beneficial for key staff to be able to observe the Unit4 system being used live at another council (though Covid may have limited the opportunity for this). The implementation partner has confirmed that it has, with the experience of this programme, now adapted its standard implementation approach, where appropriate, so that certain users are able to see the system much earlier in the process.

After three missed target go-live dates it was inevitable that there would be a sense of fatigue among those involved in the programme and scepticism among the wider user population. Training was provided in the summer of 2022 in anticipation of go-live and this proved premature given the subsequent delay in go-live until the following year. Scepticism may also have been the underlying reason for a failure, among some end-users, to engage in preparation for the new system prior to the actual go-live of June 2023, with some interviewees noting unpreparedness among users who did not appreciate the shift to more self-service functionality. Finally it can be observed that, in the context of three missed go-live dates, the programme team and programme board in the months leading up to the June 2023 target became more and more focused on the technical readiness of the new system, as measured through the testing process, with a squeezing out of attention on communications and engagement. The key lesson learned, though a hard one to achieve in practice, is to maintain a good balance between the preparedness of the system and that of the user community, refreshing and reaffirming the programme's communications and engagement to overcome, as far as is possible, programme fatigue and scepticism.

The Advocate Network was established from staff across the organisation who would be involved with MySurrey, with roles to act as an ambassador for their service, help cascade information, and facilitate conversations and influence positive change within their team. To enable Advocates to contribute to this lessons learned review, a survey was issued to obtain their feedback. The results are shown in Appendix 3. Advocates generally felt the role to have been effective, citing the weekly meetings, sharing of information, and networking as positives. Advocates also commented negatively on poor or conflicting information being received about issues and fixes and on a lack of training. Their suggested lessons learned echo those of the wider review, with an emphasis on the

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engagement of end-user representatives in all aspects of the programme, and on the prompt cascade of information regarding system issues and fixes.

G: Schools

Schools represented a significant user group for the replacement of SAP, with the council supplying financial data to maintained schools and payroll as a traded service to both maintained and many academy schools. At inception there were c450 school payrolls within the scope of the programme.

Many interviewees drew attention to issues experienced by schools as a key lesson learned. There are a number of aspects to this:

- While there was engagement with the school community, schools represent a relatively "hard to reach group" compared to most other users within the implementation; this should be recognised from the outset with a distinct communications and engagement workstream

- Schools had specific requirements for the new system which were not fully identified at the outset, necessitating them to be designed and built into the system at a later stage

- There were challenges in applying the standard self-service model to the way that schools are organised

- As stated in Section A, there was insufficient recognition of deep-rooted weaknesses in functions within the Business Operations area, notably in its payroll service to academy schools. With hindsight the decision to exit from providing payroll services to academies should have been taken prior to the programme commencing.

- Ensuring a stable and high quality payroll service to schools is now a material factor in recovering the reputation of the MySurrey system

In conclusion, organisations embarking on ERP replacement programmes that will have a significant impact on schools should consider from the outset

- The "to-be" business model and make a decision, in consultation with schools, about the extent of functionality to be provided

- Ensure dedicated resourcing of a distinct communications and engagement workstream with schools, scaled to recognise the number of payrolls involved and the "hard-to-reach" nature. Ideally the workstream should draw on some seconded school staff

- Ensure that the design and build of the new system is conducted in full cognizance of the requirements of schools, utilising the knowledge of school-based staff

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H: Go-live support model

In any large-scale system implementation the ultimate decision about readiness to go-live is a judgement, taking into account knowledge of the technical readiness of the system, the readiness of the user community, and of the consequences of delay in terms of time and cost. No system is ever 100% perfect, and provision should be made for the resolution of issues and concerns to be raised by users.

Most interviewees felt that, with hindsight, the support model put in place for go-live was inadequate. There are a number of aspects to this:

- The scale of operational issues and preparedness of the support functions had been under-estimated; this reflected both some technical issues with the system that needed to be addressed, and also concerns raised by users who were not familiar with what was required of them given the shift to self-service

- There was insufficient resourcing and equipping of helpdesks, with helpdesk staff reporting that they felt overwhelmed by the scale of issues; in addition, there was limited co-ordination between the programme team and the helpdesks in the individual functional areas ie finance, HR, procurement and IT&D and some tension observed between the programme team and those functional teams inheriting the new system

- Initially there was poor management information regarding the issues being raised and so it was difficult for the programme team to see the scale or the trends among the issues being logged and to identify persistently-occurring problem areas

The key lesson learned is to ensure proper planning for go-live scenarios ("hope for the best but plan for the worst"), ensuring close attention on the rapid identification of issues and communication to users of both issues and fixes. Authorities preparing for go-live should also consider whether to engage specialist third party go-live technical and user support resources which provide, at a cost, a more flexible model to respond to peaks in helpdesk demand.

I: People

Section F noted lessons learned around aspects of change and engagement. This closing section notes the impact of the programme on the people engaged at all levels of it.

Given the complexity and challenging nature of programmes such as this, taking place over an extended period of time and with reputational issues as soon as the first go-live target date was missed, the personal impact on people should not be under-estimated with many interviewees noting the level of stress and extent of workload being carried by those engaged in roles across the full breadth of the programme. Looking after the wellbeing of people should be a focus for all organisations embarking on an ERP replacement.

It should also be noted that the programme was delivered against a backdrop of Covid-19, with enforced home working being a feature of the programme's ways of working through 2020 and 2021. The programme adapted to this and Covid appears not to have been a significant disruptor of its progress, but future programmes should consider how to get the best balance in working styles, enabling teams to come together from time to time to exchange ideas, solve problems, and build a strong sense of teamwork.

Appendices

Appendix 1: Initial Programme Timeline

DB&I Initial Programme Plan																
Source: Project Initiation Document approved by Board October 2020. Shows Phase 2 (ERP comprising Finance, Procurement, Hr & Payroll) only																
Mobilise		**Design**			**Build**			**Test**						**Implement**		**Hypercare**
Sep-20	**Oct-20**	**Nov-20**	**Dec-20**	**Jan-21**	**Feb-21**	**Mar-21**	**Apr-21**	**May-21**	**Jun-21**	**Jul-21**	**Aug-21**	**Sep-21**	**Oct-21**	**Nov-21**	**Dec-21**	**Jan-22**	**Feb-22**
Mobilise		Phase 2 Design			Phase 2 Build		Integrated System Testing			User Acceptance Testing			Implement		Hypercare	
								3 x Payroll Parallel Runs								
														Planned Go-Live 01/12/2021		

Appendix 2: Programme History Overview

See separate document.

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Appendix 3: Survey of Programme Advocates

<u>Background</u>

As stated in Section F, significant programme time was invested in liaising with service departments and a particular instance of good practice was the creation and maintenance of an "Advocate" network that involved about 190 users, with 50-60 regularly attending weekly meetings. The Advocate Network was established from staff across the organisation who would be involved with MySurrey, with the following roles:

- Understand their service and directorate
- Act as an ambassador for their service and help cascade information
- Facilitate conversations with their team
- See problems as opportunities and influence positive change within their team
- Are trusted and respected, able to motivate others and good problem solvers

<u>Survey</u>

To enable Advocates to contribute to this lessons learned review, a survey was issued to obtain their feedback. The survey was deliberately short and had the following questions:

Based on your personal experience of being involved in the DB&I programme, how effective would you say the role of "Advocate" has been? By "effective" I am thinking about an Advocate's ability to perform the role. Please rank 1-5 where 5 would be "very effective".

- *Passing information about MySurrey to colleagues in your team / department*
- *Championing the changes that MySurrey is making in the way colleagues work*
- *Providing feedback to the programme team about issues within your team / department that will impact on the use of MySurrey*

Please briefly list any key factors that influence your scoring:

- *That are positive (ie they helped increase an advocate's ability)*
- *That are negative (ie they undermined an advocate's ability)*

Please briefly list any other thoughts you have on the lessons that should be learned from the DB&I programme.

<u>Results</u>

The survey was completed by 27 Advocates, a response rate of approx 14% of the full network but nearly 50% of the more active group attending weekly meetings. While the response rate is not high, it is sufficient for the results to be taken as a reasonable reflection of the views of the Network.

Effectiveness

Advocates generally felt the role to have been effective:

- 85% felt that the role of Advocate was "very" or "somewhat" effective in "passing information about MySurrey to colleagues in your team / department" (8% very or somewhat ineffective)
- 59% felt that the role of Advocate was "very" or "somewhat" effective in "championing the changes that MySurrey is making in the way colleagues work" (30% very or somewhat ineffective)

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- 71% felt that the role of Advocate was "very" or "somewhat" effective in "providing feedback to the programme team about issues within your team / department that will impact on the use of MySurrey" (22% very or somewhat ineffective)

While >50%, the relatively lower positive scores for the "championing" role should be noted. Some of the reasons for the lower score can be seen in the further analysis below.

Positive Factors – respondents felt the following helped increase an advocate's ability (most popular themes):

- The personal contribution of the lead business change analyst for the Network, Crishna Simmons (mentioned favourably in ten responses)
- Weekly meetings, sharing of information
- Networking with colleagues from across the council

Negative Factors - respondents felt the following undermined an advocate's ability (most popular themes):

- Teething issues and frustration with not being able to get responses to issues being raised
- Poor or conflicting information being received about issues and fixes
- Lack of training – for advocates and end-users

Lessons Learned – respondents provided the following other thoughts on the lessons that should be learned from the DB&I programme (most popular themes):

- The need for end-users in service departments to be involved in scoping requirements for a new system, and in testing the selected one
- The need for more extensive, better quality and better-timed training, for advocates as well as end-users generally
- The need for effective go-live support
- The need for regular and appropriate communications, particularly on issues and fixes

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Appendix 4: List of Interviewees

Group	Name	Title
Programme Board	Leigh Whitehouse	Deputy Chief Executive and Director of Resources / Programme Sponsor
	Anna D'Alessandro	Director of Finance, Corporate and Commercial
	Rachel Wigley	Director of Finance Insights and Performance
	Bella Smith	Head of HR Insights, Systems and Governance
	Matt Scott	Chief Information Officer
	Toni Carney	Head of Resources, Adult Social Care
	Mary Burguieres	Assistant Director – Systems & Transformation, Education and Lifelong Learning
	Keith Coleman	Deputy Director of Procurement
	Mark Winton	Internal Audit Manager
Programme Team	Andrew Richards	Programme Director (to September 2022)
	Brendon Kavanagh	Programme Director (from October 2022)
	Julian Pinhey	Change & Engagement Lead (to August 2023)
	Lee Thomas	Programme Manager (from October 2022)
	Sarah Akehurst	PMO Lead (from autumn 2022)
	Andrew Maddison	Project Manager, Transition to Business as Usual (from autumn 2023)
Service Subject Matter Experts	Clare Ford, Monika Mullaney, Linda Whiteman, Joanne Lloyd-Aziz, Laura Benstead	
Suppliers	James Arvin	Director of UK Public Sector & Higher Education, Unit 4
	Emma O'Brien	Managing Director, Embridge Consulting
	Peter Hall	Programme Manager, Embridge Consulting

	Appendix 2 - DB&I Programme History - Summary				
Note: Sourced from Programme Board reports; does not purport to be a comprehensive history of the programme but is to be used to provide an overview of the programme through its lifetime, as seen by the papers presented to and discussed by the Board..
Year	Month	Programme Board Meeting Dates	Programme own RAG Rating	Phil Hall Notes on Programme Board papers	Ref Cabinet / Scrutiny reports
2019	August	2nd		First meeting of the Board. Approved a Project Initiation Document (PID) and framework for Strategic Options Appraisal. Board established and Programme Manager (later Director) appointed.	
2019	September	12th		Reviews draft Outline Business Case (OBC)	
2019	October				OBC approved by Cabinet (29th)
2019	November	1st		Moore Stephens Insight (external adviser) presented Strategic Options Appraisal which recommended procurement strategy (to conduct single restricted OJEU tender process, to let one contract to one supplier for both implementation and Software as a Service (SaaS). Initial procurement activities mobilised. Initial programme plan proposes go-live date of December 2021.	
2019	December	2nd		Progress being made	
2020	January				
2020	February	5th	G	OJEU notice published	
2020	March	3rd	G	14 suppliers had responded to the OJEU notice, offering a wide range of system platforms	
2020	April	3rd	G	Shortlist of 6 bidders to be invited to tender (comprising 3 systems - SAP, Oracle and Unit4). Implementation stage governance agreed UK enters COVID lockdown.	
2020	May	5th	G	Tender process underway. Programme organisation (workstreams, etc) agreed.	
2020	June	3rd, 18th	G	Considered programme vision statement following internal engagement Unit4 identified as preferred bidder through evaluation process (60% Quality; 35% Financial; 5% Social Value).	

Appendix 2 - DB&I Programme History - Summary

Note: Sourced from Programme Board reports; does not purport to be a comprehensive history of the programme but is to be used to provide an overview of the programme through its lifetime, as seen by the papers presented to and discussed by the Board..

Year	Month	Programme Board Meeting Dates	Programme own RAG Rating	Phil Hall Notes on Programme Board papers	Ref Cabinet / Scrutiny reports
2020	July	1st	G	Focus on business change ("as-is" process workshops) and data cleansing	Cabinet approved Full Business Case (FBC) and award of contract to Unit4 (21st)
2020	August	N/A			Contract signed (28th)
2020	September	2nd	G	Unit4 and Embridge Consulting joined the Board. Focus on mobilisation. Reviewed draft programme plan.	
2020	October	2nd	G	Approved updated PID - two phases for impleemntation; Phase 1 Proactis (Procurement) in June 2021; and Phase 2 the integrated ERP solution in December 2021.	Update to RPSC (8th)
2020	November	4th	G	Progress reports reviewed. Review of Risk Log. Approved benefits realisation next steps Update on data archiving project	
2020	December	2nd	G	Progress reports reviewed. Approved data archiving project initiation document Approved communications & engagement plan for readiness stage	
2021	January	8th	G	All design activities reported to be complete. Approved closure of Design Phase and progression to Build Phase Considered Organisational Impact Assessment	
2021	February	4th	G	Some workstreams moving to Amber rating.	
2021	March	3rd	G	Caveated sign-off to Phase 1 (Proactis implementation)	Update to RPSC (18th)
2021	April	6th	G	Build & Integration System Testing (IST) Phase 1 Gateway approved Considered benenfits prioritisation Approved approach to Training Agreed "MySurrey" name	
2021	May	5th	G/A	Phase 1 testing issues leading to delay by one month	

Appendix 2 - DB&I Programme History - Summary

Note: Sourced from Programme Board reports; does not purport to be a comprehensive history of the programme but is to be used to provide an overview of the programme through its lifetime, as seen by the papers presented to and discussed by the Board..

Year	Month	Programme Board Meeting Dates	Programme own RAG Rating	Phil Hall Notes on Programme Board papers	Ref Cabinet / Scrutiny reports
2021	June	2nd	G	Phase 2 Testing process agreed	
2021	July	2nd	A	Core Build meetings complete but some concern about volume of change requests and additional reports being specified	
2021	August	3rd	A	Phase 1 has gone-live Phase 2 core build complete but IST slower progress Reporting workstream delayed	
2021	September	3rd, 24th	A	Milestones assessed as Amber Reporting and HR/Payroll workstreams assessed as Red (design delays impacting on readiness for user acceptance testing) **Special Meeting on 24th concludes that Dec Phase 2 go-live is not achievable; considers options for revised go-live and selects April 2022**.	
2021	October	1st, 22nd	A	Board reflected on lessons learnt to date and agreed revised ways of working for itself (eg more engagement with subject matter experts) going forward	
2021	November	12th	R	Rectification plan in place but significant delivery risk reported, especially in data migration and HR/Payroll Test cycles 3 & 4 overlapping	
2021	December	8th	R	Significant delivery risk. Test cycle 4 underway but started late	Cabinet approve replanning and additional budget (21st)
2022	January	7th	R	Significant delivery risk. Test cycle 4 positive momentum but high volume of tests being deferred to 5th cycle Priority HR build complete Focus on schools' risks	Update to RPSC (20th)
2022	February	4th	R	Similar messages as January. 2nd Payroll parallel run missed closure deadline. Test cycle 5 underway. Sponsors Group would assess go-live readiness in mid-February	

Appendix 2 - DB&I Programme History - Summary

Note: Sourced from Programme Board reports; does not purport to be a comprehensive history of the programme but is to be used to provide an overview of the programme through its lifetime, as seen by the papers presented to and discussed by the Board..

Year	Month	Programme Board Meeting Dates	Programme own RAG Rating	Phil Hall Notes on Programme Board papers	Ref Cabinet / Scrutiny reports
2022	March	17th	R	**April Go-live postponed; programme to be replanned**	
2022	April	N/A	R		
2022	May	6th	R	Programme risk rating reflects previous April go-live target; revised date has been agreed as Phase 1 (corporate) in Sept 2022 and Phase 2 (schools) in Dec 2022. Acceptance criteria for payroll parallel runs considered (decision at next meeting). Closed test cycle 5 for progression to cycle 6.	
2022	June	10th	A	Approved closure of hypercare for Proactis (Phase 1)	
2022	July	8th	A	Payroll parallel run progress positive but delayed. Test cycle 6 identifying significant number of defects for resolution and retesting.	
2022	August	18th	A	Range of testing and reconciliation issues and delays being addressed	
2022	September	7th, 28th	R	**Unable to progress to an October go-live** Test cycle 6 closed but with lesson learnt that previous test cycles should not have been closed until all defects satisfactorily resolved	
2022	October	5th, 31st	R	High-level revised plan drafted, with detailed replanning to follow Focus on integration testing, reports testing and payroll parallel run for bureaus Change of Programme Director wef 3rd October. 31st - focus on the "red box" - the activities critical to freeze the build and move towards data migration and cutover; these to be completed by 9th Dec Three options had been considered for revised go-live - June 2023 selected	
2022	November	N/A			
2022	December	6th		Progress reports reviewed Decision to close the "red box" and progress to next stages of programme	Cabinet approve additional budget (20th)
2023	January	23rd	G	Data migration reconciliation underway but proving time-consuming. Testing delayed to 1st Feb Detailed dress rehearsal and cotover planning underway.	
2023	February	28th	A	Week 4 of testing - 689 tests so far executed.	

Appendix 2 - DB&I Programme History - Summary

Note: Sourced from Programme Board reports; does not purport to be a comprehensive history of the programme but is to be used to provide an overview of the programme through its lifetime, as seen by the papers presented to and discussed by the Board..

Year	Month	Programme Board Meeting Dates	Programme own RAG Rating	Phil Hall Notes on Programme Board papers	Ref Cabinet / Scrutiny reports
2023	March	29th	A	Test cycle 7 completed, 1278 tests executed, 210 failures to be retested. Dress rehearsal initiated. Detailed ("1500 lines") Cutover Plan in place.	
2023	April	28th		Meeting to approve plan to exit testing	
2023	May	31st		Meeting to agree go or no-go. All critical issues assessed as being in stages of resolution. 16 specific criteria for go-live assessed and 5 Amber but with mitigation plans in place. Reviewed post go-live support model. Approved go-live for 6th June	
2023	June	16th, 28th		**Go-live took place on 6th June.** Meetings to review go-live progres and issues being identified. High volumes of issues - Support Team feeling "overwhelmed" but this felt to be expected. Variety of schools-related issues identified; dedicated team in place to resolve. June payroll run but with subsequent issues.	
2023	July	7th		Call volumes remaining high; considerable programme activity to address issues.	
2023	August	23rd		Call volumes declining but issue identification remains high. Hypercare RAG: Managed Service & Support, and Payroll both assessed as Red. Options for Transition to BAU considered	
2023	September				
2023	October				Update to RPSC including proposal for Task & Finish Review (18th)
2023	November				
2023	December			Closure of Programme and handover of issues to Transition to BAU project	

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ADULTS AND HEALTH SELECT COMMITTEE and

CHILDREN, FAMILIES, LIFELONG LEARNING AND CULTURE SELECT COMMITTEE

Item under consideration: Mindworks and the Neurodevelopmental Pathway.

Date Considered: 23 July 2024

1. A joint item was brought to the Adults and Health Select Committee on 10 May 2024, with participation from six Members of the Children, Families and Lifelong Learning and Culture Select Committee. Mindworks, who are the Children and Young People's Emotional Wellbeing and Mental Health Service commissioned by Surrey Heartlands and Surrey County Council, presented their plan to address the large backlog of children with neurodiverse conditions waiting for diagnosis and treatment in Surrey.

2. The two Committees heard from school headteachers and from parents who expressed their concern that the current complex and bureaucratic system will produce increasing problems for society if young people are not helped to find their way through it.

3. Councillors reported that parents and schools feel abandoned because Mindworks – the lead agency - appears to have given up providing front line neurodevelopmental screening and assessment, and has handed the responsibility over the schools, without a proper transition or preparation.

4. Mindworks expressed their inability to manage the backlog in its current form and informed they were unlikely to be able to do so under the current approach without further investment and reform, which would leave thousands of children and young people undiagnosed and untreated.

5. The Committees were not reassured that Mindworks – as the leading responsible agency in Surrey - has a strategy to handle the current situation, with the result that families and schools may be badly let down and left behind.

6. The joint Committees asked the Cabinet Member for Health and Wellbeing and Public Health and the Cabinet Member for Children, Families and Lifelong Learning to exert all their influence and pressure to ensure that Mindworks actively listen to and respond to the needs of families and schools, while recognising that they alone cannot repair a broken system.

7. The Committees expressed a belief that, firstly, the NHS, and Children's Social Care and Education must work at every level to address the issue of growing numbers of children, young people and families who are not receiving the support they need to manage neurodiversity - an issue not just isolated to Surrey - and secondly, the education system in particular is not working, is

out of date and out of sync with the concerns of modern-day families with children who have neurodiverse conditions.

8. The joint Committees asked the Leader to work with other authorities and to urge the Government to make this their highest priority for our future society to give these children the best opportunities in life and ensure they are not left behind.

Recommendations

The Adults and Health Select Committee, with representation from the Children, Families and Lifelong Learning Select Committee, agreed the following recommendations.

1. Mindworks must demonstrate how it proposes to regain the confidence of parents and schools, and that it demonstrates it accepts responsibility for the services that it is commissioned to provide, by
   - Publishing the Transformation Plan, with actions, dates, responsibilities, and levels of performance with appropriate Key Performance Indicators (KPIs) and targets;
   - Providing research to identify the size of the problem;
   - Improving information on those organisations, such as the National Autistic Society, who can provide early help – prior to diagnosis;
   - Monitoring the effectiveness of partners who provide Mindworks services and drive improved performance where appropriate.

2. By scaling up supply to meet the level of demand, and securing sufficient support from the NHS England, showing how this is linked to the Transformation Project. We recommend that,

   - The response to the Joint Targeted Area Inspection Report (JTAI) is extended to accommodate a joined-up Mindworks / Education, Health and Care Plan (EHCP) process;
   - The Surrey and Borders Partnership Trust Recovery College needs to:
     - be more accessible to young people and their families and encourage more local access, with better publicity and provision of outreach services;
     - ensure that the College has the capacity to take on this extra workload;
     - establish skills and work coaches to help coach and support people to enable the transition to adulthood by helping people to maintain employment and get into employment.

3. Mindworks must provide a clear and simple information guide for parents on how to access services, so that pathways of access are coherent, accessible,

and easily understood, and to consider how it could be further reaching so that parents and schools are supported while children are on the waiting list.

Trefor Hogg, Chair – Adults and Health Select Committee

Fiona Davidson, Chair – Children, Families, Lifelong Learning and Culture Select Committee

Background papers:

Final Report from Mindworks
https://mycouncil.surreycc.gov.uk/documents/s96816/Mindworks%20FINAL%20Report.pdf

Appendix 1 of the Report – i-THRIVE in Surrey
https://mycouncil.surreycc.gov.uk/documents/s96817/Appendix%201%20i-THRIVE%20in%20Surrey%20-%20Mindworks.pdf

Appendix 2 of the Report – User Voice Outcomes slide
https://mycouncil.surreycc.gov.uk/documents/s96818/Appendix%202.%20User%20voice%20outcomes%20slides%20-%20Mindworks.pdf

Appendix 2a of the Report – School Reference Groups and messages
https://mycouncil.surreycc.gov.uk/documents/s96819/Appendix%202a%20School%20Reference%20Groups%20and%20messages%20-%20Mindworks.pdf

Appendix 3 of the Report – Lessons learnt and current delivery
https://mycouncil.surreycc.gov.uk/documents/s96820/Appendix%203%20Lessons%20learnt%20and%20current%20delivery%20-%20Mindworks.pdf

Appendix 4 of the Report – CYP ND Transformational AP
https://mycouncil.surreycc.gov.uk/documents/s96821/Appendix%204%20CYP%20ND%20Transformational%20AP%20-%20Mindworks.pdf

Appendix 5 of the Report – Mindworks Alliance Performance Report
https://mycouncil.surreycc.gov.uk/documents/s96822/Appendix%205%20Mindworks%20Alliance%20Performance%20Report%20for%20Select%20Committee%20-%20Mindworks.pdf

Appendix 6 of the Report – Mindworks Outcomes Summary
https://mycouncil.surreycc.gov.uk/documents/s96823/Appendix%206%20Mindworks%20Outcomes%20Summary%20-%20Mindworks.pdf

Appendix 7 of the Report – ND Pathway System Risks
https://mycouncil.surreycc.gov.uk/documents/s96824/Appendix%207%20ND%20pathway%20system%20risks.pdf

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SURREY COUNTY COUNCIL

CABINET

DATE: **23 JULY 2024**

REPORT OF: **N/A**

LEAD OFFICER: **MICHAEL COUGHLIN, INTERIM HEAD OF PAID SERVICE**

SUBJECT: **LEADER/DEPUTY LEADER/CABINET MEMBER/ STRATEGIC INVESTMENT BOARD AND COMMITTEE-IN-COMMON DECISIONS TAKEN SINCE THE LAST CABINET MEETING**

SUMMARY OF ISSUE:

To note the delegated decisions taken since the last meeting of the Cabinet.

RECOMMENDATIONS:

It is recommended that the Cabinet note the decisions taken by Cabinet Members since the last meeting as set out in Annex 1.

REASON FOR RECOMMENDATIONS:

To inform the Cabinet of decisions taken by Cabinet Members, Strategic Investment Board and the Committee in Common subcommittee under delegated authority.

DETAILS:

1. The Leader has delegated responsibility for certain executive functions to the Deputy Leader and individual Cabinet Members and reserved some functions to himself. These are set out in Table 2 in the Council's Scheme of Delegation.

2. The Leader has also delegated authority to the Strategic Investment Board to approve property investment acquisitions, property investment management expenditure, property investment disposals and the provision of finance to its wholly owned property company, Halsey Garton Property Ltd.

3. Delegated decisions are scheduled to be taken on a monthly basis and will be reported to the next available Cabinet meeting for information.

4. **Annex 1** lists the details of decisions taken since the last Cabinet meeting.

Contact Officer:
Huma Younis, Committee Manager, huma.younis@surreycc.gov.uk

Annexes:
Annex 1 – Delegated Decisions Report

Sources/background papers:
None

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CABINET MEMBER FOR HIGHWAYS, INFRASTRUCTURE AND ECONOMIC GROWTH DECISIONS – 25 JUNE 2024

1. **APPROPRIATION OF LAND AT STRINGERS COMMON, WOKING ROAD, GUILDFORD**

   (i)   Resolved:

   The Cabinet Member:

   1. Agreed to the appropriation of Surrey County Council (SCC) owned land at Woking Road as illustrated in Annex A to the report submitted to public highway as the land is not considered to be necessary to be retained as part of the common.

   2. Delegated authority to the Executive Director for Environment, Infrastructure and Growth, in consultation with the Cabinet Member for Highways, Transport and Economic Growth, to deal with all associated matters arising as part of the appropriation process.

   (ii)   Reasons for decision

   Improvement works are proposed by Guildford Borough Council to Woking Road / Moorfields Road junction which are required to unlock and facilitate the Weyside Urban Village scheme. Part of the land required for the highway works is on County Council owned land, forming part of Stringers Common.

   Before these highways works can take place, the land must be appropriated under Local Government Act 1972 powers, from land held as common to be appropriated for highway purposes.

   In order to bring about the appropriation, the Council needs to exercise its powers under s122 of the Local Government Act 1972 in relation to appropriation of land where land owned by SCC is no longer required for the purpose for which it is currently held.

CABINET MEMBER FOR PROPERTY, WASTE AND INFRASTRUCTURE DECISIONS – 25 JUNE 2024

1. **PROPOSED DISPOSALS BY AUCTION AND ASSOCIATED SURPLUS ASSET DECLARATIONS**

   (i)   Resolved:

   The Cabinet Member:

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1. Declared the assets, outlined in this Report, as formally surplus to operational requirements (and agreed same in conjunction with the Leader and Deputy Leader).

2. Delegated authority to the Section 151 Officer in consultation with the Director of Land & Property in consultation Executive Director – Environment, Infrastructure and Growth to secure best value from the assets released.

3. Delegated further authority to those officers to agree minimum reserve prices, any specific covenants on the sale of assets to be sold through auction, to finalise each transaction, and enter into all associated legal contracts (including private treaty if assets can be sold prior to auction).

(ii)   Reasons for decision

The proposed disposal of the assets requires formal declaration surplus to service operational requirements to allow them to be taken forward for disposal. This list of assets is identified for sale by auction reflecting their individual circumstances usually around site or Land Title issues. A sale by auction route enables an early conclusion of a sale and ideal for sets of low value or constrained assets.

CABINET MEMBER OF THE MONTH:

Mark Nuti, Cabinet Member for Health and Wellbeing, and Public Health

Health Integration and Mental Health transformation

We continue to work with partners across the health and social care system to improve how we collaborate and make joint decisions. We are streamlining many of the Boards and meeting structures across Surrey Heartlands to ensure we are using our collective time together focusing on the real issues which matter to our residents and populations. This means making sure the right partners are part of these decisions and we continue to be community led. As an example of this, residents of *North Leatherhead* led a highly informative and interesting session with members of the Integrated Care Partnership (ICP) for Surrey Heartlands last month, showcasing some amazing examples of community activities and community collaboration which supports the health and wellbeing of residents of the town. I was hugely inspired by these activities and committed, as a member of the ICP, to share their experiences and learning across the County.

In April, we were able to confirm that the Surrey All Age **Mental Health Investment Fund** (MHIF) has granted funding of £3.6m to 13 projects that provide innovative, community-focused programmes. This is in addition to the £530,000 that was granted in 2023 to 9 projects. Established in 2022, the MHIF is an integrated funding programme with a total budget of £10.5m. Funding is used to support services which are non-statutory; developed by local, community-based groups. These initiatives aim to support the emotional well-being of our residents by focusing on preventing poor mental health and aiding those with mental health needs. This gives people access to early, appropriate support, preventing further escalation of their needs. Additionally, the MHIF has supported projects that work with communities to tackle isolation. The remaining MHIF will be distributed as grants to Voluntary and Community sector organisations by our partners in Community Foundation for Surrey. We have been working with them for a number of years and are delighted they will be seeking to match fund the remaining value so we can fund more programmes for longer, and ensure more residents feel the benefits of these innovative projects.

Beneficiaries of the fund, The Prospero Theatre Company, based in Caterham, is dedicated to enhancing the lives of adults and young people facing disabilities and mental health challenges through performing arts. Their performance of 'The return of Jafar' was developed collaboratively through weekly workshops, providing opportunities for creativity, emotional expression, teamwork, and empowerment.

Work is also underway to agree the priority areas - system wide - that are needed to transform our mental health service. This includes transforming how we deliver mental health in the community - both when in crisis and in recovery. Using the Community Mental Health Framework as a starting point, system leaders will come together to map existing services, identify gaps and agree priorities for future development. There may be a role for the voluntary sector to support individuals in the community to prevent escalation. In addition, we expect to improve access to services for those with complex needs, and to avoid individuals with multiple needs bouncing around the system.

PUBLIC HEALTH

Public Health Intelligence

To ensure that leaders and commissioners have a clear understanding of the health and care needs of Surrey residents we continue to update the Joint Strategic Needs Assessment (JSNA). The focus of the updates is around the wider determinants of health (housing, economy, community safety) and population groups with the worse health outcomes (migrants, people affected by multiple disadvantage, Armed Forces and Veterans) to support our vision of No-one Left Behind.

A health protection dashboard has been developed, providing up to date intelligence around vaccinations uptake, air quality and hospital acquired infections to support the Health Protection Board in their decision-making

The team conducts surveillance on deaths on behalf of the system and recently conducted a 'deep dive' into excess deaths on behalf of the Heartlands Integrated Care System (ICS) to make sure we are not

missing any emerging concerning trends around cause of death. We are also exploring new ways of adapting the data collected for the Council so it supports the work of the healthcare sector.

The recent closure of 16 community pharmacies has seen the landscape of pharmaceutical provision change in Surrey. The team have therefore reopened the Pharmaceutical Needs Assessment (PNA) to reassess accessibility and availability of this essential service for residents.

Children and Young People's Public Health

Public Health have strategic oversight of the 'Core20PLUS5' approach for children and young people. This involves working closely with key partners including ICB colleagues to deliver action on priority healthcare inequalities. The approach overlays action on clinical conditions with the most deprived geographies and priority population groups who experience the poorest health outcomes. Most recently, focus sessions have been on asthma and epilepsy.

Public health continues to engage with young people on important health topics to inform and shape future services. We are currently recruiting for (and will soon be delivering) the latest Health Related Behaviour Questionnaire for school aged children.

After extensive consultation with stakeholders, public health has a final draft of the children and young people's self-harm protocol. This has been an important piece of work linked to the children's emotional wellbeing and mental health strategy and the suicide prevention action plan.

Ongoing commissioning activity continues for future children's community health services. In-year priorities have also been established to ensure 0-19's community health services can deliver high quality care.

Health Protection

In recent months the focus has been on **measles** following the request by UK Health Security Agency (UKHSA) to prepare for outbreaks and widespread community transmission as the number of measles cases rises across the country, ensuring we can respond quickly to contain the spread of measles. Together with partners we are working to encourage people to take up the offer of the Measles, Mumps, Rubella (MMR) vaccine, particularly in children and those aged 19-25 years, although anyone of any age is eligible for the free vaccines. We have been running a digital advertising campaign targeted at parents and carers and posters were delivered to community and health settings. The Vaccine Bus project started in June with 3 successful clinics to raise vaccine awareness and increase vaccine uptake for ages 5 to 19 years in areas of low vaccine uptake in Surrey.

Proactive work continues for summer (heatwaves, travel vaccines, vector born infections). Taking account of UKHSA 'Health Effects of Climate Change (HECC) in the UK' evidence report, we are working in partnership to **mitigate the health impacts of climate change** on our population's health, such as improving air quality. Working with environmental health teams in District/Borough Councils, highways teams, and health partners through the Surrey Air Alliance, we promoted the national Clean Air Day campaign in June, and continue to support local school air quality projects, and District/Borough to meet their statutory responsibilities for improving poor air quality.

We continue our public health leadership through the Health and Planning Forum, to bring local planners, health partners and colleagues in the Environment, Infrastructure and Growth Directorate together to **improve the built environment across Surrey**. We provide input into District/Borough local plan development, advise on health impact assessments, and respond to consultations of major developments, including the River Thames Scheme and Gatwick Airport Northern Runway expansion.

Other proactive work includes:
- working with partners to take forward recommendations from the migrant health rapid needs assessment
- working with Surrey Local Resilience Forum to update multi-agency pandemic plans
- working with Surrey Heartlands ICP to support care homes and other non-healthcare settings with specialist infection prevention and control support
- supporting UKHSA and health partners to manage and respond to outbreaks of infectious diseases, and incidents such as chemical spillages, flooding etc.

Healthcare Public Health (HCPH)

HCPH is one of the three core domains of specialist public health practice alongside health improvement and health protection. The local authority has a statutory duty to provide or make arrangements to secure the provision of a public health advice service to any Integrated Care Board (ICB) in their area, of which HCPH has a key role in this duty. The team supports the Surrey Heartlands Priorities Committee (SPC) by using an evidenced-based approach to ensure that local clinical commissioning policies are in line with latest clinical evidence and national guidelines, for example, from the National Institute for Health & Care Excellence (NICE) and the Medical Royal Colleges. Recommendations are made by the team to the SPC regarding any policy changes that are needed to keep commissioning in line with good clinical practice. The team also supports the Surrey Heartlands Individual Funding Request (IFR) Panel by providing evidenced-based reviews to support the decision-making process on whether funding should be approved for specific IFR requests. The team also supports the local health system in the development of specific healthcare clinical pathways, for example, the weight management pathway and Long-Covid services.

The work of the HCPH team is focused on maximising the population benefits of healthcare and reducing health inequalities in access to healthcare, whilst meeting the needs of individuals and groups. This is done by prioritising the use of finite resources on improving health-related outcomes through design and evaluation of effective and efficient health and social care interventions, settings and pathways of care.

The team recently contributed to the ongoing regional project to consolidate the clinical commissioning policies and IFR processes of the six Integrated Care Boards in the Southeast, with a view to standardising policy thresholds and reducing inequality of access to treatments.

Surrey Health and Wellbeing Board and Strategy

Highlights from the most recent Health and Wellbeing Board included:

Quarterly highlight reports of the strategy demonstrate the breadth of work happening to deliver the strategic priorities which are focused around priority populations and key neighbourhoods
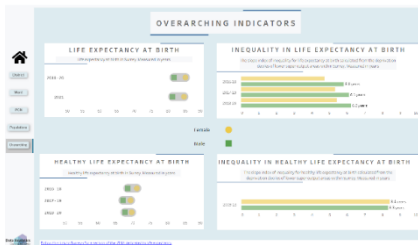
Over the past year the **Surrey Health and Wellbeing Strategy Index** has had a soft launch. Additional indicators will be introduced in June and this will allow a common high level view on progress being made on our strategy and our ambition to reduce health inequalities so no-one is left behind.

Multiple Disadvantage

Work has continued to progress to support better outcomes and encourage system change and development for approximately 150 people at any one time experiencing multiple disadvantage (at least three aspects of Homelessness, Criminal Justice, Substance Use, Mental Health and Domestic Abuse). This includes complementary programmes of work including Surrey Adults Matter (SAM) multi-agency approach, delivery of trauma informed outreach (Bridge the Gap Service) focused on the individuals needs and wants, provided through 10+ VCSE partner organisations, alongside the development of lived experience and peer networks to ensure their insight is central to driving developments and system change. Most recently the work of the team on MD Lived and Living Experience was recognised through a national NHSE England and Career Matters UK Silver Charter Award.

Sexual Health Services

We commission a range of Sexual Health services on behalf of residents, delivered by Central and North West NHS Foundation Trust (CNWL), these provide face to face clinics, online services (Sexually Transmitted Infection (STI) testing and contraception) outreach and condom distribution scheme. Pharmacies are commissioned to provide emergency contraception and chlamydia and gonorrhoea testing

and treatment. Some pharmacies also provide the condom distribution scheme. GP surgeries provide Long Active Reversable Contraception (LARC) such as coils and implants.

Priorities in Surrey include: promoting HIV awareness and reducing late diagnosis, increasing testing, including promoting HIV point of care testing in community settings, and normalising HIV testing in primary care. Increasing uptake of Chlamydia testing, for example through campaigns and outreach to young people. Developing a whole systems teenage pregnancy action plan in response to the national upturn in teenage conceptions. Our CNWL outreach services have recently won a **'Pride in Surrey' award**, honouring those who have made a remarkable impact within Surrey's LGBTQ+ community.

Feedback from a local college leader said "The ongoing collaboration between CNWL and our college has been nothing short of exemplary, fostering a culture of innovation, learning, and mutual support. Our joint endeavours, particularly in the realm of health education and promotion, have yielded tangible benefits for both institutions and the communities we serve"

Substance Use

A new chapter of the Joint Strategic Needs Assessment on Substance misuse has just been published, highlighting that alcohol and drug use causes harm not only to individuals, but also families and communities and costs millions of pounds every year in dealing with the associated health problems, loss of productivity, children and adult social care costs and drug related crime and disorder. Problematic alcohol and drug use can be a pathway to poverty, lead to family breakdown, crime, debt, homelessness and child neglect. By looking at data and listening to people's stories, we can work out the best ways to prevent and reduce substance misuse, provide help to those in need, and create a healthier, safer environment for everyone.

Public health commissions a wide range of services to support prevention, treatment and recovery from problematic alcohol and drug use, including Catch 22 services for children and young people and i-access services delivering treatment and recovery for adults. There is a strong focus on our most vulnerable residents including, high risk complex drinkers, people involved in the criminal justice system and children excluded from school.

Marketing campaigns have focused on alcohol reduction and reducing harm from drugs, including: 'January and Beyond', which promoted on-line screening and alcohol awareness, targeting neighbourhoods with the highest levels of alcohol related hospital admissions and 'Naloxone Awareness' campaigns, to highlight the intervention which is capable of reversing the effects of opioids, such as heroin and methadone and can save a person's life. Upcoming campaigns include Alcohol Awareness Week in July, and Overdose Awareness Day in August.

Cardiovascular Disease (CVD) Prevention

Smoking and obesity are the two of the most preventable risk factors associated with long term conditions such as cardiovascular disease and cancer. To support prevention of such conditions, Public Health works with a range of stakeholders including the NHS, trading standards and University of Surrey to design and deliver evidence-based and environmentally sustainable interventions. Services commissioned by the public health to prevent cardiovascular disease and cancer include:

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An integrated lifestyle service, "One You Surrey" which supports adults who live or work in Surrey free support to stop smoking and to achieve a healthy weight. "Be Your Best" the **child and family healthy** weight programme jointly provided with Active Surrey. A whole system food strategy has been developed which aims to create a healthy place, where people are supported to make healthy food choices and work together to protect the environment, whilst growing the local economy through a resilient local food system.

Smoking cessation - Currently 10.9% of our population still smoke, around 110,000 residents. Tobacco Control Strategy 2023-26 was published which outlines our plans to create a smokefree Surrey by supporting residents to quit for good. Over the past five years, One You Surrey have supported over 7,500 residents to successfully quit at 4 weeks. Whilst the proposed Tobacco and Vapes Bill goes through parliament, Surrey alongside other local authorities have been awarded extra funding (additional £1.1m per year) for the next five years to enhance our local stop smoking services.


NHS Health Checks are offered to 40 to 74 who do not have a pre-existing health condition and are used to identify early signs of cardiovascular disease. Raising awareness of the importance of knowing your blood pressure, Mark had his blood pressure taken during 'Know Your Numbers' week. 1 in 3 adults in the UK have high blood pressure and 1 in 2 adults with high blood pressure do not know they have it. The campaign helped raise awareness of free blood pressure service in local pharmacies.

Mental Wellbeing

Population health management approach to mental health: The Population level need for support with mental and emotional wellbeing is well documented. To focus efforts, a population management approach to understanding demand, health inequalities and response for Severe Mental Illness (SMI), Common Mental Disorders (Depression and Anxiety) and sleep has been developed. A place-based population mental health system approach has been launched in North-West Surrey.

Supporting mental and emotion wellbeing in the places where people live and work: The '*How are you Surrey*'? Workforce Wellbeing Programme assessment tool has been launched with a focus on care homes and the construction industry. A workforce wellbeing research collaborative has been established with SCC and Universities of Surrey and Kent.
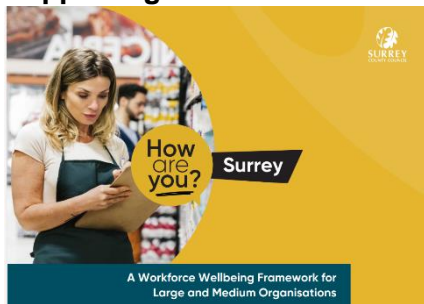
The **Suicide Prevention Strategy for Surrey** has been updated to align with the National Strategy and will be out for consultation shortly.

The **Gambling Harm Reduction** needs assessment continues which has led to the creation of a targeted marketing campaign delivering a significant increase in people accessing support.

The **First Steps programme phoneline** for anyone needing mental wellbeing support has been launched in Guildford, Woking, and Waverly boroughs. New chatbot technology is being used in the marketing campaign to encourage people to contact the phoneline.

Surrey's **mental health crisis helpline** which helps almost 50,000 people a year to see how they support those in need. Surrey's Mental Health Crisis Helpline (0800 915 4644) is open 24 hours a day, 365 days a year and since it started in 2010 it has helped around 600,000 people. I recognise the dedication and compassion shown by the team at the Mental Health Crisis Helpline it's truly inspiring. It's clear that their work not only saves lives but also instils hope and provides a lifeline to those grappling with severe mental health challenges. Surrey County Council is committed to ensuring the well-being of our community, and this service exemplifies our ongoing efforts to support those in need. Witnessing the meaningful interactions and the genuine care offered by the helpline's staff has reinforced the importance of continued support and collaboration.

Nature Based Wellbeing: St Ebba's Therapy Garden sits within the Children and Adolescent Mental Health (CAMHS) site in Epsom. A previously disused space has been transformed into an outdoor space for children and young people's therapy. Designed as a therapeutic space, to create a calming and accessible place for those with mental health problems. Creating the garden brought together businesses, young people (not in education, employment, or training (NEET), who built the raised beds, a vocational programme for adults with learning disabilities (who maintain the garden), Surrey Wildlife Trust (who donated the native hedge planting) and volunteers who planted the hedging. *Green health and wellbeing | Healthy Surrey*

Workforce Development

Making Every Contact Count (MECC) is an evidence-based approach to behaviour change that uses the millions of day-to-day interactions that organisations and individuals have with other people to support them in making positive changes to their physical and mental health and wellbeing. Public Health commissions a training the training programme as well topic specific training (including alcohol use, smoking, mental wellbeing) offed to frontline health and care professionals across the system.

Public Health Research

Public health has been successful in securing just over £5m grant funding from the National Institute for Health and Care Research (NIHR) to become one of the national Health Determinants Research Collaboratives (HDRCs) and build a public health research infrastructure in collaboration with the University of Surrey.

Towns and Villages and Team Around the Community

We continue to extend our **towns and villages approach** and the Integrated Care Partnership (ICP) have now committed to further strengthen shared coordination at the local town and villages scale across the county. This is welcome as stronger joint working alongside communities between the County Council, District and Borough Councils, the local NHS and the VCSE is crucial to addressing health inequalities. A key part of this is our teams on the ground in communities (the "**team around the community**") and we continue to see the positive impact of working alongside our communities, including of course through the crucial role and contributions of local Members.

All our 11 **Community Link Officers** (CLO) now have their own Facebook pages, where you can find out about what's going on in your local area, things that might affect you and get in touch with your CLO if you need help. Community Link Officers are making it happen across Surrey - Surrey County Council (surreycc.gov.uk)

The team have been out and about and had two community free events in May a cooking event and a Spring fun day that were designed to provide connections for people in their local area, knowing that social isolation is a key determinant of wider health issues. The Surrey Community Lounge provides the forum for people to quite simply come along and meet others, and join in as much or as little as they want to. Do spread the news with your residents. More details can be found here Surrey Community Lounge - Surrey County Council (surreycc.gov.uk)

Meanwhile the positive impact of our **local area coordinators** (LACs) has been confirmed through an academic evaluation (see full report here). We currently have eight LACs working at the local neighbourhood level to offer individual 1:1, cross-agency support to anyone who might need it for a range of reasons - there are no eligibility criteria, thresholds or time limits, meaning they can build trusted relationships and provide early, highly accessible preventative support. The evaluation underlined the significant difference this is making to people's lives: "local area coordinators go beyond immediate needs, fostering longer-term relationships with people facing complex life challenges...[and] are positively contributing to people's health and well-being over the longer term".

Further fantastic examples of how our teams are working alongside a wide range of partner organisations were highlighted through the recent **Integrated Care Partnership Board visits** to Horley (April) and Leatherhead (June). Board members were rightly impressed by examples such as the Horley Health and Wellbeing Network and the inspiring Jam Place in North Leatherhead which is a safe and inclusive space for young people to express themselves through dance and movement, including specialised activities for neurodiverse children.

Community Prevention Team

The Community Prevention Coordinators continue to work closely with ASC locality teams, promoting a wider range of low cost, local services available in the community to help support residents who have met care threshold needs. An integral part of this work is identifying gaps in provision and developing projects to fill these gaps.

In East Surrey, we have secured funding to launch a Community Budget. This will support local residents by providing them with funding to take action on matters of local importance. Key principles of this work, among others, are local ownership, accessibility and empowerment.

The Team have been successful in securing a grant by the DWP to roll out Individual Placement and Support in Primary Care (IPSPC) across Surrey Heartlands Integrated Care System (ICS) and the Frimley South area of the Frimley ICS. The programme will be known as '**Work Wise'.**

Work Wise will ensure adults in eligible locations with mental and/or physical health conditions or disabilities including learning disabilities and neurodivergence, receive the health and wellbeing benefits of accessing and maintaining employment for the longer term.

We have made excellent progress and have contracted two new Work Wise providers – Get Set UK & Surrey Choices. Whilst Richmond Fellowship have begun delivery, receiving 125 referrals in their first month. In addition, we've commissioned Revealing Reality to explore residents' experiences of in-work poverty and how we can support them to thrive in work.

Equality, Diversity & Inclusion (EDI):
We have developed our action plan for 2024/25 on Equality, Diversity and Inclusion which builds on the successes achieved in the previous year. Some achievements from 23/24 include:
- Carrying out in depth research with disabled, ethnically diverse and LGBTQ+ staff to understand their experiences at SCC and what more we need to do to support our diverse workforce.
- Rolling out an improved process for assessing and implementing workplace adjustments for staff.
- Achieving Carer Confident level 2 status and introducing one-week paid carer's leave
- SCC website achieving full digital accessibility compliance and rolling out an AI driven checking tool for documents.
- Developing Inclusive Recruitment guidance for hiring managers and implementing inclusive practices in interviews.
- Launching an Inclusive Language Guide for staff.
- Improving guidance on undertaking Equality Impact Assessments (EIAs), developing EIA champions network and providing training for EIA champions.
- Funding an Inclusive Boards programme with 20 local voluntary organisations to improve understanding of inclusion and how to diversify trustee boards.
- Completing the launch of the Refuges for All project, providing 7 safe spaces for victims and survivors of domestic abuse from underserved backgrounds including LGBTQ+ and ethnically diverse people.

Areas we will be focusing on for 24/25 include
- Improving the physical accessibility of our key office sites, including the new Victoria Gate building.
- Responding to the recommendations from our disabled, ethnically diverse and LGBTQ+ staff reviews
- Continuing to improve our approach to using EIAs to help us develop services that meet the needs of all our communities, especially our most vulnerable residents.
- Providing evidence-based training relevant to people's job roles and responsibilities and giving clear, practical advice on our duties under the Equality Act 2010.
- Working alongside our partners in Surrey Police and the voluntary, community and faith sector to pilot approaches to improving community cohesion and tackle hate crime.
- Work to embed EDI in our supply chains through our procurement and commissioning processes.

We are also pulling together data from the census and a range of other sources to better understand who is experiencing inequality in Surrey. We are using this evidence base to bring a range of partners together to look at how we can work together to address these inequalities.

Carers Week

I attended our Staff Carers Summer Festival which took place during Carers Week on 12 June where we shone a spotlight on our working carers across the Integrated Care System and beyond. The aim of the day was recognising the invaluable dedication of our staff who balance caregiving with their work responsibilities. It was organised and arranged by our Carers Staff Network.

It was so encouraging to see hundreds of staff attend the event and to be able to provide useful information. One of the most poignant outcomes was from staff only just realising that they are a carer. To quote one attendee "Being able to network in such a happy environment was great" … "This was the first year I've recognised myself as a carer, and I cannot thank you enough for putting this event on. It really did put a spring in my step that day and truly appreciated it."

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SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**DENISE TURNER-STEWART, DEUPTY LEADER AND CABINET MEMBER FOR CUSTOMERS AND COMMUNITIES**
LEAD OFFICER:	**LIZ MILLS, EXECUTIVE DIRECTOR, CUSTOMER, DIGITAL AND CHANGE**
SUBJECT:	**CUSTOMER TRANSFORMATION**
ORGANISATION STRATEGY PRIORITY AREA:	**TACKLING HEALTH INEQUALITIES, GROWING A SUSTAINABLE ECONOMY, ENABLING A GREENER FUTURE, EMPOWERED AND THRIVING COMMUNITY, NO ONE LEFT BEHIND**

Purpose of the Report:

This report sets out the ambition and business case for the transformation of customer experiences and outcomes, to support the Council's guiding ambition that 'No one is left behind'. The programme will enable the needs of Surrey County Council's residents and wider customers to be better met, with a focus on understanding and supporting those with the greatest need.

Recommendations:

It is recommended that Cabinet:

1. Approve the customer transformation ambition and approach, and the in principle £11.3m investment requirement over four years.
2. Approve the use of financial revenue reserves of £3.5m (included in the £11.3m request) to support the 2024/25 activity. Further draw down of funding will be released in phases from 2025/26 onwards, following appropriate evidence of benefit realisation in the updated business case and approval of the Executive Director, Customer, Digital and Change in consultation with the Lead Cabinet Member.
3. Approve the Dynamic Customer Operating model (D-COM) and its delivery as an essential countywide priority to ensure customer outcomes and experiences are improved.
4. Note the inter-relationships of the transformation programme with cultural and digital change, the data strategy, service specific improvements, Core Function Redesign and the Towns and Villages/Team Around the Community programmes.

5. Delegate authority to the Executive Director, Customer, Digital and Change, in consultation with the Lead Cabinet Member to refine the Dynamic Operating Model as it evolves over time, responding to changing needs.

Reason for Recommendations:

The Council is determined to improve the customer experience in line with our mission and organisational priorities. This will be achieved through the design and implementation of a new Customer Service Operating Model, supported by systems, processes and ways of working that will provide a seamless customer journey, build customer trust, confidence, and satisfaction; reduce cost and maximise efficiency and effectiveness.

Introduction

1. To achieve excellent services for all, and be a high performing council, significant transformation is required to improve the way we interact with customers. Investment in improving these interactions will contribute to the Council's four priority objectives which are underpinned by the guiding principle of 'no one left behind':

   - Growing a sustainable economy
   - Tackling health inequality
   - Enabling a greener future
   - Empowered and thriving communities.

2. The programme will enable consistently good customer experience across all council services, including customer 'contact points' (e.g. libraries, registry offices, social care interactions etc.). The programme will work closely with all services and teams within the Council to achieve this, making better use of customer insights to improve effectiveness and reduce avoidable contacts and demand.

3. Currently, a significant number of our customers face challenges in their interactions with the council, which leads to frustration, unnecessary effort, waste, and reputational damage. Although there are many examples of positive day-to-day engagement and delivery with customers (as evidenced by compliments received about services), evidence from the customer satisfaction survey and complaints data show that the Council is not always delivering the consistently good experiences it aspires to.

4. Given the national and local financial context, there is a need to drive efficient processes and systems to support customer interactions. This programme aims to enhance customer satisfaction and drive efficiencies by improving the speed of service access and the quality of interactions. This will ensure the Council remains able to support the changing needs of the population and support its most vulnerable customers in the most appropriate way. All improvements and process efficiencies will be tracked to ensure we are able to make conscious

decisions about investment levels in services as part of our budget setting processes.

5. The Customer Transformation Programme was established in January 2024. The programme Steering Group sits within the broader Transformation and organisational governance structures, and membership includes the Section 151 Officer. The Steering Group oversees development of the Business Case and programme delivery, including benefit definition and realisation. The initial phase of work culminated in an Outline Business Case (approved by the Strategic Design Authority in March 2024). The Full Business Case now builds on that, setting out an approach to investment in the detailed design and implementation of a new way of working that maximises digital capabilities and makes it easier for everyone to access what they need via self-serve, assisted self-serve approaches or providing more targeted and specialist support for those who require it.

Case for change

6. The Council's customer base is significant in scale and diversity. Our definition of a customer is 'people who contact and interact with Surrey County Council, which may include residents, those who work, visit, study or travel in the county, as well as partner organisations.' With almost 1.2m residents it is vital that we ensure that their experience, along with those of the wider customer community, is central to our transformation work.

7. A snapshot of data relating to customer interactions managed by the contact centre (excluding direct contact to other services, such as social care) shows that, on average annually there are over 357,000 customer service interactions, including:

    - over 250,000 phone calls to the contact centre
    - over 8,000 contacts via social media channels
    - approximately 95,000 emails
    - more than 17,000 web chats

8. Data also shows that there is evidence of failure demand and a lack of clarity over when and how customers can engage, resulting in more interactions than necessary. Customer feedback shows that there is often frustration with processes and wait times for issue resolution and feedback, while 80% of contact centre interactions are resolved at the first point of contact and calls are answered within the 120 second target, many customers are not satisfied with SCC's services (all services not just the contact centre).

9. During the year 2023/24, Surrey County Council recorded a total of 2,598 complaints, a 5% increase across the board compared to the previous financial year (2,467).

10. Discovery work has demonstrated limitations with gaining customer insights due to:

- multiple systems and platforms that do not integrate with each other leading to unreliable data; data is fragmented meaning consolidation is administratively heavy and susceptible to human error.
- multiple front doors and microsites meaning there is no central view of customer interactions,
- limited reporting capability to identify the number of touchpoints in the journey to resolution,

11. The combination of challenges outlined above makes it harder to target and provide high quality customer experiences that are measurable.

Purpose of the Customer Transformation Programme

12. To make the improvements set out in the case for change, we will deliver a three-to-five-year change programme. The purpose of undertaking this transformation is to ensure the Council:

- takes a 'customer first' approach by creating a step change in customer experience, outcomes, satisfaction, and efficiency of delivery through an organisation-wide operating model.
- reviews the way it does things, not only structures, but also flexing and redesigning services where it needs to, to both streamline and improve the outcomes for customers.
- takes full advantage of innovative digital technology and improve internal systems and data to reduce inefficiencies.
- delivers innovation, cost reduction and service improvements to support prevention, helping to create the conditions for a sustainable council that can meet the financial pressures and challenges ahead.
- creates inclusive approaches, ensuring our self-serve experience connects customers to the right assistance and support at the right time.

Approach and Work to Date (Discovery and Design phase January- June 2024)

13. The programme aims to improve service delivery by focusing on outcomes for customers, encouraging self-service, using digital tools, and adopting preventative measures for better results and financial sustainability.

14. In the first phase (January – June 2024), the programme team worked with external partners to build in-house skills. The programme used a collaborative approach, forming multi-disciplinary teams to test and improve services, especially in Adults Wellbeing and Health Partnerships (AWHP) and Environment Infrastructure and Growth (EIG).

15. The programme created Customer Design Principles to guide this transformation and ensure a consistent focus on customer needs. These principles, along with the Customer Promise and The Surrey Way framework,

will shape the organisational culture to prioritise customer needs. Equality, Diversity, and Inclusion are central to the programme, aiming to create inclusive and accessible experiences.

16. The team is supporting services that are already working on improvements for customers (for example improvements to communications with children and families) and building on where customers have fed back positively on changes so far (for example where chatbots have been introduced to support customers with booking an appointment). The team is also coordinating with other transformation programmes to explore opportunities across the Council, optimise technology use, and embed systematic changes. The first year will focus on establishing foundations for long-term efficiencies.

17. The proposed model for the future is specifically a *dynamic* rather than *target* operating model, meaning it can be flexible to customer needs as the programme progresses. There are three main elements, which represent where Surrey County Council can significantly positively impact on customer experiences. These relate to:
    - How customers will be able to engage digitally
    - How customers will be able to engage via 'locality hubs' – interacting with the Council in community locations
    - How customers will be able to engage via the County Council's 'customer hubs' – including access points in Adults and Children's specifically

18. The enhanced customer service model will improve customer interactions with council services by offering:
    - Clearer, more concise guidance for people who want to self-serve, for example when applying or paying for a service
    - More flexible contact options with increased opportunity for people to interact with us at a time that suits them, without having to wait to speak to someone during normal working hours
    - Automated updates to keep people informed as their request progresses
    - Chat bots to offer quick and additional support where appropriate
    - The option to still speak to a human being, for those who need to
    - Better use of physical places – such as libraries – to increase face-to-face support options (including access to technology, guidance, signposting etc.)

The model will ultimately mean customers can access a wide range of online information or support, via a type of interaction that suits them, with more choice about when they engage

19. In some services, customers will see early improvements as we are taking a 'Test and Learn' approach in areas where we can make changes quickly. This work will take place alongside longer term improvements to ensure customers are seeing the benefits of new processes and improvements as quickly as possible, whilst testing to ensure effectiveness. For example, some improvements are in very specific areas (e.g. processing applications for scaffolding licences) and will provide learning to enable improvements to be rolled out at scale (e.g. across processing applications in other areas).

20. The model also recognises the extensive community-based offer in Surrey through multiple providers that is routinely supporting residents and wider customers well before they have any interaction with council services.

Detailed Design and Implementation phase: July 2024 – 2027/28

21. Phase 2 will focus on designing and implementing the Dynamic Customer Operating Model. This involves engaging with customers to test and understand how the model meets their needs, and working together to develop it. The Test and Learn approach means that there will be focused work to make improvements in areas like Adults Wellbeing and Health Partnerships (AWHP), Children Families and Lifelong Learning (CFLL), blue badge applications, and highway enquiries. As a result, customers will see immediate changes in those specific areas of focus, and the lessons learned will feed into wider improvements. An example would be testing how effective automation of an application process is in one specific area. As well as improving the experience for customers using that application process, the Test and Learn approach will increase our understanding of how to improve other application processes, including whether rolling out the same approach would meet customer needs, or whether a different context means that a different approach is needed. The lessons learned will help further develop the model.

22. This phase will also emphasise understanding and enhancing technical and digital capabilities. This includes evaluating Surrey County Council's IT infrastructure to find opportunities for efficiency by streamlining systems. The development of the model will include testing new digital tools, such as automation for self-service processes, enquiry updates, and chatbots for customer assistance.

23. Additionally, the programme will plan for the long-term implementation of the model, including potential staffing changes and system procurement. Options and recommendations will be presented for decision-making through the programme's governance.

Consultation:

24. The case for change is based on customer feedback and organisational data. Ongoing engagement is crucial to ensure the new model meets customer needs. The programme team regularly updates stakeholders and has a detailed engagement plan. Staff roundtables have gathered insights from many council employees.

25. A structured member engagement plan includes attending the Select Committee and presenting at a Member Development session in September 2024.

26. Over the summer, there will be wider engagement with external stakeholders, including roundtables with residents and consultation sessions. The change management team is working with the Legal team to meet consultation requirements.

27. A Customer Panel is being developed to gather diverse customer feedback and collaborate on the design. This panel will include voluntary, community, and social enterprise groups, as well as participation groups and community liaison officers, to ensure inclusive co-design.

Risk Management and Implications:

28. The programme has identified and mitigated key risks:

- **Complexity**: The changes are complex. Mitigation: Careful planning, co-design, and a risk-based approach. The programme reports to a governance board and has a steering group with cross-service representation.
- **Directorate Alignment**: Risk of directorates working in isolation. Mitigation: Internal protocols and boards ensure coordination and alignment with the Customer Programme.
- **Digital**: Systems and processes will become defunct without investment to support the customer and organisation's changing needs and requirements. There is a dependency on digital investment and transformation. Mitigation: Collaboration with the Digital Programme to identify needs and shape investment.

Financial and Value for Money Implications:

29. The level of investment estimated as being required for this programme reflects the complexity and scale of innovative change which requires the appropriate subject matter expertise and capability to design and embed a new Dynamic-Customer Operating Model for the organisation and create a customer-first

culture. Investment is needed to deliver innovation, cost reduction and service improvements to support prevention and provide sustainability.

30. At the current stage of the programme, without having all the data and insights available we have taken an approach of using data from other Local Authorities who are undertaking Customer Transformation programmes to benchmark and make some assumptions on what the return on investment could be. It is difficult to draw too many conclusions on this data as many other local authority customer programmes are in their infancy and yet to deliver the planned savings. This programme makes up part of our wider cross cutting transformation portfolio, which collectively has a target to deliver £20m of annual savings across 2025/26 to 2026/27. Work is being undertaken to quantify the benefits across the programmes, updates will be provided through the programme governance board to ensure appropriate member and senior officer oversight.

31. To deliver value for money, the programme will use in-house resources wherever possible or bring in new resources via fixed term contracts. Due to the short-term nature or urgency of some of the customer transformation work, it is expected that the programme may need to use an agency or consultancy at times. Steps will be taken throughout the process to assess the options available to the programme to minimise the spend where possible but ensuring the programme has the right skills and capacity to deliver on the projected outcomes.

32. The table below shows the £11.3m investment requirements for the customer transformation programme in totality across the four years to 2027/28.

Investment requirements	2024/25 £000's	2025/26 £000's	2026/27 £000's	2027/28 £000's	Total £000's
Customer Transformation	3,461	4,408	2,436	960	11,265

33. Included within the £11.3m is £3.5m investment requirement for 2024/25, this excludes investment needed in Data and Digital which are both enablers for the programme, further info on those elements are captured below.

34. Customer Transformation programme spend incurred to date totals £0.7m, with £1.5m committed for this financial year. This investment has delivered a dynamic operating model, design principles and customer analysis, an analysis of our as is delivery model, two tangible changes to customer processes, and a guide for staff to enable further change across the council, a full business case and a wide range of cultural change activities amongst other key deliverables.

35. With the interdependencies between Customer, Core Function Redesign, Data and Digital transformation programmes, it is important to assess the scale of investment in totality to be able to fully deliver its ambition. The table below captures the investment ask across all these programmes, totalling c£26m. The

cumulative scale of investment requirements is projected to exceed the available transformation budget in 2024/25 and 2025/26, it is therefore recommended that the Customer Transformation programme is funded from reserves.

36. The request for funding assumes an immediate draw down of reserves for investment totalling £3.5m in 2024/25 and then drawn down in phases from 2025/26 onwards following appropriate update and review of the business case, and approval by the governance boards to evidence the benefit realisation.

Investment Requirements	2024/25 £m's	4 Year Total 2024/28 £m's
Customer Transformation	3.5	11.3
Other cross cutting		
Core Function Redesign	1.7	5.0
Digital, Data + Ai Partner	2.2	9.3
Total Investment ask	7.4	25.6

37. Work is underway to strengthen our assessment of the financial benefits being delivered across the programmes pending approval of the full business cases:

- Research from other authorities shows that significant benefits can be realised from investment in such programmes, particularly through the development of digital solutions and use of AI (Artificial Intelligence).
- We are taking a multi-year approach to the levels of investment and efficiencies across our three council-wide programmes. At present we have identified permanent (recurring) budget efficiencies totalling £8m over the next four years for the Customer Programme against the one-off investment total of £11.3m. The level of efficiencies is anticipated to increase as we continue to develop the programme in conjunction with our other cross cutting programmes.

38. The business case is a dynamic document that will be developed as greater insight into the benefits is gained. Other cross-cutting business cases will come to Cabinet in the coming months and further updates will be provided to Cabinet on the transformation programmes.

Section 151 Officer Commentary:

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39. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost-of-service

delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending to achieve a balanced budget position each year.

40. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for most of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, to ensure the stable provision of services in the medium term.

41. This programme is critical to the success of the ambition of the council of no one left behind with a key focus on driving improved customer experience and outcomes. The programme is also a key enabler for other transformation programmes including AWHP demand management and Core Function Redesign, both with significant efficiencies to be developed to contribute to a sustainable future. Consequently, the Section 151 Officer supports the recommendations including the use of Reserves to fund the investment of the Customer programme over the four years, with work on the benefits continuing to be developed contributing to the £20m targeted efficiencies across the cross-cutting transformation programmes for 2025/26 - 2026/27.

Legal Implications – Monitoring Officer:

42. As this is a strategic paper setting out design ambitions for a new way of interacting with the Council's customers, there are no legal implications at this point. However, given the scale of the proposed transformation, as it moves forward there will be a need for subject specific legal advice in several areas including employment and procurement. Any radical change to the way in which customers access services may also require advice on the need for public consultations.

43. Compliance with the public sector equality duty will need to be at the forefront of decision making as the transformation progresses.

Equalities and Diversity:

44. An Equality Impact Assessment (EIA) has been completed to address how the programme's changes might affect residents and staff with protected characteristics. The EIA will be updated regularly to ensure equality issues are considered in decision-making. An oversight group will monitor progress.

45. Early equality considerations include:

- **Digital Systems**: Adjustments for those with lower digital skills, limited English proficiency, learning difficulties, or digital exclusion. Mitigations include expanding face-to-face support, keeping phone lines open, and ensuring accessible documentation (e.g., easy-read, BSL interpretation).
- **Face-to-Face Services**: Ensuring physical accessibility of in-person locations, suitable opening hours, and easy access via public transport and blue badge parking.
- **Workforce Changes**: Ensuring diverse working patterns, accessible new locations, training for front-line staff, and protection from discrimination. Decision-making will consider individual needs and follow formal change management processes.

46. The EIA outlines potential negative impacts and mitigating actions. The programme aims to benefit various groups by improving service delivery, reducing administrative work for staff, and enhancing customer interactions.

Other Implications:

47. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Safeguarding responsibilities for vulnerable children and adults	By streamlining processes and working with partners in an improved way, safeguarding will be dealt with more efficiently.
Environmental sustainability	Whilst this programme is Council wide, when considering issues in relation to: • Risks posed to people of the build environment by environmental conditions • Designated conservation sites, protected species, and biodiversity • Materials and water • Wate • Energy • Transport • Landscape and trees • Heritage • Education and Awareness At this stage, the programme is not expected to adversely impact any of the

	above environmental issues. The County Council attaches great importance to being environmentally aware and wishes to show leadership in cutting carbon emissions and tackling climate change.
Compliance against net-zero emissions target and future climate compatibility/resilience	As this programme is cross cutting and far reaching, the Customer Transformation Programme will be able to contribute to the Greener Futures Agenda.

Procured services are estimated to make up 94% of Surrey County Council's emissions, therefore it is important that large programmes such as this should align with the council's Environmentally Sustainable Procurement Policy. All consultants and suppliers should be required to report their carbon emissions in a system and manner of the council's choosing. This will both support the council's understanding of emissions within the value chain and encourage suppliers to develop their own carbon reduction plans. Engagement with suppliers on the council's commitments to Enabling a Greener Future could also encourage them to join us on this journey.

In addition, whilst the main aim of this programme is to improve customer experience, this programme could also improve opportunities to encourage customers to take up additional services such as those offered by the Greener Futures Team to prevent fuel poverty, help them save money and reduce carbon emissions. This opportunity for increased engagement should be considered in the programme. |
| Public Health | This programme is seeking to deliver specialist service delivery and expert advice to those in greatest need more efficiently, specifically:

- access to care (for example: availability of given services) |

	• quality and experience of care (for example: levels of patient satisfaction) These will assist in closing the gap in health inequalities.

What Happens Next:

48. The next steps are that:

Year 1 (Detailed Design: 2024/2025)

a. Following approval of the Full Business Case, a change partner for Phase 2 (Detailed Design and Implementation) of the programme will be procured, to ensure quality and pace of progress. This will include a requirement for transfer of capability to County Council Design and Transformation teams (including digital and service colleagues where relevant), reducing reliance on external support in the future.

b. Detailed design work will continue to shape the Dynamic Customer Operating Model, with a focus on engaging and collaborating with customers and partners to ensure it meets their needs.

c. The approach to implementation (for example by directorate or function) across the organisation will be decided in close consultation with directorates, and other major transformation programmes, to ensure alignment of resource and deliverability are balanced with an evidence-based approach to the greatest opportunity for impact. Detailed design and implementation will progress in line with the agreed approach.

d. Further collaborative co-design work will be undertaken across directorates, with a focus on testing and iterating the application of each aspect of the Dynamic Customer Operating Model, as well as delivering improvements in the specific areas of focus.

e. Digital capabilities will be developed and tested, mapped to the requirements of the Dynamic Customer Operating Model, with early introduction of capabilities (such as automation and productivity and efficiency technology) where possible to bring early benefits.

Years 2-3 (Implementation 2025/6 - 2026/7)

f. The longer-term implementation of the full model, including any large-scale staffing changes or systems procurement, will be set out with options and recommendations (including financial implications within the

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proposed Medium Term Financial Strategy) for decision through programme and organisational governance.

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Report Author: Liz Mills; Executive Director, Customer, Digital and Change; liz.mills@surreycc.gov.uk

Consulted:

Council Cabinet members and portfolio holders

Resources & Performance Select Committee (18 July 2024)

Resources & Performance and Communities, Environment and Highways Select Committee members (informal briefing April 2024)

Corporate Leadership Team and other staff

Legal Services

Finance Department S151 Officer

Annexes:

Annex 1- Equality Impact Assessment

Annex 2- Customer Promise

Equality Impact Assessment

EIA Surrey County Council Customer Transformation Programme 2024/25

Did you use the EIA Screening Tool?

Yes

1. Explaining the matter being assessed

The Customer Transformation programme will involve a:
- Change to an existing strategy, service or function.

The Customer Transformation programme is one of two programmes sitting under the SWITCh initiative at SCC. The Customer Transformation programme looks to our Customer's journey of interaction with the council, with a view to improve and uplift this into a more seamless and efficient experience. The programme will likely introduce changes to Surrey County Council's:
- Internal facing and external facing digital systems
- Customer service processes
- Referral processes in AWHP and CFLL directorates
- Communication channels between members, the public and the council
- Licensing systems and reporting
- Potential changes to internal workforce structure, working roles and responsibilities and working patterns.

While we expect the changes to be positive improvements to individual's experiences of interacting with the council and accessibility, the introduction of new or different systems may impact people differently based on their personal characteristics. Consequently, given the large scale and wide-reaching scope of this programme, it is important that we prepare an EIA on the basis that all internal SCC staff and all county residents and members of the public who interact with SCC or use services provided by the council may be impacted by the prospective changes.

The term 'Customer' is used to capture the range of individuals potentially impacted by the change, as demonstrated by the below infographic:

Equality Impact Assessment

This EIA is designed to be a live, iterative document which will evolve as the programme grows in clarity. The information set out is purposefully high-level to reflect the programme at this stage of development. We will continuously re-evaluate this EIA in alignment with the programme's milestones and as the programme moves through subsequent phases of work. These short-term milestones include:

- June 2024 - Initial sign off-of the high-level Customer Operating Model framework
- September 2024 – Full Business Case approval.
- Detailed Dynamic Customer Operating Model work – September 2024-June 2025 (approx.)
- Proposed workforce modelling and design work as part of the implementation of the Dynamic Customer Operating Model

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Please note that specific mitigations will not be provided in the first version of this document, as assumptions cannot yet be made around what is realistic or within scope for this programme. In addition, the lists of characteristics and implications given in each chapter are not exhaustive but indicative of a high-level overview at this stage of the programme development.

Many of the protected characteristics outlined in this document may share similar requirements and mitigating considerations. It is important that the programme team consider any actions holistically, cross-referencing various intersecting factors, and collect input from those holding such protected characteristics to best understand how to implement effective mitigations.

1. **How does your service proposal support the outcomes in [the Community Vision for Surrey 2030](#)?**

Of the 10 outcomes detailed in the Community Vision for Surrey 2030, the Customer Transformation programme is linked most specifically to:

- ➢ Everyone gets the health and social care support and information they need at the right time and place
- ➢ Communities are welcoming and supporting, especially of those most in need, and people feel able to contribute to community life
- ➢ Journeys across the county are easier, more predictable and safer.
- ➢ Businesses in Surrey thrive

However, with the programme aiming to transform the way with interact with and provide services to all residents and members of the Surrey public, it is likely that the success of the programme will have benefit for many of the Community Vision 2030 outcomes over time.

The Customer Transformation values are grounded in a combination of organisational priorities, which exist as one 'golden thread' guiding the programme. These combine the values outlined in the Surrey Way, the Customer Promise and the SCC priority objectives, which have informed the Design Principles sitting at the core of the programme.

Equality Impact Assessment
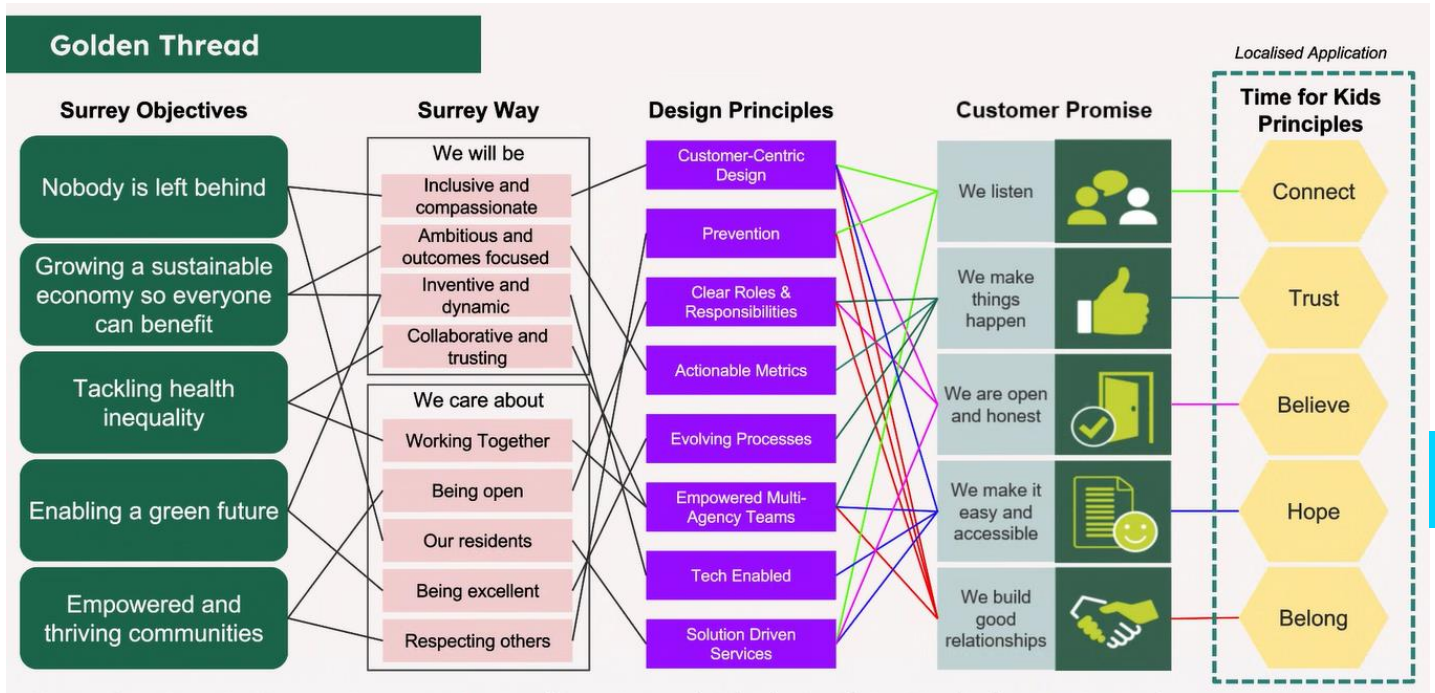
2. Are there any specific geographies in Surrey where this will make an impact?

- County-wide

3. The Equality Impact Assessment team who have supported the development of this document include:

- Lottie Wood, SCC, National Management Trainee
- Suzanne Sumner, SCC, Senior Programme Manager for Customer Transformation
- Hannah Dwight, SCC, People and Change Business Partner
- Nikki Parkhill, SCC, Head of Equality, Diversity and Inclusion
- Ioni Sullivan, SCC, Programme manager for Equality, Diversity and Inclusion
- Joe Osbourne, SCC, Strategic Lead for Policy and Strategy
- Debbie Chantler, SCC, Assistant Director of Legal Services
- Paul Fenton, SCC, Programme Manager for Communities and Digital Inclusion

Equality Impact Assessment

2. Protected characteristics

There are 9 protected characteristics (Equality Act 2010) to consider. These are:

1. Age including younger and older people
2. Disability
3. Gender reassignment
4. Pregnancy and maternity
5. Race including ethnic or national origins, colour or nationality
6. Religion or belief including lack of belief
7. Sex
8. Sexual orientation
9. Marriage/civil partnerships

Though not included in the Equality Act 2010, Surrey County Council recognises that there are other vulnerable groups which significantly contribute to inequality across the county and therefore they should also be considered within EIAs.

- Members/Ex members of armed forces and relevant family members (in line with the Armed Forces Act 2021 and [Statutory Guidance on the Armed Forces Covenant Duty](#))
- Adult and young carers*
- Those experiencing digital exclusion*
- Those experiencing domestic abuse*
- Those with education/training (literacy) needs
- Those experiencing homelessness*
- Looked after children/Care leavers*
- Those living in rural/urban areas
- Those experiencing socioeconomic disadvantage*
- Out of work young people)*

- Adults with learning disabilities and/or autism*
- People with drug or alcohol use issues*
- People on probation
- People in prison
- Migrants, refugees, asylum seekers
- Sex workers
- Children with Special educational needs and disabilities*
- Adults with long term health conditions, disabilities (including SMI) and/or sensory impairment(s)*
- Older People in care homes*
- Gypsy, Roma and Traveller communities*
- Other (describe below)

 (*as identified in the Surrey COVID Community Impact Assessment and the Surrey Health and Well-being Strategy)

Equality Impact Assessment

3. D-COM (Dynamic Customer Operating Model)

List of protected characteristics impacted by this work:

- Disability
- Adults with learning disabilities and/or autism*
- Those experiencing socioeconomic disadvantage*
- Those with education/training (literacy) needs
- Those experiencing digital exclusion*
- Out of work young people)*
- Gypsy, Roma and Traveller communities*
- Age (particularly older people)
- Those experiencing homelessness*
- People with drug or alcohol use issues*
- People on probation
- Migrants, refugees, asylum seekers
- Those with English as a second language
- Those living in rural/urban areas

The Customer Transformation programme procured the services of Public Digital and Gate One to design a new Customer operating model for the organisation as Discovery work completed by a previous programme (Transforming Customer Journeys) showed that the Council's current model is not serving the needs of customers as best as it could. The partners used ethnographic research previously conducted by the Council to develop the Customer segmentations and design principles. The key features of the DCOM have been developed based on insights and expertise (both internal & external) and external best practice. The partners have also conducted stakeholder interviews with staff across Directorates to design the high-level Dynamic Customer Operating Model.

The below infographic details the proposed operating model for the Customer Transformation programme. The model aims to reduce inbound demand through the 'Pre-Front Door' where SCC will work closely and strategically with its partners and the community.

The term 'Dynamic' points to this model being able to flex over time to meet changing political and social context. This chapter will outline the equalities implications associated with each stage of the model.
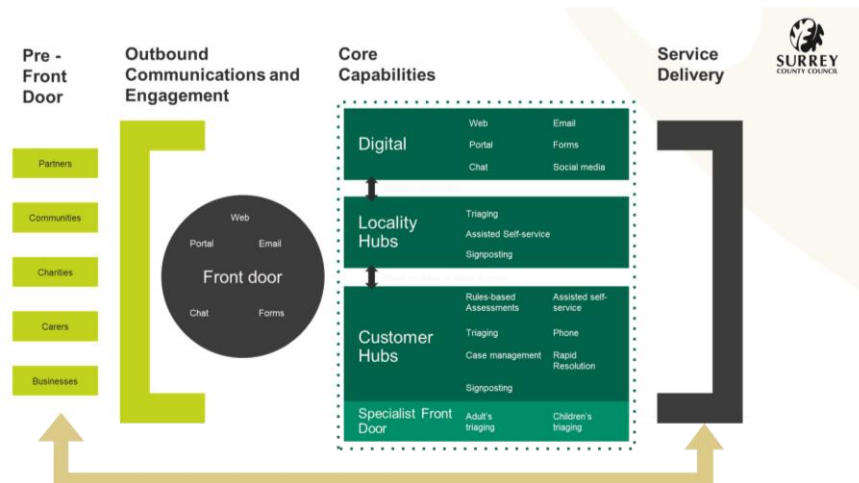
Equality Impact Assessment

Pre-Front Door and Outbound Communications and Engagement

The pre-front door presents a preventative strategy, whereby our partners across the county (such as the Police or NHS) and other external colleagues can be supported to reduce the need for Customer interaction in the first instance, thus reducing or diverting demand for the Council.

This involves prevention from deterioration, by better two-way communication and engagement via signposting with partners in the community, and improving feedback and insight loops so we can understand our data and services better.

Positive Implications	Negative Implications
Demand on internal Customers (workforce) will reduce. This may disproportionately benefit internal Customers in front-line roles, as well as specialist workforce members as they are able to prioritise complex cases.	If successful long-term, reduced Customer interaction or demand may result in a workforce restructuring. (See Equalities implications for workforce in chapter 5).
There will be less need for external Customers to interact with the Council as problems are resolved without Council intervention. All Customers with protected characteristics accessing support may be disproportionately benefitted by this.	Equalities implications for digital changes are outlined in chapter 4.

Front Door

The front-door aims to restructure operations within the Council so that activity revolves around core customer journeys rather than services. These actions will be accessed via a number of pragmatic front-door touchpoints, aiming to streamline the Customer experience by arranging interactions into one of 5 core categories - to receive information, advice and guidance, or to apply for, pay for, book or report something.

Positive Implications	Negative Implications
Customers accessing the Council via these channels will be positively impacted as the website becomes more intuitive to navigate. This may disproportionately benefit those with digital accessibility requirements who previously struggled navigating Council systems.	Those with limited digital, literacy or English skills, learning difficulties or socioeconomic disadvantage may struggle to resolve their needs through the self-serve front-door.
	Front-line staff and those interacting with Customers (Customer Service, the Contact Centre) may require training or empowerment support if providing an extended offer to external Customers. (See Equality implications for culture and training in chapter 6).

Equality Impact Assessment

Core Capabilities

The following services will be provided to ensure customers are able to engage with the Council via whichever route is most accessible to them:

1. Digital systems will be enhanced to improve the seamlessness of navigating the Council's online platforms, accessed via assisted-serve or through the Locality Hubs.
2. Locality Hubs will be in-person intervention spaces to expand upon the current locality provision, as face-to-face opportunities for customers to interact with Council representatives and Teams Around the Community to help locate their needs or signpost to onward support.
3. The existing Contact Centre will be expanded to become a centralised Customer Hub, which will extend the above digital and face-to face offers. Customer Hubs and Locality Hubs can provide face-to-face support for those with further accessibility requirements or more complex case management needs (in alignment with the assistance matrix).

Positive Implications	Negative Implications
This range of touch-points will positively impact those with limited digital and literacy skills with the introduction of an improved face-to-face assistance offer.	Those with limited digital, English or literacy skills as well as physical disability may not be able to access in-person support or navigate the digital offer. In this case, telephone lines will remain open, but mitigating circumstances will need to be considered.
The Council website will be reviewed to become more intuitive to navigate, which may disproportionately benefit those with digital accessibility requirements who may have struggled navigating Council systems prior to the change.	With a plethora of new face-to-face opportunities for staff and external Customers to interact, staff with any number or combination of protected characteristics may see increased opportunities to experience abuse or discrimination from external Customers. This could disproportionately impact staff in front-line or Customer-facing roles, particularly relating to gender or race. Action must be taken to ensure staff are safe and processes are in place to respond to unlawful behaviour.

Service Delivery

This demonstrates the BAU operation of delivering a service to achieve a Customer's needs. There will likely be activity to enhance Service Delivery operations as part of the programme to ensure it is optimised for those with protected characteristics. As we create Hubs to be spaces where lower-level staff can respond to a range of basic Customer needs, this will enable service delivery to remain a space for expertise-based decision making to prioritise complex cases. This may disproportionately benefit staff in specialist service delivery roles, such as Adult and Children's Social Care or Highways, as more capacity for strategic decision making emerges.

We will connect services to the pre-front door via feedback and insight loops, to ensure we understand the trajectory of the Customer journey and can support it to be consistent at all touchpoints.

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4.Digital, Data and Impact (internal changes and CRM)

List of protected characteristics impacted by this:
- Age (particularly older people)
- Disability (particularly hearing and vision impairment)
- Those experiencing digital exclusion
- Those with education/training (literacy) needs
- Those experience socioeconomic disadvantage
- Adults with learning disabilities and/or autism
- Those with English as a second language
- Gypsy, Roma and Traveller communities*
- Those living in rural/urban areas

"Since the pandemic, for the people on the wrong side of the digital divide, the disadvantages associated with being unable to access or use IT have never been more pronounced. The public health crisis currently gripping the UK stands to make the impacts of digital exclusion worse for the millions of people affected, and the poorest will be hit the hardest." Understanding digital exclusion in Surrey | Surrey-i (surreyi.gov.uk)

The programme highlights an ambitious workstream dedicated to the review and improvement of various technological and digital systems to respond to opportunities across Customer Transformation. This has emerged from insights and discovery work completed by the previous Relationship Management and Insights programme which revealed the inefficiency of the current CRM system, and horizon scanning that suggests a need for the organisation to adopt emerging technologies, such as Artificial Intelligence and robotics.

Some of the proposed changes implemented in this workstream include:

- Automation of Customer communications such as email templates
- Automation of referral processes
- Renewed website to improve intuitiveness of navigation.
- Enhancing the online self-serve offer, such as via chatbots

The introductions and changes in this space are intended to improve Customer experience, by streamlining the online Customer journey, simplifying interactions with the organisation and creating a clearer navigation of our portals. Many of the potential changes will be limited to internal systems, such as referral processes and AI influencing email communications, thus only affecting internal Customers (SCC staff).

Protected Characteristic	Implications
Those with limited digital, literacy or English skills, and those experiencing digital exclusion, learning disabilities or Special Educational Needs, may struggle to	Support must be available to help these groups access and understand changes to digital systems. In addition, a behaviour and culture piece may be needed to empower

Equality Impact Assessment

understand and adapt to the changes independently.	Customers to embrace digital development and grow their confidence to use new technologies.
Internal and external Customers without access or with limited access to digital technology due to socio-economic status or rural living may find more difficulty in accessing online Council services.	These individuals may need more support to access digital systems, or may need an enhanced face-to-face offer to continue to access Council services.
Accessibility requirements based on disability including mental health.	All digital communication should be accessibility-checked with teams to ensure materials and wording are understandable for all accessibility requirements. We need to understand more about the requirements of those with mental health considerations regarding preferred methods of communication.
Regarding the workforce, some staff do not work with a laptop, and many staff are community-based rather than information-based.	These staff may have less digital proficiency and may require further support or training to be digitally enabled in alignment with programme developments and expectations. We need to understand more about the digital proficiency of the workforce to know best which teams need further support in this area.

The above risks and implications are based on data including the below:

Data	Source
In 2023, around 21,980 people in Surrey have a learning disability, projected to increase to 22,971 by 2040.	JSNA 2023 People with Learning Disabilities | Surrey-i (surreyi.gov.uk)
12.3 per cent of Surrey residents with a main language other than English could not speak English well or at all. The Surrey population who reported a language other than English as their main language represented 80,799 residents	Census data 2021 Census 2021: Main Language | Surrey-i (surreyi.gov.uk)
166,101 people in Surrey are considered disabled under the Equality Act and are limited in day-to-day activities either a little or a lot, making up around 14% of the population.	Census data 2021 2021 Census: Disability | Surrey-i (surreyi.gov.uk)

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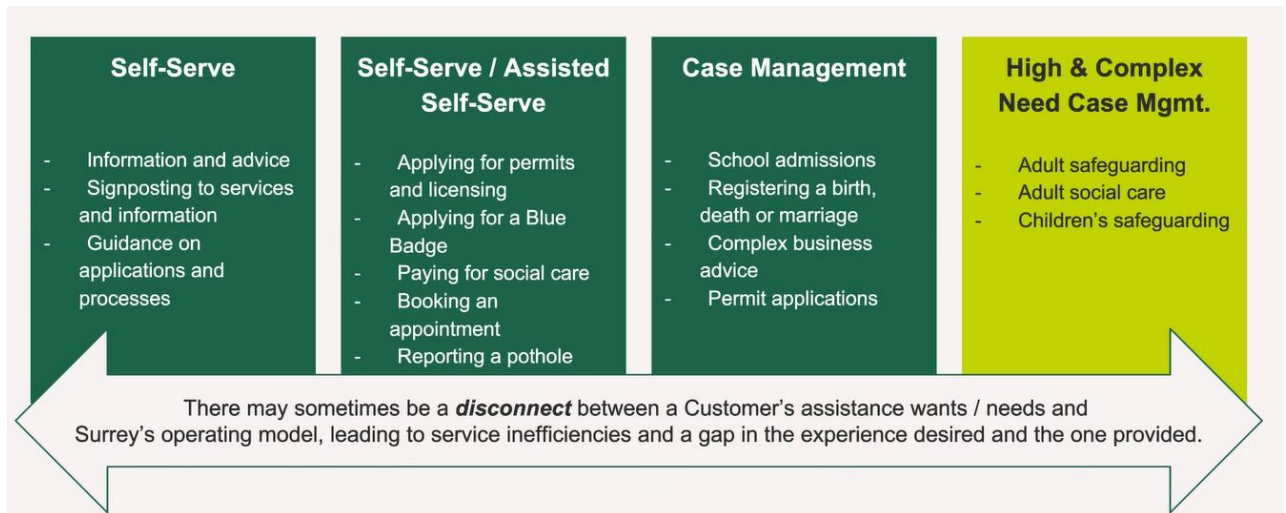
In Surrey, an estimated 200,000 people suffer from digital exclusion. The personas developed in this research are based on the knowledge that: - 28,336 resident adults are estimated to have a serious visual impairment, and 215,634 resident adults (23% of all adults) are estimated to have some form of significant hearing loss - nearly 6,500 people cannot speak English well and a further 1,000 cannot speak English at all - Around 10% of the Surrey population have dyslexia. 1 in 6 adults are estimated to have the reading skills of a typical 11-year-old. - An estimated 33% of adults aged 65 or above live on their own (75,316 people). This rises to 41% for those aged 75 or above (46,544 people). 36,500 residents are aged 85 or older – 3% of our entire population	Surrey Heartlands research programme 2021 Digital-inclusion-project-personas-6-1512211.pdf (datapress.cloud) Surrey Digital Exclusion Map 2021 | Tableau Public
This report identifies that, of all adults in Surrey: - 7.5% are without home internet access - 18% lack all essential digital skills for life - 19% lack all essential digital skills for work - 14.2% do not have a smartphone - 5.7% are offline - 19% do not have a laptop or PC at home - 18.88% are aged 65 or older, and around 85% of the UK population who have never used the internet are aged 65 or older. - 18.4% of disabled people are not regular internet users	'Digital Inclusion in Surrey – Recommendations for a Strategic Approach' 2023

Initial mitigating opportunities might include:

- Keeping telephone lines open and expanding opportunities for face-to-face interaction with Customers, such as increasing activity in Libraries, to ensure the digital offer does not restrict those with online accessibility requirements.
- Adopting a 'place-based' approach by reviewing the geographical demographics of Customers across the County, so that areas where more groups who, for example, lack literacy or English proficiency can be offered more concentrated support.
- Online information, documents and materials will be accessibility-checked with our EDI and Communications teams before publication. This would include ensuring documents are produced through accessible platforms, language used is simple, understandable, and indiscriminatory, ensuring video content is BSL supported, and more.
- The below infographic demonstrates the proposal for the assistance matrix as part of the new operating model (D-COM) – this identifies the spectrum of intervention the

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programme will introduce based on the complexity of Customer's needs and their accessibility requirements. The banner explains the potential challenge that Customers' wants and needs may not always be met by the Council due to a difference in understanding of what services the Council can or should be providing. A long-term mitigation for this may be implementing an expectation management piece, so that Customers are better informed about what activity is within the Council's remit.

Self-Serve	Self-Serve / Assisted Self-Serve	Case Management	High & Complex Need Case Mgmt.
- Information and advice - Signposting to services and information - Guidance on applications and processes	- Applying for permits and licensing - Applying for a Blue Badge - Paying for social care - Booking an appointment - Reporting a pothole	- School admissions - Registering a birth, death or marriage - Complex business advice - Permit applications	- Adult safeguarding - Adult social care - Children's safeguarding

There may sometimes be a *disconnect* between a Customer's assistance wants / needs and Surrey's operating model, leading to service inefficiencies and a gap in the experience desired and the one provided.

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5. Workforce - staffing changes, roles, structures, locations

List of protected characteristics impacted by this:
- Disability
- Adult and young carers*
- Pregnancy and maternity
- Race including ethnic or national origins, colour or nationality
- Sex
- Sexual orientation
- Marriage/civil partnerships
- Those living in rural/urban areas
- Religion or belief including lack of belief

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It is vital that we look at operational activity within the organisation to ensure it is structured in a way that can maximise both the external Customer experience when interacting with our staff, as well as our workforce's own experiences working within the council during these changes.

Transitioning the workforce from the current structure and ways of working to a new one can be approached in different ways. Careful consideration will be given to determine the optimum approach in line with the scope and scale of change and the readiness of the workforce to engage and actively participate in the change process. The various approaches which could be taken to this change include:

1. Following the formal change management process in line with the council's Managing Reorganisations and Restructures policy:
   This would require a period of engagement, preparation of a detailed consultation document setting out the new roles, ways of working, any contractual implications, and how individual roles would be impacted. Dependent on the number of employees impacted, the consultation period would last 30 or 45 calendar days. This would require a significant amount of preparation and planning and can impact the ability to facilitate effective culture change where staff are expected to adopt new roles and ways of working in a shorter time frame.

2. Making incremental changes over time, either through a pilot or phased programme, addressing each opportunity to close the gap between the current and desired future structure:
   This method is typically less disruptive, allowing employees to adapt gradually to new processes and structures, supporting a continuous improvement culture. Considerations for this approach include ensuring that each step is well planned and aligns with the overall strategic objectives, maintaining clear and consistent communication throughout the process, and monitoring the impact of each change to ensure it contributes positively to the end goal. This can foster greater workforce engagement as the staff impacted can see the gradual benefits. Where change feels less disruptive, it can foster employee participation in the change process however it is likely to take a longer period to achieve the desired structure.

In both approaches, alignment with employment policies, legal requirements, and organisational culture will be crucial to success. Comprehensive change readiness support, training, and wellbeing support will be in place to assist employees during the transition alongside effective

Equality Impact Assessment

communication, employee engagement, and feedback mechanisms to manage resistance and support a smooth transition.

The scope of this work has not yet been defined as it is dependent on identification of changes required to support the Dynamic Customer Operating Model and detailed analysis of customer journeys, but may include:

- Reviewing where teams sit within directorates to ensure streamlined communication within and between services
- Enhancements in the face-to-face offer, for example libraries, to support potential accessibility challenges from increasing the online expectation
- Introducing new roles to account for changes in the Customer services team or governance changes
- Reviewing the employee lifetime cycle to better support onboarding and induction processes
- Reviewing the need for a reshaping of roles across the organisation
- Extended opening hours or contact times for Customers

8

Protected Characteristic	Implications
The workforce is comprised of both information-centric and community-centric roles. Many staff do not use a laptop or may have limited digital skills.	These staff groups may find difficulty in using or adapting to new digital or technological systems introduced through the programme. Support and training will need to be considered to assist these groups.
5.5% of the total workforce have a disability, with 3.2% undisclosed.	A proportion of the workforce will need to be considered for the accessibility requirements of any changes made. This may impact the face-to-face offer for physical accessibility needs, but may also impact telephone and online changes when considering preferred methods of communication for those with mental health conditions.
2.9% of the total workforce have caring responsibilities, with up to 97% undisclosed.	This could imply up to 100% of the workforce as have caring responsibilities. Changes made to working patterns such as job locations and hours will need to consider the impact of those with additional responsibilities, including parental responsibilities.
11% of the total workforce are from an Ethnic Minority Group, with 18.1% undisclosed.	The team must consider any changes to language or terminology introduced by the programme to ensure inclusivity and accessibility for those with developing English proficiency. Changes must be made in a values-driven approach, with recruitment materials, interview practices and manager conversations conducted in an inclusive, unbiased and accessible way.

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Around 37% of the workforce identify have some religion, faith or philosophical belief, with the remaining 63% without belief or undisclosed.	Changes made to the working structure, including working hours, locations, and office buildings, will need to be made in a values-driven approach. The programme team will need to be mindful that these changes could have an impact on staff's protected beliefs or ability to practice faith in a safe and accessible way.
73% of the total workforce identify as female.	Any prospective changes to the workforce may need to consider a high level of parental responsibility or maternity leave. Changes to the workforce could disproportionately impact females due to the gender imbalance among the staff.
41.5% of the total workforce are married or in a civil partnership, with 17.7% undisclosed.	The programme team should undertake research (via engagement activity with those willing to participate) to learn more about how programme changes could impact this group.
1.6% of the total workforce are on maternity or paternity leave.	Changes to the working structure must be introduced to those who have had time off through rigorous re-induction. Changes will need to consider a workforce capacity that includes those expected to return to work.
3.2% of the total workforce identify as LGBTQ+, with up to 42% undisclosed.	The programme team should undertake research (via engagement activity with those willing to participate) to learn more about how programme changes could impact this group.
With potential changes to the online and face-to-face offer for Customer communication, re-locations may be introduced which could disproportionally impact those living in urban/rural areas further from their place of work.	When exploring changes to the face-to-face offer, particularly for libraries staff or those in the Contact Centre and in Customer Service roles, a variety of locations should be considered to ensure access from a range of areas across the county. If needed, travel arrangements or support could be provided for staff, such as expensing travel costs or providing transport options.
Front-line staff are made up by: 36.3% female 4.8% ethnic minority group Up to 4.6% disabled Up to 21.7% LGBTQ+ Up to 43.4% with caring responsibilities 6.5% under age 30 and 6.5% over age 60	Staff members interacting with external Customers may be impacted more by changes from this programme, such as changes to the face-to-face offer, new training for Customer interaction and communication practices, and more. This programme must consider the protected

Equality Impact Assessment

	characteristic make-up of the organisation's front-line staff and how best to support these groups.

The above characteristics and implications have been drawn out based on internal staff demographic and organisational data from the quarterly Tableau workforce data (last updated March 2024).

Many of the changes introduced by the Customer Transformation programme could have a similar impact on various protected characteristics among the workforce. We will need to think holistically about the changes being proposed as the programme develops, accounting for an intersectional approach whereby individuals may experience changes from more than one of the above characteristics. Where we have less understanding of how the changes may impact particular characteristics, research and engagement activities should be undertaken to learn from those with experience how they may be impacted and how best they could be supported through the change. If the programme leads to a decrease or increase in job roles, the team must consider how the organisation will maintain and support diversity among the workforce in recruitment practices and manager conversations, particularly in relation to gender and ethnicity.

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Equality Impact Assessment

6. Culture and Training

List of protected characteristics impacted by this:

- Those with education/training (literacy) needs
- Adults with learning disabilities and/or autism
- Those with English as a second language
- Disability

Training Opportunities

8 Work is being undertaken to improve the staff training offer for Customer communications and engagement. This comes after high volumes of responses and complaints from Customers which suggest instances of poor communication, and SCC's customer promise principles not being applied consistently across the organisation.

The proposed training offer has been developed from a comprehensive review of the organisation's current training opportunities, which has identified gaps within the core offer for the programme to fill and uplift. The programme is looking to provide a Customer Service 'basics' toolkit for staff, including how to structure Out Of Office email replies, best practice for email conversations with external Customers, and more.

Positive Implications	Negative Implications
The first prototype of training will commence in July for EIG and AWHP directorates. Training may also focus on individuals in Customer-facing or frontline roles to improve the depth of conversations they can effectively have with external Customers. Therefore, individuals within these directorates and teams will disproportionately benefit by the offer of this training by having priority access to upskilling in Customer communications.	Training sessions must be accessible to accommodate for those attending with education/training (literacy) needs, learning disabilities and/or autism or a physical disability. We must consider a multi-platform training offer both online and in-person, with training locations that are physically accessible and with all content tools using easy-read materials, BSL translation, and further accessibility measures. Staff should be asked in pre-questionnaires for their accessibility requirements ahead of booking a course.
This work is unlikely to disadvantage particular groups, but may highlight where individuals with protected characteristics may require more support. The programme can support the organisation by developing an equitable training offer that responds to the needs of the workforce.	To account for workforce diversity in relation to race and gender in particular, we must follow organisational guidance around inclusive language to accommodate for all staff groups.
	This workstream may review the staff journey from induction to exit-interviews, including performance conversations and manager check-ins. We must ensure that research undertaken with staff is representative of all demographics and diversity across the workforce.

Equality Impact Assessment

Culture Change

The success of the Customer Transformation programme relies on some widescale cultural change across the organisation. A series of roundtable events with employees across a variety of teams and directorates have been conducted to better understand existing cultural challenges in teams across the organisation. The following key themes have emerged from these sessions which are acting as guidance data for this workstream:

- Challenges with silo working, knowledge and data sharing between teams. We need more seamless channels of communication and reporting, to limit duplication of work and act more efficiently on a day-to-day basis.
- Complex governance structures that limit innovation and empowerment. Lower levels of staff need support to exercise more confidence in their work and skillsets, to be able to take more risks and move on tasks more quickly.
- Inconsistent technological and digital systems which inhibit efficient communication and
- A working culture lacking in accountability and collaboration – a culture of 'that's not my job' needs to shift into shared ownership.
- A workforce over-capacity and under-resourced. Linked to lacking budget, staff feel they need to prioritise their workloads and this leads to backlogs.
  Customer roundtable themes Apr_May 24.pptx

Positive Implications	Negative Implications
This work is unlikely to disadvantage particular groups, but may highlight where individuals with protected characteristics may require more support. We can use this workstream to develop our understanding of and shine a light on how the organisation can be more accommodating to it's internal Customers who may have protected characteristics.	A strategy must be developed for how we will achieve and sustain the culture change we aim to implement. Any culture change should be values-driven, to enable staff from differing faith groups, genders, disability, or caring responsibilities, who may have varied working hours or capabilities, to continue to work together in a way that supports each individual. This must be supported by effective change management to prepare the workforce for a long-term culture shift.
Cultural change acts to enable the rest of the programme to deliver effectively. This work will ensure workforce diversity is accounted for and supported via more accessible approaches to working together across the organisation.	
The culture shift we are looking to achieve will positively impact all staff, as well as external Customers, by improving efficiency, communication, and empowerment among the workforce, in turn leading to a more consistent Customer journey for those interacting with the Council.	

6. Recommendation

Based on your assessment, please indicate which course of action you are recommending to decision makers.

- **Outcome One: No major change to the policy/service/function required.** This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken
- **Outcome Two: Adjust the policy/service/function** to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?
- **Outcome Three: Continue the policy/service/function** despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are:
  - Sufficient plans to stop or minimise the negative impact
  - Mitigating actions for any remaining negative impacts plans to monitor the actual impact.
- **Outcome Four: Stop and rethink the policy** when the EIA shows actual or potential unlawful discrimination. (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission's guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay).

Recommended outcome:

It is recommended to proceed under direction of outcome 2.

Explanation:

➢ After completing the EIA at a high level, it is clear that there is a potential for the Customer Transformation programme to have some negative implications on those using the service, as well as disproportionately benefitting other groups with protected characteristics. While the finer details of the programme are yet to be defined, it is likely that the negative implications do not need to result in a termination of the programme, as there is scope to review and design the programme in accordance with reasonable mitigations.

➢ In addition, the aim of the programme is to provide an improved service for Customers both internally and externally, so many of the prospective negative impacts outlined in this document demonstrate a short-term adjustment challenge for the benefit of positive impacts longer term.

7. Action plan and monitoring arrangements

Item	Initiation Date	Action/Item	Person Actioning	Target Completion Date	Update/Notes	Open/ Closed
1	3rd June 2024	Put together an oversight group to regularly review the document in alignment with key programme milestones.	Lottie Wood	To align with the second key milestone as a review point.	Oversight group to include: Lottie Wood Suzanne Sumner Ioni Sullivan/Nikki Parkhill Hannah Dwight Joe Osborne Paul Fenton	Open
2	3rd June 2024	To return to the EIA document as the programme Design phase commences, to ensure insights drawn from the EIA inform the decision making and planning for the service.	Lottie Wood Suzanne Sumner	Ongoing	For Suzanne Sumner to take over responsibility when Lottie Wood leaves the Design and Transformation team in October.	Open
3	3rd June 2024	To roll out opportunities for Customer consultation (including SCC staff and external Customers) to temperature-check proposed changes and learn from voices of experienced protected characteristics. This will supplement the quantitative data with meaningful qualitative data.	Liz Mills Dawn Tomlyn Lottie Wood	Ongoing	This might include roundtables, workshops, or other engagement activity.	Open

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8a. Version control

Version Number	Purpose/Change	Author	Date
1	To develop the first version of the EIA with high-level considerations for future programme decision making.	Lottie Wood	3rd June 2024

The above provides historical data about each update made to the Equality Impact Assessment.

Please include the name of the author, date and notes about changes made – so that you can refer to what changes have been made throughout this iterative process.

For further information, please see the EIA Guidance document on version control.

Equality Impact Assessment

8b. Approval

The level of EIA sign off will depend on who the change affects. Generally speaking, for strictly internal changes, Head of Service/ Exec Director sign off should suffice. For changes affecting residents, the Cabinet Member is required to approve completed EIAs.

Approved by	Date approved
Head of Service, Liz Mills	
Executive Director, Michael Coughlin	
Cabinet Member, Denise Turner-Stewart	
Directorate Equality Group/ EDI Group (If Applicable) (arrangements will differ depending on your Directorate. Please enquire with your Head of Service or the CSP Team if unsure)	

Publish:

It is recommended that all EIAs are published on Surrey County Council's website.

Please send approved EIAs to: equalityimpactassessments@surreycc.gov.uk

EIA author: Lottie Wood

8c. EIA Team

Name	Job Title	Organisation	Team Role
Lottie Wood	National Management Trainee	Surrey County Council	Change Manager
Suzanne Sumner	Senior Programme Manager	Surrey County Council	Senior Programme Manager

If you would like this information in large print, Braille, on CD or in another language please contact us on:

Tel: 03456 009 009

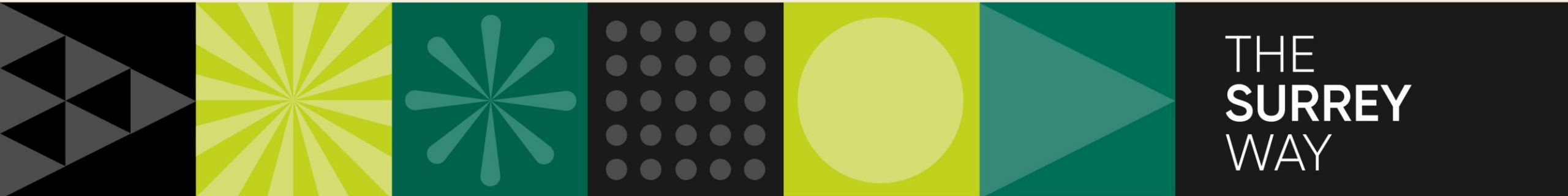Textphone (via Text Relay): 18001 03456 009 009

SMS: 07860 053 465

Email: contact.centre@surreycc.gov.uk

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Delivering Customer Excellence in Surrey County Council

THE **SURREY** WAY

The Customer Promise

What is the Customer Promise?

- It sets out our commitment to customers on what they can expect when they contact the council for information, advice, or a service.

- It aims to encourage a culture where staff are encouraged to think 'customer first' and a commitment to delivering an excellent standard of customer experience.

- It has been refreshed based on a wide-range of user research and insight from customers, to reflect what customers say is important to them and what makes an excellent customer experience.

- We have also tested with key stakeholders to ensure it reflects the type of organisation we want to be, as set out in The Surrey Way.

- These principles will help SCC to deliver on our values and support the people strategy and our cultural outcomes.

We define Customer as:
'people who contact and interact with Surrey County Council, which may include our residents, those who work, visit, study or travel in the county, as well as our partner organisations'

We recognise that some business areas may use other terminology to describe users of their service.

A high-level validation exercise was carried out with 50 internal staff who regularly interact with customers, as well as external customers to ensure the principles resonated with them:

80% of them believe they will receive a better service from the council if the principles are applied in our day-to-day work *(only 18% of respondents said they were unsure, and 2 respondents didn't answer the question)*

SURREY
COUNTY COUNCIL

Our Refreshed Customer Promise

Each Customer Promise principle has supporting 'we will' statements that set out the expectations for customer interactions:

In return we ask our customers to:
- Treat us politely and with respect
- Let us know if you have any specific needs
- Give us the information we need to help you
- Give us feedback so we can learn and improve

Through our customer promise we are committed to promoting a culture and environment where everyone is treated with dignity and respect and can live and carry out their work in a safe and respectful environment.

We take a zero-tolerance approach to any unacceptable behaviour towards any member of staff, councillor or council contractors. Any act of bullying, discrimination, physical or verbal harassment is unacceptable. If our staff are put in such a situation, we will take action to protect them. The action we take will depend on the circumstances.

We listen · **We make things happen** · **We are open and honest** · **We make it easy and accessible** · **We build good relationships**

We will make it easy for you to have your say. We will:

- find out what you think of our services
- make it easier for you to tell us when you have a problem
- use your feedback to make our services better
- talk to you, so we can find out what matters to you and your community
- value your opinion and respect your confidentiality

We will make sure we have all that we need to deliver a great service. We will:

- have the right tools and information to answer your questions first time
- make it easier for you to make an application or report an issue
- provide clear information and advice at the right time
- do what we say and on time
- be clear about any next steps, so you know what to expect
- keep you updated

We will be open and honest about how we work and take decisions. We will:
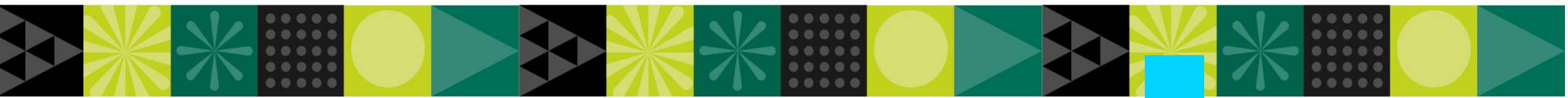
- be open, upfront and explain our decisions
- be clear about what we can and can't do for you
- only collect relevant information from you, store it safely and use it appropriately
- make our policies and standards available to you and tell you how you can have your say on them
- say sorry if we get it wrong, take responsibility and put things right

We will make it easy for you to talk to us and get the information or services you need. We will:

- make our services accessible to all so that no one is left behind
- improve how we work so that you only have to tell us information once
- make more of our services and information available online, so you can access them at any time, any place or on any device
- communicate clearly in a way that meets your needs
- make sure that you can quickly and easily find information about any support or help that you need

We will work alongside people and communities and put them at the heart of what we do. We will:

- be fair, kind, and compassionate
- make it easier for you to engage and connect with us
- support you to get involved in shaping services and to take part in local democracy
- help you in making a difference on what matters to you and your community
- value difference and make everyone feel included

The Customer Promise and the Surrey Way

SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**MATT FURNISS, CABINET MEMBER FOR HIGHWAYS, TRANSPORT AND ECONOMIC GROWTH**
LEAD OFFICER:	**KATIE STEWART, EXECUTIVE DIRECTOR-ENVIRONMENT, INFRASTRUCTURE & GROWTH**
SUBJECT:	**A NEW DRAFT VISION ZERO ROAD SAFETY STRATEGY AND 20 MPH SPEED LIMIT POLICY**
ORGANISATION STRATEGY PRIORITY AREA:	**NO ONE LEFT BEHIND / GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT / TACKLING HEALTH INEQUALITY / ENABLING A GREENER FUTURE / EMPOWERED AND THRIVING COMMUNITIES /**

Purpose of the Report:

This report presents an updated version of the Surrey RoadSafe Vision Zero Road Safety Strategy and 20 mph speed limit policy for Cabinet approval. The strategy has been amended following an extensive ten-week public consultation and engagement period, and with reference to updated guidance published by central government as part of their "Plan for Drivers". This latest version of the strategy has been approved by the Surrey RoadSafe Board and was subject to scrutiny by the Communities Environment and Highways Select Committee on 17 July.

The new Vision Zero Road Safety Strategy and new 20 mph speed limit policy will contribute to **growing a sustainable economy so everyone can benefit** because fewer road collisions will make road journeys more reliable, and this will support the prosperity of Surrey's businesses. It will also contribute to **tackling health inequality**, as research and evidence demonstrate a link between greater road risk and deprivation. It will also contribute to **enabling a greener future**, because making walking, wheeling, and cycling safer and more pleasant in place of using motor vehicles will reduce carbon emissions and air pollution, including that produced from congested motor vehicle traffic when collisions occur. The new road safety strategy includes road safety training and opportunities for local people to contribute to improving road safety, for example, Community Speed Watch, thus **empowering communities and ensuring no one is left behind.**

Recommendations:

It is recommended that Cabinet:

1. Approve the Vision Zero Road Safety Strategy that has been amended following feedback from public consultation, and with reference to updated guidance from central government as part of their "Plan for Drivers".
2. Approve the County Council's more flexible approach to implementing new 20 mph Speed Limits.

Reason for Recommendations:

A new Surrey RoadSafe Partnership Vision Zero Road Safety Strategy, incorporating a new 20mph policy, based on best practice is crucial to reducing road death and injury throughout Surrey.

Executive Summary:

Introduction

1. Road collisions resulting in death or injury have a devastating impact on victims, families, friends, and co-workers. As well as the pain, grief and suffering endured by those directly associated with road collisions, the fear of road danger affects whole communities. The trend in fatal and serious collisions have not reduced in Surrey over recent years, and our previous road safety strategy has expired. Throughout the world and across the UK, governments, local authorities, and police forces are adopting the latest best practice Vision Zero and Safe Systems approach to road safety.

2. A Surrey RoadSafe Partnership Vision Zero Road Safety Strategy has been developed in collaboration with Surrey Police, Surrey's Police and Crime Commissioner, Surrey Fire and Rescue and National Highways. The strategy adopts the best practice Vision Zero and Safe Systems approach and includes a new target for reducing road casualties who are killed or seriously injured, by 50%, by 2035. The strategy also includes a new policy for a more flexible approach to implementing 20 mph speed limits to help achieve this target.

3. The first draft of the Strategy was presented to the Communities Environment and Highways Select Committee on 4 December 2023, to seek comments prior to presentation to Cabinet on 17 December 2023. Cabinet then granted approval to proceed with a public consultation, which ran for ten-weeks from 11 January to 24 March 2024. The Communities Environment and Highways Select Committee considered this matter again at their meeting on the 17 July. The views and comments of the Committee will be made available to Cabinet.

4. This report presents a revised version of the strategy, updated in consideration of the comments received during the public consultation, whilst also reflecting an update to central government guidance on 20 mph speed limits that was issued in March 2024 as part of the "Plan for Drivers". The strategy presented here has been endorsed by partners and approved in principle by the Surrey RoadSafe Governance Board.

5. **Annex 1** describes the consultation and engagement activities that were undertaken, and **Annex 2** provides a table showing the headline results from the consultation. **Annex 3** provides a more detailed analysis of the consultation responses, and **Annex 4** contains the revised Vision Zero Road Safety Strategy that has been amended following feedback from the public consultation and was subsequently approved in principle by the Surrey RoadSafe Governance Board. **Annex 5** sets out the process that will be used to engage and consult local people on any proposals for 20 mph schemes. **Annex 6** provides the Equalities Impact Assessment.

Consultation:

6. An extensive public and stakeholder consultation and engagement exercise was undertaken between 11 January and 24 March 2024. A description of activities showing the methods used and the target audience is set out in **Annex 1**. The consultation was non statutory and undertaken to inform the decision by Cabinet.

7. The primary method of obtaining feedback was via a "Commonplace" web portal, with a range of supporting activities including engagement events, social media via Facebook, Instagram, and Twitter, alongside radio interviews on BBC Surrey. The method that generated the biggest response was an article in the County Council's electronic newsletter to residents "Surrey Matters". Face to face discussion groups were also held to ensure representation and the voices of young people and those with disabilities were heard.

8. Through Commonplace, there was a total of 3,664 unique confirmed respondents. This compares well against other major consultations, e.g. Ride London (9,013), Rights of Way (4,273), County Council budget (1,135).

9. A table is presented in **Annex 2** that summarises the headline results for each of the consultation questions. The first three questions asked about the overall strategy and target. The subsequent questions asked about each of the five components (previously known as pillars), which are Safe Speed, Safe Road Users and Behaviour, Safe Roads and Streets, Safe Vehicles and Post Collision response. A more detailed analysis report is included within **Annex 3**.

10. Overall, 46% of respondents were happy or very happy, with the Vision Zero Strategy, with 25% respondents unhappy or very unhappy. 54% of respondents were happy or very happy with the target for a 50% reduction in casualties killed or seriously injured by 2035.

11. However, the responses suggested a lack of confidence that the strategy will improve road safety in Surrey, with resident feedback primarily suggesting they considered road condition to have a greater impact on road safety. The County Council's on-going highway maintenance investment and supporting communications programme will help to address this point.

12. We received mixed views on the proposals for a new approach to 20 mph speed limits. However, despite expressing a negative view, a considerable number of these respondents (135 no.) provided comments that aligned with

our proposals. These included comments referencing that a blanket approach was not supported and that they would only support 20 mph limits in town centres, residential areas or near schools but not on main roads.

13. In fact, the new 20 mph policy unequivocally does not advocate a blanket approach, proposing instead to adopt a localised approach to decision making. In addition, the new policy has a clear focus on the areas where respondents asked us to focus, for example, outside schools. On this basis it is apparent that some respondents were therefore opposing aspects of the policy that are not proposed. However, these responses have demonstrated that future communication about the policy must emphasise very clearly that it is not a blanket approach, and indeed does provide for more local decision making.

14. Further negative comments provided from some respondents were that 20 mph limits do not improve safety (170 respondents) and increase congestion and air pollution (132 respondents). These assertions are not supported by the evidence derived from extensive monitoring and research carried out across the UK. This research shows that 20 mph speed limits are successful in reducing speeds and casualties[1] and do not cause increased congestion or air pollution[2]. It should also be noted that 20 mph speed limits are usually implemented alongside other measures as an integral part of a transport strategy to support to active travel modes to reduce congestion and air pollution, for example, Surrey's Local Transport Plan 4.

15. It should also be highlighted that, should the revised 20 mph speed limit policy be agreed by Cabinet, individual 20 mph speed limit changes will be subject to local engagement and consultation. This recognises the views expressed by residents that we must have the right speed limit on the right road, in response to local concerns. The results of the two-stage informal engagement followed by statutory consultation for each 20 mph scheme will provide a detailed insight of local views that will be presented to the local Divisional Member, with them then taking the decision on whether to proceed or not, or to amend the scheme in light of the feedback. This process is described in **Annex 5**.

16. During the consultation period, central government published an update to their guidance on 20 mph speed limits as part of their "Plan for Drivers". This is reproduced below:

[1] Lower Urban Speed Limits In Europe What does the Evidence Show? Parliamentary Advisory Council on Transport Safety 2023
[2] An evaluation of the estimated impacts on vehicle emissions of a 20mph speed restriction in central London, Transport and Environmental Analysis Group, Centre for Transport Studies, Imperial College London 2013

Excerpt from Department for Transport Circular 01/2013 (updated March 2024)

Traffic authorities should only consider 20mph limits:
- over time
- with consideration of the safety case; and
- with local support on:

  o major streets where there are – or are likely to be – significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic

  o residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable

Where new speed limits are introduced, they should be in places where the majority of drivers will comply with them. General compliance needs to be achievable without an excessive reliance on enforcement.

17. Given the above national policy change, it is apparent that Surrey County Council's new policy very much aligns with the new guidance issued by the Department for Transport. Consequently, it is not proposed that the new policy is substantially changed, and instead only minor amendments have been made. These changes include additional emphasis on ensuring local people are consulted on any proposals. There is also additional emphasis on the need for new 20 mph limits to be predominantly self-enforcing without the need for additional enforcement from the police.

18. It is also proposed that once the policy is approved that work is undertaken on a communications plan and supporting webpages to better explain the County Council's approach and policy on 20 mph schemes. This will highlight that we do not support a blanket approach and will explain the benefits of 20 mph schemes being introduced on the right roads.

19. Another amendment to the strategy has been to provide additional information as to which organisation is primarily responsible for the different activities contained within the strategy, for example, it is the County Council who are responsible for road maintenance, not Surrey Police or Surrey RoadSafe. It also helps to clarify that it is the County Council that is responsible for setting speed limits (with the police always being carefully consulted of course). This is described within a new Annex to the strategy.

20. Another change has been to swap the order of the chapters "Working Together" with "Data Insights" as, on reflection, this seems a more logical order. We now also refer to the five *components* of the Safe Systems approach (rather than pillars) as this helps to emphasise that the components work together rather

than in isolation. There are also several minor changes to the text in various parts of the strategy.

Risk Management and Implications:

Reputational Risk and Effectiveness

21. A more flexible approach to implementing 20 mph limits is an important part of the new Vision Zero Strategy. The consultation showed that some respondents are not convinced of the benefits of 20 mph schemes, even though there is comprehensive national and international research evidence showing their effectiveness. If residents do not understand or accept the rationale and benefits of 20 mph speed limits this could result in lack of respect for, and non-compliance with new 20 mph speed limits. This could lead to public dissatisfaction and reduced credibility of the County Council and Surrey Police. Furthermore, if drivers do not adhere to new speed limits, the safety of pedestrians and cyclists may be compromised, increasing the risk of collisions, especially involving vulnerable road users.

22. Therefore, care has been taken in drafting the policy to ensure that speed limits are implemented in way that ensures that they are predominantly self-enforcing using highway engineering measures without the need for additional police enforcement and only after consultation with local people.

23. The experience of other local authorities also highlights that public engagement and communications campaigns are vital to explain the reasoning for implementing 20 mph speed limits to secure resident support for any proposed changes and to manage expectations as to which roads would be suitable for 20 mph schemes.

24. Therefore, it is proposed that once approved, the County Council will develop further communications to better explain Surrey's approach to implementing 20 mph speed limits. This will explain the benefits of 20 mph schemes (on the right roads), to secure acceptance and compliance with new 20 mph speed limits, as well as reducing any misunderstanding or expectation that additional enforcement will be provided. It will also highlight that local people will always be carefully consulted and their views taken into account by the local Divisional Member before proceeding with any new 20 mph limits.

Impact on Journey Times for Buses

25. Experience elsewhere has shown that the impact on overall journey times following the introduction of 20 mph speed limits is minimal, with most of the delay that occurs for motor vehicles in built up areas occurring at junctions rather on the links (sections of road) between junctions. However, it will be particularly important to assess the impacts on bus journey times, and where possible mitigate any adverse impacts with bus priority schemes.

Demand and Funding for 20 mph Schemes

26. The implementation of 20 mph speed limits has proved popular in some other local authority areas, so there is potential for an increased resident demand for

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20 mph speed limits in Surrey if the proposed policy is adopted. Within the current Medium Term Financial Strategy (MTFS) provision has been made for central funding of £2.5million for investment in 20 mph schemes spread over five years. Should there be high resident demand for new 20 mph schemes, there will be a need to prioritise scheme delivery. If this does arise, a prioritised list of new 20 mph schemes will be agreed with the Cabinet Member, including the prioritisation methodology, noting that there are other funding sources available for highway improvements set out below.

Financial and Value for Money Implications

27. A new central budget of £2.5million has been included within the MTFS for investment in 20 mph schemes. There is also existing provision in the MTFS for highway safety schemes, which could also include 20 mph schemes. These categories of MTFS funding and other opportunities for external funding for highway safety schemes are listed below:

   - Central road safety scheme budget
   - Central road safety outside schools budget
   - Funding from Active Travel England for cycling or walking schemes
   - The countywide Integrated Transport Scheme budget (following prioritisation of County Councillor nominated schemes)
   - County Councillor individual highway allocations
   - Local Street Improvements programme
   - Major Transport Schemes
   - Funding from new or amended property developments as a condition of planning consent
   - Community Infrastructure Levy

28. The provision of road safety education and training, for example, Feetfirst pedestrian training and Bikeability cycle training, is funded through a combination of central government grant, charging of fees to schools (usually passed on to parents) or trainees, and County Council budgets. The volume of training provided, and the associated fees will be adjusted to ensure that appropriate costs are recovered, the training is always delivered within the budget set by the County Council and considering any changes in the level of central government grant.

29. The Department for Transport publish the average value of prevention per reported casualty and per reported road collision for Great Britain every year, for use in cost benefit calculations. The most recent data published in September 2023 is presented in TABLE 1 below. In recent years, within Surrey there have been between 21 to 36 fatal collisions per year. The resulting estimated value of preventing these would be between £49million to £84million.

TABLE 1: Average value of prevention per reported casualty and per reported road collision:

Severity	Cost per casualty 2022 (£)	Cost per collision 2022 (£)
Fatal	2,114,526	2,342,203
Serious	237,614	270,421
Slight	18,318	27,320
Average for all severities	83,752	112,243
Damage only	-	2,522

30. It can be seen from TABLE 1 that reductions in road collisions and casualties can result in large financial savings to society, though it should be noted that these savings do not necessarily accrue to the organisations such as Surrey County Council or Surrey Police undertaking the investment.

Section 151 Officer Commentary:

31. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost of service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending in order to achieve a balanced budget position each year.

32. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

33. The costs associated with the adoption of the Vision Zero road safety strategy and the council's flexible approach to speed limits are reflected in the Council's Medium Term Financial Strategy. As such, the Section 151 Officer supports the recommendations.

Legal Implications – Monitoring Officer:

34. In the Local Transport Plan 4 the County committed to developing a new Road Safety Strategy for Surrey, building on the best practice Vision Zero and Safe Systems approach and the Vision Zero strategy will form a sub strategy of the Local Transport Plan 4

35. While there is no legal requirement to have a Vision Zero road safety strategy, there is a legal duty under section 39 of the Road Traffic Act 1988 for local highway authorities to:

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- Prepare and carry out a programme of measures designed to promote road safety.
- Carry out studies into accidents arising out of the use of vehicles.
- In light of those studies take measures to prevent road accidents (this includes advice and training, construction and improvement of roads); and
- In constructing new roads, take such measures as appear to the authority to be appropriate to reduce the possibilities of such accidents when the roads come into use.

36. With regards to implementing lower speed limits, highway authorities are empowered by the Road Traffic Regulation Act 1984 to set speed limits on the highway. All speed limits apart from the national limits and those on specified special roads should be made by speed limit order under section 84 of the Road Traffic Regulation Act 1984.

37. Circular 01/2013 was revised in March 2024 and, while it is not binding on traffic authorities, it does provide guidance in relation to the introduction of 20mph limits. This provides that traffic authorities should only introduce such limits in the right places, over time and with appropriate local support.

Equalities and Diversity:

38. A full Equalities Impact Assessment is presented in **Annex 6.** In summary it was noted that improvements in road safety and successful management of vehicle speeds will make it easier for people with mobility impairment to walk, wheel, cycle or ride horses. It will also make using roads safer for more vulnerable groups such as children, older people, and pregnant women. There is also research evidence of a link between people from more deprived areas being at greater risk of road collisions, so a successful road safety strategy will provide a positive benefit to more deprived areas too.

39. Measures are in place to cater for SEND children, children in receipt of free school meals and with specific religious beliefs in the delivery of road safety training in schools so that they are not excluded due to religious festivals or clothing.

40. There could be a possibility that the journey times of buses might be negatively impacted by lower speed limits in urban areas, and this might have a negative impact on older and younger people who have a greater reliance on bus services. Therefore, we will assess any such impacts on a case-by-case basis and mitigate these with bus priority measures where possible.

Other Implications:

41. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	No significant implications
Safeguarding responsibilities for vulnerable children and adults	No significant implications
Environmental sustainability	Road safety improvements and successful management of vehicle speeds can help to reduce carbon emissions and air pollution from internal combustion engines. It can also help to reduce emissions through encouraging more people to walk or cycle instead of using a motor vehicle. Fewer road collisions will also reduce the emissions deriving from road congestion that would otherwise occur following collisions.
Compliance against net-zero emissions target and future climate compatibility/resilience	Successful implementation of Vision Zero would help to reduce vehicle speeds making alternative modes more attractive and encourage more walking and cycling.
Public Health	Road safety improvements and successful management of vehicle speeds will contribute to making active travel (walking, cycling and push scooting) more attractive. A greater take up of these modes is healthier for individuals. Successful management of vehicle speeds can also reduce emissions and improve air quality.

What Happens Next:

42. If approved by Cabinet, the Surrey RoadSafe Partnership Vision Zero Road Safety Strategy will then be ratified by the Surrey RoadSafe Governance Board. The County Council's speed limit policy will be updated to reflect the new approach to 20 mph speed limits. Work will be undertaken on a communications plan and supporting webpages to better explain the 20 mph policy. This will highlight that we do not support a blanket approach and will explain the benefits of 20 mph schemes on the right roads.

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Consulted:
- Public Consultation
- Surrey Police
- Surrey Police and Crime Commissioner
- Surrey Fire and Rescue Service
- National Highways
- Surrey County Council Public Health colleagues
- Officers across the Environment Infrastructure and Growth Directorate, and Public Health colleagues

Annexes:
Annex 1: Consultation and Engagement Activities
Annex 2: Headline Results from the Consultation Questions
Annex 3: Consultation Analysis Report
Annex 4: Amended Draft RoadSafe Vision Zero Road Safety Strategy
Annex 5: Equalities Impact Assessment

Sources/background papers:
Pedestrian safety in areas of deprivation - Report and review of the research, June 2021, RoSPA, Birmingham
https://www.rospa.com/media/documents/road-safety/factsheets/Pedestrian-safety-in-areas-of-deprivation.pdf
www.crashmap.co.uk
Road accidents and safety statistics - GOV.UK (www.gov.uk)
https://www.gov.uk/government/collections/road-accidents-and-safety-statistics
Local Transport Plan 4
https://www.surreycc.gov.uk/roads-and-transport/policies-plans-consultations/transport-plan/your-travel/pedestrians
Surrey Road Safety Strategy
Stockholm Declaration - RoadSafetySweden
(https://www.roadsafetysweden.com/about-the-conference/stockholm-declaration/)
Managing speeds on Surrey's roads - Surrey County Council (surreycc.gov.uk)
https://www.surreycc.gov.uk/roads-and-transport/road-safety/safer-vehicle-speeds/managing-speeds-on-surreys-roads
Road Crash Trauma, Climate Change, Pollution and the Total Costs of Speed: Six graphs that tell the story | GRSF (roadsafetyfacility.org)
https://www.globalroadsafetyfacility.org/publications/road-crash-trauma-climate-change-pollution-and-total-costs-speed-six-graphs-tell-story
Cabinet Member for Transport, Infrastructure and Growth Decisions - Monday, 27 June 2022.
https://mycouncil.surreycc.gov.uk/ieListDocuments.aspx?CId=637&MId=8699&Ver=4

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Annex 1: Consultation and Engagement Activities

Public Engagement	
Type of activity	**Summary**
Common Place Web Portal	Sent to over 13,000 subscribers
Discussion Groups with minority voices	8 discussion groups held with disability access, youth participation and military youth
Schools Letter	Went to all schools who engage with the Safer Travel Team
Childrens Escape Room and Quiz	Included in the school's bulletin
Service Station Stand	Heald at Cobham Services to present to public who have stopped there

Press and Social Media	
Type of activity	**Summary**
Press releases issued	Sent to all recipients on the Communication Team's press list
BBC Surrey Radio interview	Interview conducted by officer for BBC Radio Surrey
External agency websites	Articles sent to display on agency websites
Social Media Posts inc Facebook, Twitter, Instagram, and Next Door	Various posts reflecting the commonplace portal and 20 mph specifically. Targeted socials to 16 – 24-year-olds

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Direct Marketing	
Type of Activity	**Summary**
Highways weekly newsletter (via email)	Sent to 6,500 subscribers to highlight Commonplace webportal page
Surrey Matters article	Sent to 200,000 subscribers
Communications Toolkit	Sent to internal and external contacts
Customer service briefing toolkit	To assist contact centre officers to help members of the public
Emails to SALC	Email sent to all District and Borough Councils

Other Media	
Type of Activity	**Summary**
Posters	Sent to GP Surgeries, Parish Councils, SCC Owned bus stops, Libraries, Council offices, District and Borough Council offices
Members Briefings	Comprehensive session delivered to members prior to the launch of the common place website

Annex 2: Headline Results from the Consultation Questions

Components and Questions	Proportion Positive %	Proportion Neutral %	Proportion Negative %
Overall Strategy			
How do you feel about the Vision Zero Safe Systems Approach?	46	20	25
How do you feel about our Vision Zero target of a 50% reduction in death and seriously injuries on our roads by 2035?	54	18	20
How confident are you that our strategy will improve road safety in Surrey?	23	28	42
Safe Speed			
How do you feel about our ambition for Safe Speeds?	39	12	42
How satisfied are you that the measures we have proposed will ensure that more drivers will stick more closely to the speed limit?	22	23	47
How do you feel about our proposals to review the 60mph speed limit on rural roads?	49	13	35
How do you feel about our proposed new approach to implementing 20mph speed limits?	37	10	50
Safe Road Users & Behaviour			
How do you feel about our ambition for Safe Road Users?	57	16	15
How satisfied are you with the enforcement measures we have proposed to improve the safety of road users?	36	26	30
How satisfied are you with our proposals for media and publicity campaigns to improve road user behaviour?	38	30	20
How satisfied are you with the road safety education and training we have proposed for primary schools?	57	22	11
How satisfied are you with the road safety education and training we have proposed for secondary school, sixth forms and colleges?	54	23	12
Safe Roads & Streets			
How do you feel about our ambition for Safe Roads and Streets?	51	24	19

Components and Questions	Proportion Positive %	Proportion Neutral %	Proportion Negative %
How satisfied are you with our proposals to improve the safety of roads and streets?	38	22	33
Safe Vehicles			
How do you feel about our ambition for Safe Vehicles?	51	25	15
How satisfied are you with our proposals to improve Safe Vehicles?	41	25	26
Post Collision Response			
How do you feel about our ambition for Post Collision Response?	71	33	8
How satisfied are you with our proposals to improve Post Collision Response?	57	23	11

For simplicity, the proportion of respondents who did not provide an answer are not included in the table above.

Annex 3:

VISION ZERO CONSULTATION ANALYSIS REPORT

Contents

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Introduction

This report provides an analysis of the detailed feedback received through the Commonplace platform, paper surveys, and any additional email feedback that has been received in response to the consultation undertaken on the draft Vision Zero Road Safety Strategy.

Methods of engagement

The online consultation was hosted on Commonplace between 11 January 2024 and 25 March 2024. Through Commonplace, feedback from residents was gathered on the following six areas as part of the Vision Zero Policy: Vision Zero, Safe speeds, Safe Road users, Safe Roads and Streets, Safe vehicles, and post collision Response.

There was a total of 3664 unique confirmed respondents across all proposals. However, not all respondents commented on all proposals with Vision Zero having 1794, Safe speeds having 3305, Safe Road users having 1063, Safe Roads and Streets having 1085, Safe vehicles having 874 and post collision Response having 800.

A stall was also held at Cobham services, in collaboration with National Highways, to talk to and attract those drivers who may travel through Surrey; from this engagement activity, 251 people were spoken to and directed to respond via the Commonplace site.

Furthermore, a total of five responses were received directly via email. These included responses from both residents and key stakeholders, such as Transport for London, Salfords and Sidlow Parish Council and Worplesdon Parish Council. All responses have been included in the analysis as appropriate.

During the consultation period, five social media polls were hosted through Instagram. Response rates varied for each of the polls, with the poll with the highest responses at 333, and the lowest at 59 responses. These were geo-targeted (locationally targeted) to Surrey, ensuring that respondents had visited Surrey during the consultation window. Two of the polls were targeted at specific groups which were noticeably absent from the Commonplace responses: one focused on 16- to 24-year-olds, and one on parents. Demographic information is not available for these polls.

To further reach specific groups that the Council often struggles to reach through consultation exercises of this nature, a series of eight discussion groups were held with minority voices, with 64 attendees, including representation from young people under 18 and those with disabilities. A summary of these events can be found in the appendix.

There was a comprehensive communications campaign to promote the consultation. Tactics included posters in local venues and a social media campaign using Twitter, Facebook, and NextDoor. Facebook posts reached over 35, 000 people and achieved an engagement rate of 6.73%, which is well-above the average 'good' rate of 1.5%. Posts also generated 2,338 click-throughs which is very high. Twitter posts were seen over 30, 000 times and generated 107 comments. The consultation was also shared via messaging e-newsletters, school newsletters, and 13,032 Commonplace news subscribers. There was also coverage on BBC Radio Surrey breakfast. There has also been engagement with all members of the County Council on the proposals. This was undertaken via a Member Development session on 22 January 2024.

Method of analysis

For the closed questions, descriptive statistics have been utilised.

The majority of open-ended responses to the Commonplace, paper surveys, and emails were analysed using a qualitative thematic approach to draw out the key themes. Given the proportion of negative responses to the Safe Speed component, particularly the proposals for the 20mph policy, we have applied more rigorous analysis to the feedback on this element. This involved developing a comprehensive thematic coding frame for the responses to the 20mph policy in order to understand in more detail with a clear scale what respondents concerns are. Unattributed quotes have been used throughout this report to provide context and feedback in respondents' words.
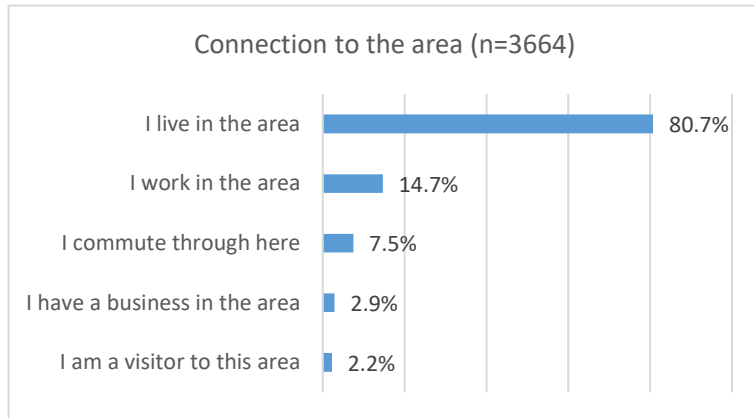
Who we heard from

Across the consultation, we heard from many people including residents, visitors, business owners, and other stakeholders.

Commonplace demographics

There were 3664 unique respondents during the consultation period. Not all of these respondents answered the questions on all of the proposals, the specific response rate for each proposal is highlighted in the key findings section.

The majority of respondents to the Commonplace consultation lived in the area (80.7%, count 2958). There were also 21 respondents who stated they study in the area, and 18 who move goods on this route.

Connection to the area (n=3664)

I live in the area	80.7%
I work in the area	14.7%
I commute through here	7.5%
I have a business in the area	2.9%
I am a visitor to this area	2.2%

The majority of respondents on Commonplace, including paper responses, were over 45 years old (66%). This is slightly above Surrey demographics, where, of the over 14 year old population, 60.87% are aged 45 and above (Population and household estimates, England and Wales: Census 2021 - Office for National Statistics (ons.gov.uk)). However, additional methodologies were utilised to ensure the voices of younger people's thoughts on the proposals were also heard.

Age group (n=3664)

16-24	25-34	35-44	45-54	55-64	65-74	75-84	85 or over	Prefer not to say
0.6%	3.4%	9.7%	16.3%	20.6%	19.9%	8.4%	0.8%	20.3%
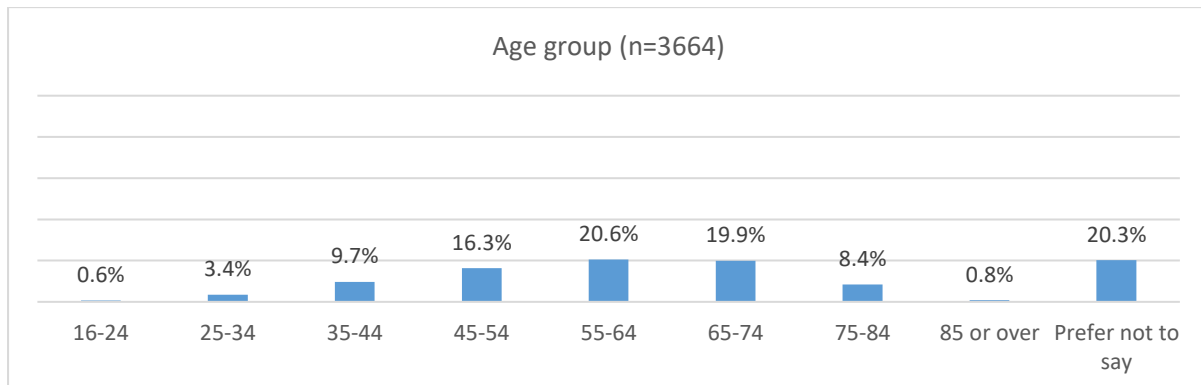
Figure 1: What is your age group?

Of the online respondents, the majority used the car as a driver (70.8%, count 2594). The second most popular method of transport was walking (61.3%, count 2245), of which 141 specified that they did so with a pram or push chair. There were 48 respondents who travel in a commercial vehicle and 24 who use a mobility scooter or wheelchair.
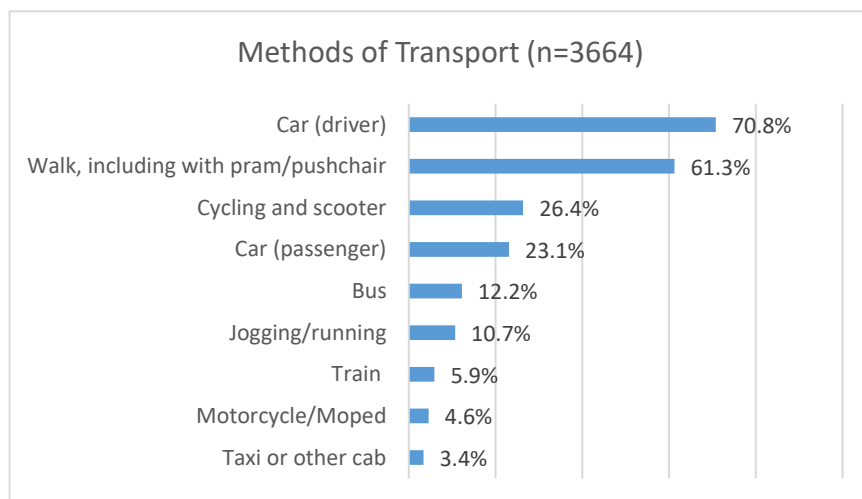
Figure 3: How do you usually travel in and around Surrey?

Methods of Transport (n=3664)

Car (driver)	70.8%
Walk, including with pram/pushchair	61.3%
Cycling and scooter	26.4%
Car (passenger)	23.1%
Bus	12.2%
Jogging/running	10.7%
Train	5.9%
Motorcycle/Moped	4.6%
Taxi or other cab	3.4%

Findings

Vision Zero Safe Systems approach

Overall, 46% of respondents were happy or very happy with the safe systems approach outlined. Although this is not above 50% this is due predominantly to the fact that 20% of respondents were neutral to the approach. Furthermore, 54% of respondents were happy or very happy with the proposed target. However, in the open-ended responses, there was some differences of opinion highlighted with some expressing that the goal was not strong enough.

"2035 is too far away. I unfortunately have not much confidence that the behaviour of many road users will improve."

Whereas others thought zero deaths is too extreme of an ambition or expressed scepticism at the achievability of zero deaths on the roads.

"As in covid and climate policies, zero is an impossible goal and totalising in the way it opens the door to extreme interventions that do not balance with the other demands of a good life."
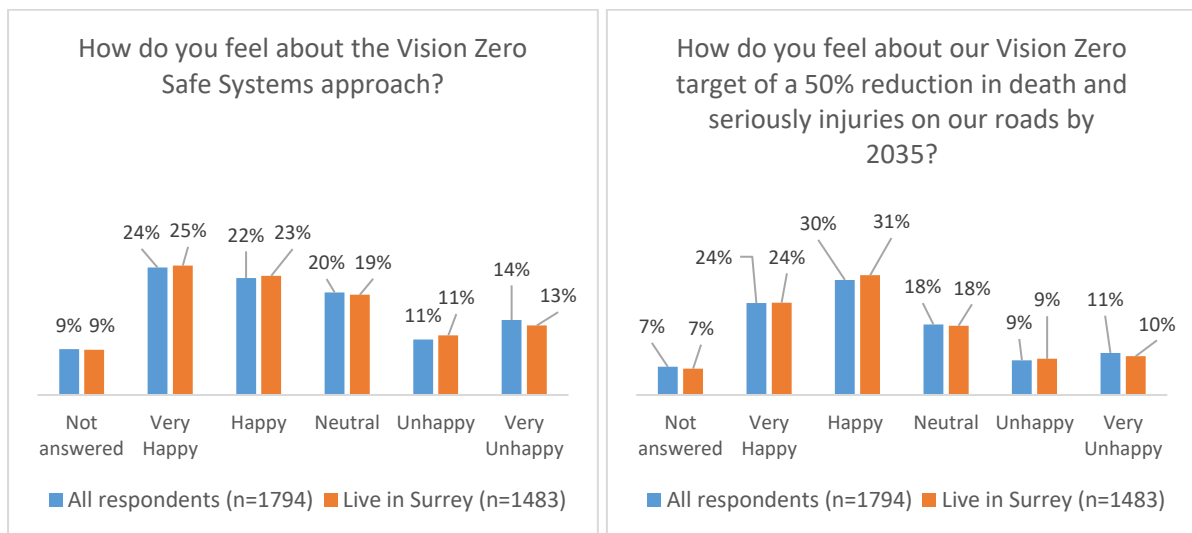
"A Goal or Vision of Zero by 2050 is totally unrealistic unless you take every vehicle off the roads."

How do you feel about the Vision Zero Safe Systems approach?

All respondents (n=1794)   Live in Surrey (n=1483)

How do you feel about our Vision Zero target of a 50% reduction in death and seriously injuries on our roads by 2035?

All respondents (n=1794)   Live in Surrey (n=1483)

Respondents were also less confident that the strategy would improve Surreys road safety with 42% being unconfident or very unconfident. In the free text responses, the reasons for this were identified as primarily being that respondents felt that it was road maintenance that had a greater impact on road safety and therefore the money would be better spent on fixing potholes and improving roads.
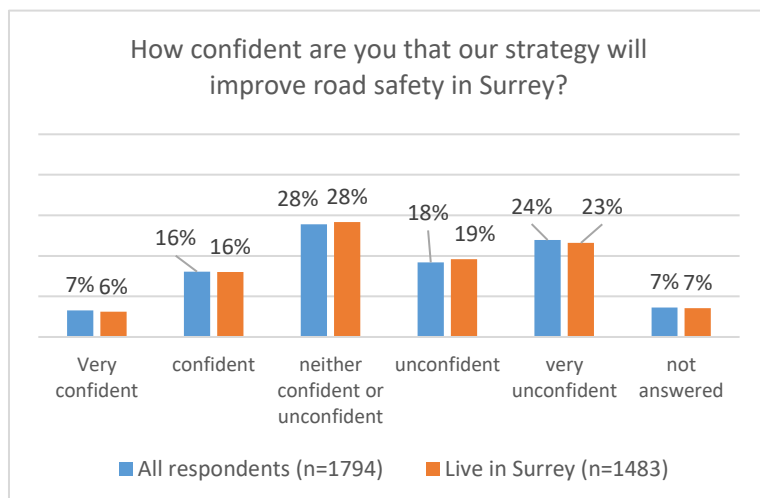
"I would much prefer to see the roads we already have maintained better rather than new interventions."

How confident are you that our strategy will improve road safety in Surrey?

All respondents (n=1794)   Live in Surrey (n=1483)

Some respondents also showed support for particular facets of the policy specifically, education and enforcement.

There was also a recognition from some respondents that success would only be found if all of the pillars were enacted.

Safe speeds

Overall, 39% of respondents are happy or very happy with the Safe Speeds ambition with 42% of respondents being unhappy or very unhappy. Residents are 3% more likely than non-residents to be in favour of the ambition. Just under a half of respondents are dissatisfied or very dissatisfied that the proposals will ensure that more drivers will stick more closely to the speed limit.
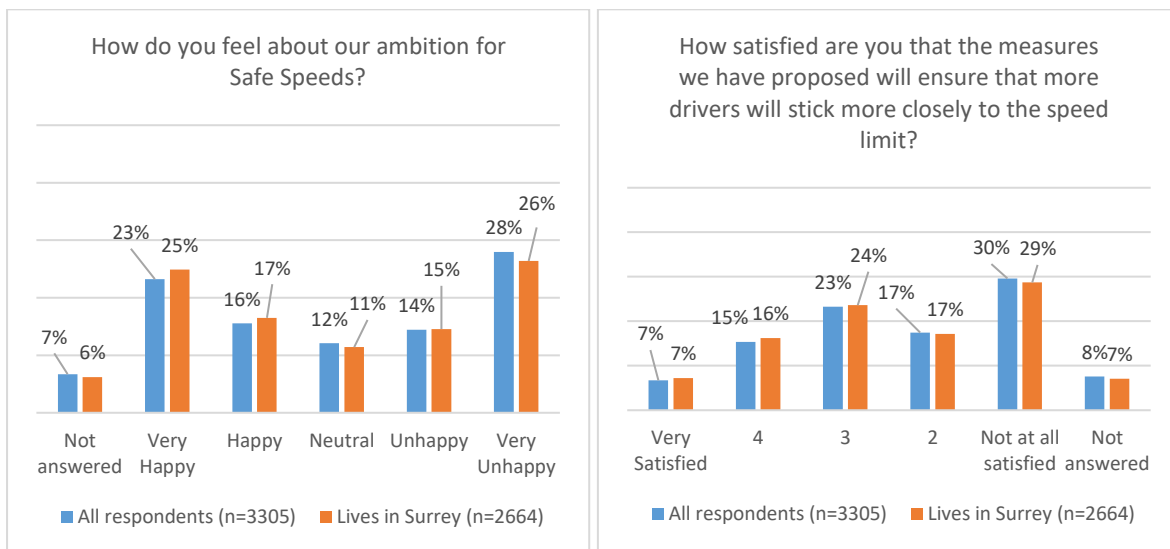
However, 49% are happy or very happy with the proposal to review the 60mph limit on rural roads, suggesting that a majority of respondents' concerns with the speed policy is the 20mph policy. This is shown by 50% of respondents being unhappy or very unhappy with the new approach to implementing 20mph speed limits.

How do you feel about our proposals to review the 60mph speed limit on rural roads?

29% 30%

20% 21%

24% 23%

3% 3%

13% 12%

11% 11%

Not answered | Very Happy | Happy | Neutral | Unhappy | Very Unhappy

■ All respondents (n=3305)
■ Lives in Surrey (n=2664)

How do you feel about our proposed new approach to implementing 20mph speed limits?

36% 34%

22% 23%

15% 16%

10% 10%

14% 14%

3% 2%

Not answered | Very Happy | Happy | Neutral | Unhappy | Very Unhappy

■ All respondents (n=3305)
■ Lives in Surrey (n=2664)

Respondents who were unhappy or very unhappy with the proposal provided a plethora of reasons why they felt this way.

Top 10 unhappy or very unhappy themes

Theme	Count
Rationale Questioning	173
Safety Concerns	170
Specific Areas Appropriate (schools, hospitals, residental)	135
Negative Environmental Impact	132
Experiences with Implementation	57
Worsening Traffic Flow	47
General Opposition	33
Implementation Concerns (enforcement required)	30
Compliance Issues	17
Ineffectiveness	9

Count of respondents
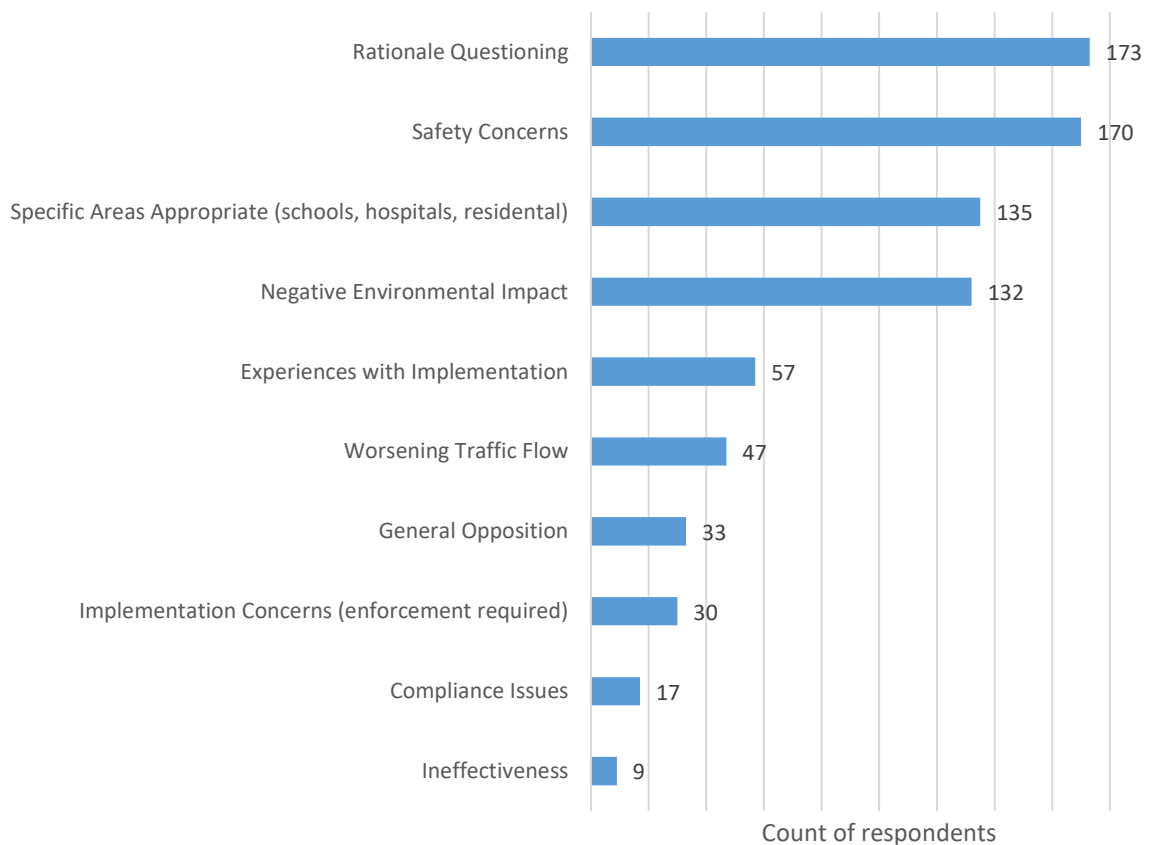
As shown above, 135 respondents were unhappy or very unhappy with the proposed policy and suggested we should adopt a specific approach for 20mph, outside schools, hospitals, residential areas etc. In fact, this is what the policy is proposing.

Some respondents also felt that 20mph speed limit has a negative impact, increasing congestion, increasing pollution, and damaging the cars themselves.

"20 mph speed limits will increase congestion and will be a huge inconvenience to motorists who are the very people who pay for the upkeep of the roads through car tax and duty on fuel."

"20mph actually increases emissions & wears out vehicles so there will be more waste than overall. Wasted journey time also harms the economy and makes Surrey less competitive."

"20-mile speed limits are ridiculous! Not only are you producing more emissions, most cars aren't designed to travel that slowly for long stretches."

Many respondents questioned the rational and were adamant that they do not want a blanket 20mph policy as seen in Wales; however, some did provide examples of where they would be happy for 20mphs to be introduced which included outside both schools and hospitals, and on residential roads.

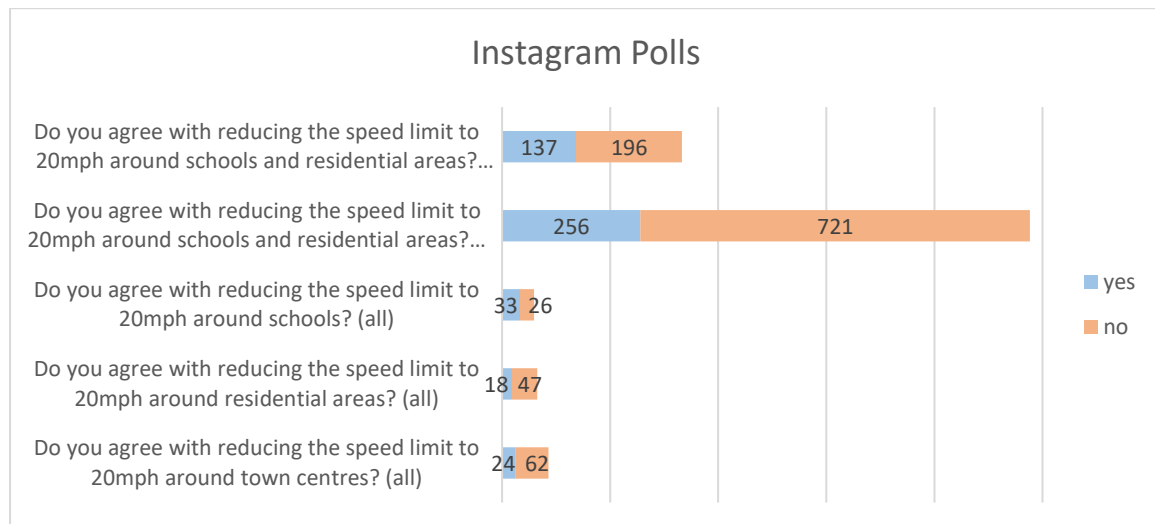*"20mph is fine in a few areas, near schools or hospitals but it is being changed in too many places."*

"A 20 mile an hour speed limit may be appropriate on quiet, narrow residential side roads where pedestrians' vision of traffic and drivers' vision of pedestrians crossing the road is often impeded by parked cars. Main thoroughfares should remain at 30mph to support effective traffic flow."

"20 mph should be used in front of schools and nowhere else. Experiments in 20 mph have already been done across London and if the data is actually examined it is clear that it is not beneficial."

"20mph speed limit is simply unnecessary in most cases. […] Outside a school during school hours is fair enough but blanket strangling areas by speed is not the answer."

However, this was not supported by the social media polls in which there was consistently a majority of respondents who were against 20mph in residential areas, town centre and around schools.

Instagram Polls

Question	yes	no
Do you agree with reducing the speed limit to 20mph around schools and residential areas?…	137	196
Do you agree with reducing the speed limit to 20mph around schools and residential areas?…	256	721
Do you agree with reducing the speed limit to 20mph around schools? (all)	33	26
Do you agree with reducing the speed limit to 20mph around residential areas? (all)	18	47
Do you agree with reducing the speed limit to 20mph around town centres? (all)	24	62

For respondents who were supportive of the 20mph proposal, they expressed their support of 20mph as a safe and appropriate speed limit and expressed appreciation for the non-blanket approach outlined in the proposal highlighting their support both outside schools and in town centres and residential areas.

"Brilliant idea, I have no idea why so many people are against something that simply put will save lives and barely impact journey time."

"I believe that all built up areas should be 20mph."

"A non-blanket approach is really good. 20mph makes sense in residential areas, high streets and near schools, but main arteries should be faster."
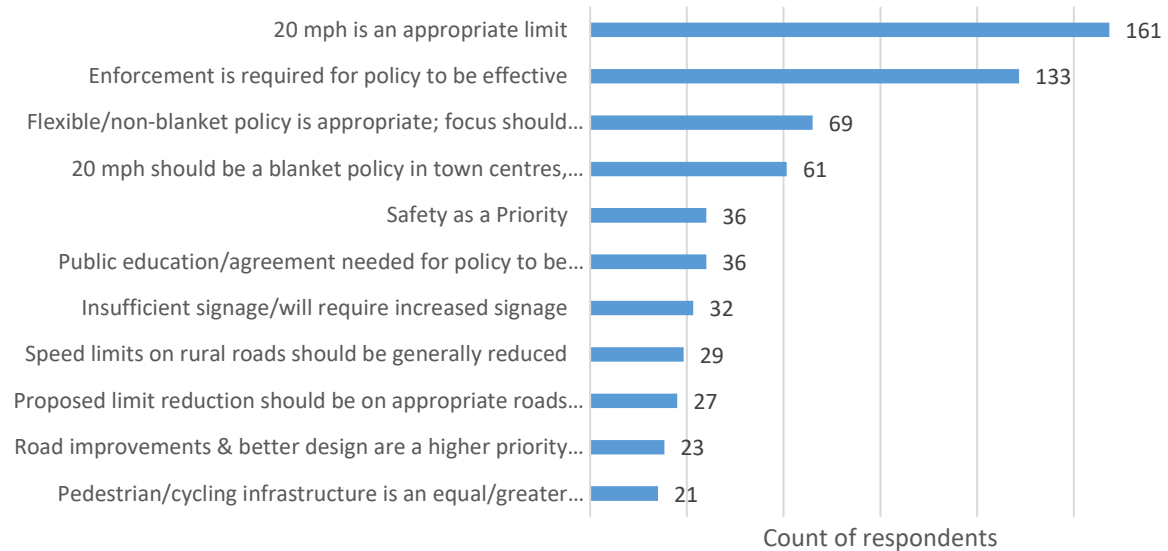
"Avoiding blanket 20mph is good."

However, some of these respondents also raised a concern around the effectiveness of having no enforcement at the sites.

"Fully support increased 20mph limits. Concerned that effectiveness will be limited without committing to enforcement or engineering."

"All residential areas should have a 20mph speed limit and this should be enforced by using traffic cameras".

Top 10 Happy or very happy Themes

Theme	Count of respondents
20 mph is an appropriate limit	161
Enforcement is required for policy to be effective	133
Flexible/non-blanket policy is appropriate; focus should…	69
20 mph should be a blanket policy in town centres,…	61
Safety as a Priority	36
Public education/agreement needed for policy to be…	36
Insufficient signage/will require increased signage	32
Speed limits on rural roads should be generally reduced	29
Proposed limit reduction should be on appropriate roads…	27
Road improvements & better design are a higher priority…	23
Pedestrian/cycling infrastructure is an equal/greater…	21

Count of respondents

Safe Road users

Overall, 57% of respondents were supportive of the Partnership's Safe Road user ambition, and 48% expressed satisfaction with the impact that the enforcement measures would have on road users. There was some concern raised about the affordability of proposed measures, especially in light of other pressing needs, such as supporting vulnerable people during a cost-of-living crisis.

"How is all this affordable when we're always being told how short of money councils are?"

How do you feel about our ambition for Safe Road Users?

	Not answered	Very Happy	Happy	Not sure	Unhappy	Very Unhappy
All responses (n=1063)	11%	30%	27%	16%	5%	10%
Live in Surrey (n=919)	11%	30%	28%	16%	5%	10%

Legend: ■ All responses (n=1063) ■ Live in Surrey (n=919)

How satisfied are you with the enforcement measures we have proposed to improve the safety of road users?

	Very Satisfied	Satisfied	Neither satisfied or dissatisfied	Dissatisfied	Very dissatisfied	Not answered
All responses (n=1063)	14%	22%	26%	12%	18%	8%
Live in Surrey (n=919)	14%	22%	26%	12%	19%	8%

Legend: ■ All responses (n=1063) ■ Live in Surrey (n=919)

Around a third of respondents were very satisfied or satisfied with the media and publicity approach, around a second third was neither satisfied or dissatisfied with the approach and the final third was either dissatisfied, very dissatisfied, or decided not to respond to this question.

How satisfied are you with our proposals for media and publicity campaigns to improve road user behaviour?

	Very Satisfied	Satisfied	Neither satisfied or dissatisfied	Dissatisfied	Very dissatisfied	Not answered
All responses (n=1063)	14%	24%	30%	10%	10%	11%
Live in Surrey (n=919)	14%	24%	31%	10%	10%	10%

Legend: ■ All responses (n=1063) ■ Live in Surrey (n=919)
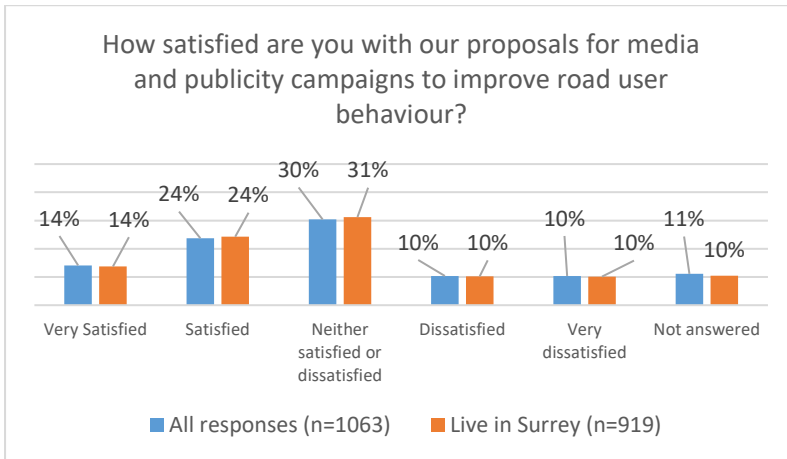
The Road safe education proposal for both primary and secondary schools was also supported with 57% and 54% of respondents happy or very happy respectively. There was substantial support provided for these proposals in the open text response with education being seen as crucial for producing safer drivers, cyclists, and pedestrians, emphasizing the importance of training young people positively.

"Definitely education is the key to producing safer drivers, cyclists and pedestrians for the future."

In particular, the Bikeability programme was applauded and there was a call for even more advanced cycling training, such as Bikeability 3, especially for pupils living near secondary schools, to navigate challenging junctions safely.

"Heavy traffic surrounds most secondary schools at the time pupils travel, and the junctions are much more challenging than those expected for Bikeability 2.".

There was also a desire for more effort to reach existing drivers who engage in unsafe behaviours, such as aggressive driving and running red lights, through better enforcement and education.
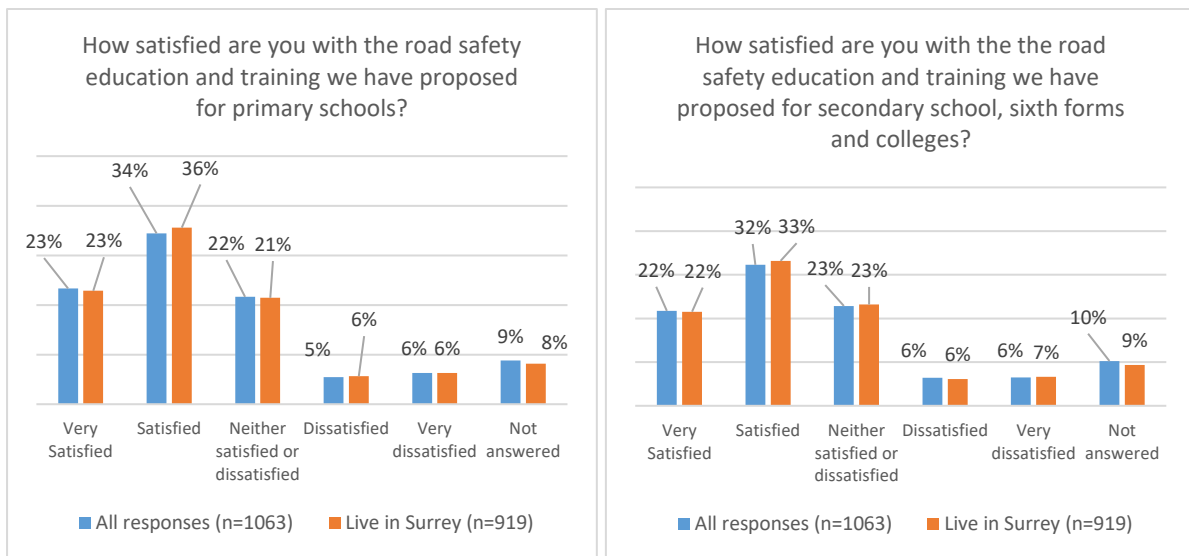
"I would love to see more effort on educating existing drivers to encourage them to drive considerately around other road users."

There is a call for a holistic approach that combines education initiatives with infrastructure improvements to create safer routes for pedestrians and cyclists.

"Need to see as a minimum safe routes & ideally safe infrastructure."

Many respondents also suggested that they preferred an education approach over an enforcement approach when it comes to road safety.

"Education good, enforcement is draconian!"

How satisfied are you with the road safety education and training we have proposed for primary schools?

	Very Satisfied	Satisfied	Neither satisfied or dissatisfied	Dissatisfied	Very dissatisfied	Not answered
All responses (n=1063)	23%	34%	22%	5%	6%	9%
Live in Surrey (n=919)	23%	36%	21%	6%	6%	8%

How satisfied are you with the the road safety education and training we have proposed for secondary school, sixth forms and colleges?

	Very Satisfied	Satisfied	Neither satisfied or dissatisfied	Dissatisfied	Very dissatisfied	Not answered
All responses (n=1063)	22%	32%	23%	6%	6%	10%
Live in Surrey (n=919)	22%	33%	23%	6%	7%	9%

Safe Roads and Streets

51% of respondents are happy or Very Happy with the Safe Roads and Streets ambition. 38% of respondents were also satisfied or very satisfied that the proposal would improve safety of roads and streets. In the open text responses, support was given to the proposed improvements to cycling and pedestrian infrastructure.

"We really need safer cycling infrastructure to reduce cycling casualties."

"All schools must have proper acceptable walking and cycling infrastructure to enable pupils to travel in safely."

"More crossing points and priority for pedestrians are needed."

Respondents also stressed the importance of local involvement in decision making and ensuring that decisions don't seem to be coming from an out of touch decision body.
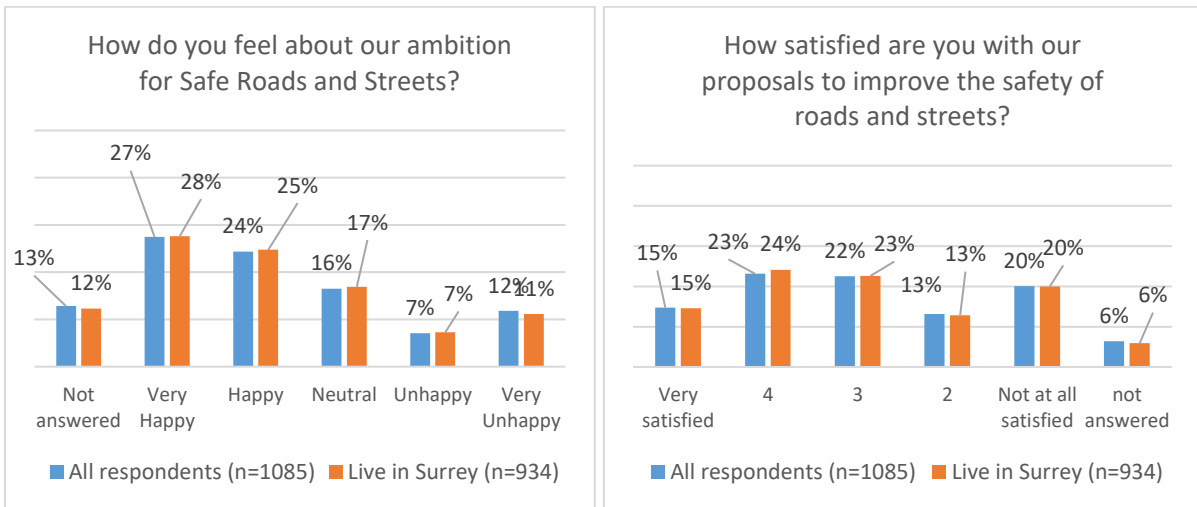
"Working groups must include people with local knowledge e.g. Parish Councillor, so that key issues are identified and prioritised correctly."

"This project cannot be run from an office or car/van. Try cycling around the county to get a measure of what improvements are required."

There was some dissatisfaction highlighted that the condition of the road and pavements was a key factor in the safety of roads and streets and that by improving this, accidents could further be prevented.

"Been asking for 6 months to get bushes reduced so two people can walk down a path, without one being IN THE ROAD - even worse large contingent of partially sighted and blind people use the same path(s) disgraceful".

"Potholes have become worse over the past few years and are a major issue in road safety which you do not want to address properly."

How do you feel about our ambition for Safe Roads and Streets?

	Not answered	Very Happy	Happy	Neutral	Unhappy	Very Unhappy
All respondents (n=1085)	13%	27%	24%	16%	7%	12%
Live in Surrey (n=934)	12%	28%	25%	17%	7%	11%

How satisfied are you with our proposals to improve the safety of roads and streets?

	Very satisfied	4	3	2	Not at all satisfied	not answered
All respondents (n=1085)	15%	23%	22%	13%	20%	6%
Live in Surrey (n=934)	15%	24%	23%	13%	20%	6%

Safe vehicles

51% of respondents are very happy or happy about the Safe vehicles ambition. 41% of respondents are satisfied or very satisfied that the proposal will improve safe vehicles. Even respondents who were supportive of the ambition expressed concern with the effectiveness of implementation.
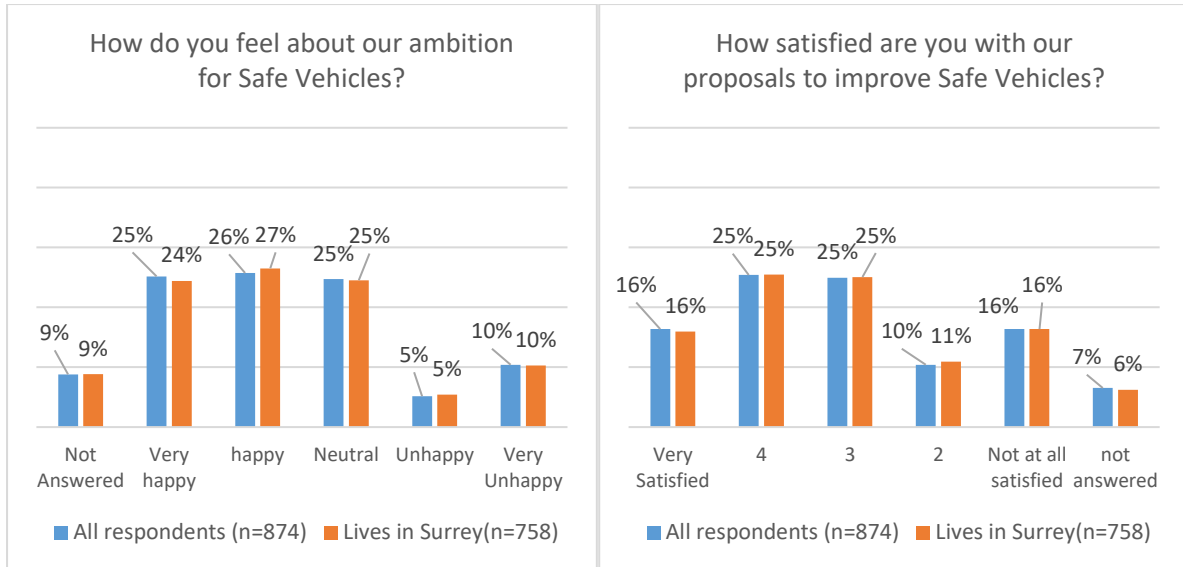
"The proposals are commendable, but the implementation is challenging."

"It'll be interesting to see how this actually happens in practice."

In particular the role of educating current drivers when they either move to Surrey or have a new vehicle related change in their lives, in ensuring that safe vehicle standards are achieved.

"How will you educate people that come from other areas of the UK or from across the seas?"

"There needs to be better education for parents regarding child seats and child safety."

How do you feel about our ambition for Safe Vehicles?

	Not Answered	Very happy	happy	Neutral	Unhappy	Very Unhappy
All respondents (n=874)	9%	25%	26%	25%	5%	10%
Lives in Surrey (n=758)	9%	24%	27%	25%	5%	10%

How satisfied are you with our proposals to improve Safe Vehicles?

	Very Satisfied	4	3	2	Not at all satisfied	not answered
All respondents (n=874)	16%	25%	25%	10%	16%	7%
Lives in Surrey (n=758)	16%	25%	25%	11%	16%	6%

Respondents expressed concern over the involvement of the local authority in this facet of the proposals.

"It is not SCC's responsibility to police the quality of vehicles - that belongs to the DVSA."

Furthermore, others felt that although this responsibility sits with the police this should not be their priority and that the resource required for policing vehicle maintenance would best be spent elsewhere.

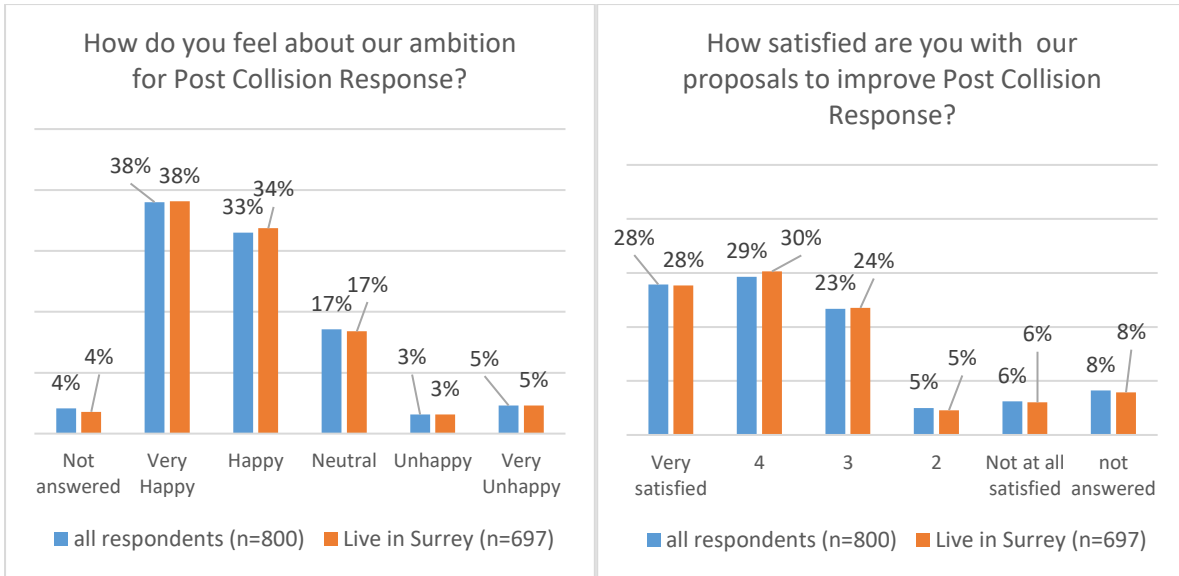*"Spend the money on real crime!"*

"There is no need for money to be spent on this - the MOT and police do this job already."

Other went so far to question the role that insurers play in vehicle maintenance and suggest that better relationships with third parties could be explored for implementation.

"Surely insurers should have a role to play in this; not paying if a vehicle is involved in an accident where its safety had been compromised."

Post Collision Response

Overall, 71% of respondents are Happy or Very Happy with the ambition for Post collision response. 57% of respondents are very satisfied or satisfied that the proposal will improve post collision response.

How do you feel about our ambition for Post Collision Response?

	Not answered	Very Happy	Happy	Neutral	Unhappy	Very Unhappy
all respondents (n=800)	4%	38%	33%	17%	3%	5%
Live in Surrey (n=697)	4%	38%	34%	17%	3%	5%

How satisfied are you with our proposals to improve Post Collision Response?

	Very satisfied	4	3	2	Not at all satisfied	not answered
all respondents (n=800)	28%	29%	23%	5%	6%	8%
Live in Surrey (n=697)	28%	30%	24%	5%	6%	8%

There was some concern raised that by focusing on post collision response emergency services will be unable to provide as much support to other areas of work, however, unlike other areas this was seen not as a reason to not do this aspect of the proposal, and in fact respondents recognised that factors outside local control play a role in this issue.

"Where will the extra fire, police and ambulance members come from?"

"All services seem to be stretched to their limit so will this commitment mean something else will suffer?"

"We had a police, ambulance and fire service that delt with this a few years ago. The government have stripped the services to a skeleton force."

Other respondents also suggested that education and advice could be shared on what to do in an event of a collision to support the response as well.

"Advice to road users on what to do in the event of a collision is a sensible action to take."

The role in of highway maintenance as a preventive measure to reduce collisions and therefore the response needed for collision was also highlighted.

"Maybe money should be spent on rectifying highway defects before there are any accidents."

Finally, respondents also expressed frustration as to the impact that collisions and the emergency response to them have on other road users and that efforts should be made to minimise this.

"The emergency agencies seem to have forgotten that they have a responsibility to all other road users when dealing with an incident."

"The response services need to inconvenience other road users to the minimum possible extent."

Surrey RoadSafe
Vision Zero Road Safety Strategy
2024 to 2035

Draft June 2024

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Foreword

Matt Furniss, Cabinet Member for Transport and Infrastructure, Surrey County Council

As the Cabinet Member with responsibility for road safety, I am acutely aware of the impact that road collisions and personal injuries have on individuals, families and local communities. One life lost on our roads is one too many. Our aim is for all deaths and serious injuries from road collisions to be eliminated, something I am sure all our residents would agree with.

Surrey County Council continues to make road safety a top priority, with significant progress and investment already in place right across Surrey. However, with an average of between 20 and 30 fatalities on Surrey's roads in recent years, as well as many hundreds of serious injuries, more needs to be done to reduce death and serious injury on our roads.

I am therefore delighted to endorse this new Surrey RoadSafe Road Safety Strategy that has 'Vision Zero' at its heart. This new strategy aims to eliminate all traffic fatalities and serious injuries, while increasing safe, healthy, equitable mobility for all. We will deliver on this ambition by working collaboratively with the police, the Office of the Police and Crime Commissioner, Surrey Fire and Rescue and National Highways, with our collective work focussed through Surrey RoadSafe.

Road safety, including the speed of traffic, is often raised by residents as a matter of concern. My aim is to ensure that Surrey County Council does all that it can to make the roads, streets, towns and villages of Surrey safer for everyone, be they walking, wheeling, cycling or driving.

Lisa Townsend, Police and Crime Commissioner for Surrey
NEW FOREWARD TO BE INSERTED HERE IN DUE COURSE

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1. Introduction

1.1. Road collisions resulting in death or injury have a devastating impact on victims, families, friends, and co-workers. As well as the pain, grief and suffering endured by those directly associated with road collisions, the fear of road danger affects whole communities. Busy roads carrying fast moving motor vehicles can deter people from walking, push scooting or cycling for local journeys, travelling to and from school or work, and can make places less pleasant to live and visit. The most vulnerable in society such as children, older people and those with disabilities can be the most adversely affected by the consequences of collisions and the fear of road danger.

1.2. Throughout the world and across the UK, governments, local authorities, and police forces are adopting the latest best practice Vision Zero and Safe Systems approach to road safety. Understanding that Surrey has its own unique qualities and concerns, this best practice approach will be adapted to Surrey's needs, and considered alongside the recent update to the Highway Code and Surrey County Council's Local Transport Plan 4. In doing so, we will prioritise the needs of all road type users, specifically those walking, wheeling and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind.

1.3. The trend in fatal and serious collisions have not reduced in Surrey over recent years, and our previous road safety strategy has expired. Therefore, the Surrey RoadSafe partnership consisting of Surrey County Council (including Surrey Fire and Rescue Service), Surrey Police, the Police and Crime Commissioner for Surrey, and National Highways have collaborated to develop our new strategy presented here. Our vision is for there to be zero fatalities or serious injuries on Surrey's roads by 2050. To work toward this 2050 vision, we have set a new target to reduce fatal and serious road casualties by 50% by 2035 (compared with a combined 2019 and 2022 baseline average). This target will be challenging for us to meet, so to be successful we will need to work together even more effectively, do some things differently, do more of the things we know that work and if necessary, implement new initiatives. It will be vital for this to be underpinned by effective data analysis and research. The Strategy presented here describes how we intend to do this.

2. Links to Key Policies and Corporate Objectives

2.1. Resources devoted to the enforcement of road traffic law to improve road safety will contribute to the objectives of the Police and Crime Plan for Surrey to tackle crime, deny criminals the use of the road and help our communities to feel safe and confident when travelling on our roads.

2.2. Improving road safety and enhancing residents' confidence to walk, wheel or cycle (including school journeys) will contribute to the objectives of Surrey

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County Council's Local Transport Plan 4 and contribute to National Highway's Strategic Plan vision of connecting the country safely and reliably by reducing the congestion associated with road collisions. It will also reduce carbon emissions, air and noise pollution, thus supporting the objectives of Surrey's Climate Change Strategy. It will improve the health and wellbeing of people living in Surrey and using Surrey's roads thus supporting the objectives of Surrey's Health and Wellbeing Strategy for improving community safety.

3.   What is Vision Zero?

3.1.   The Vision Zero and Safe Systems approach derives from the Stockholm Declaration which was the culmination of the Third Global Ministerial Conference on Road Safety in 2020. It is now being adopted by governments, local authorities and police throughout the world as the best practice approach to road safety and reducing road casualties. A Safe System approach puts people at its centre, coming from the belief that every road death or serious injury is preventable. It is built upon these main principles:

- Death and serious injury from road collisions is unacceptable;
- Human beings make mistakes that lead to road collisions;
- The human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and
- It is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries
- The approach is proactive, not reactive

3.2.   A Safe System approach has five multi-disciplinary components that interact and work together to minimise risk, namely:

- Safe speed
- Safe road users and behaviour
- Safe roads and streets
- Safe vehicles
- Post collision response

3.3.   The Surrey RoadSafe Vision Zero Road Safety Strategy adopts the five components in the Safe System approach. It has been developed collaboratively by the organisations in the partnership who are responsible for improving road safety in Surrey. The work under these components will be underpinned by data, research evidence and evaluation so we know what is working and what we need to do to reduce road casualties.

4.   Data Insights and Target Setting

Headline Trends in Road Casualties

4.1.   It can be seen from Chart 1 below that in recent years since 2015, the annual number of fatal collisions in Surrey has fluctuated between 24 and 36. This is roughly half the annual total that there used to be in the years 2000 to 2007 when the annual number fluctuated between 73 and 52. While this reduction over the longer term is welcome, in recent years the ongoing reduction in fatal casualties has stalled. There is a similar pattern in the data for Great Britain as a whole.

Chart 1

Trend in Fatal Road Casualties in Surrey
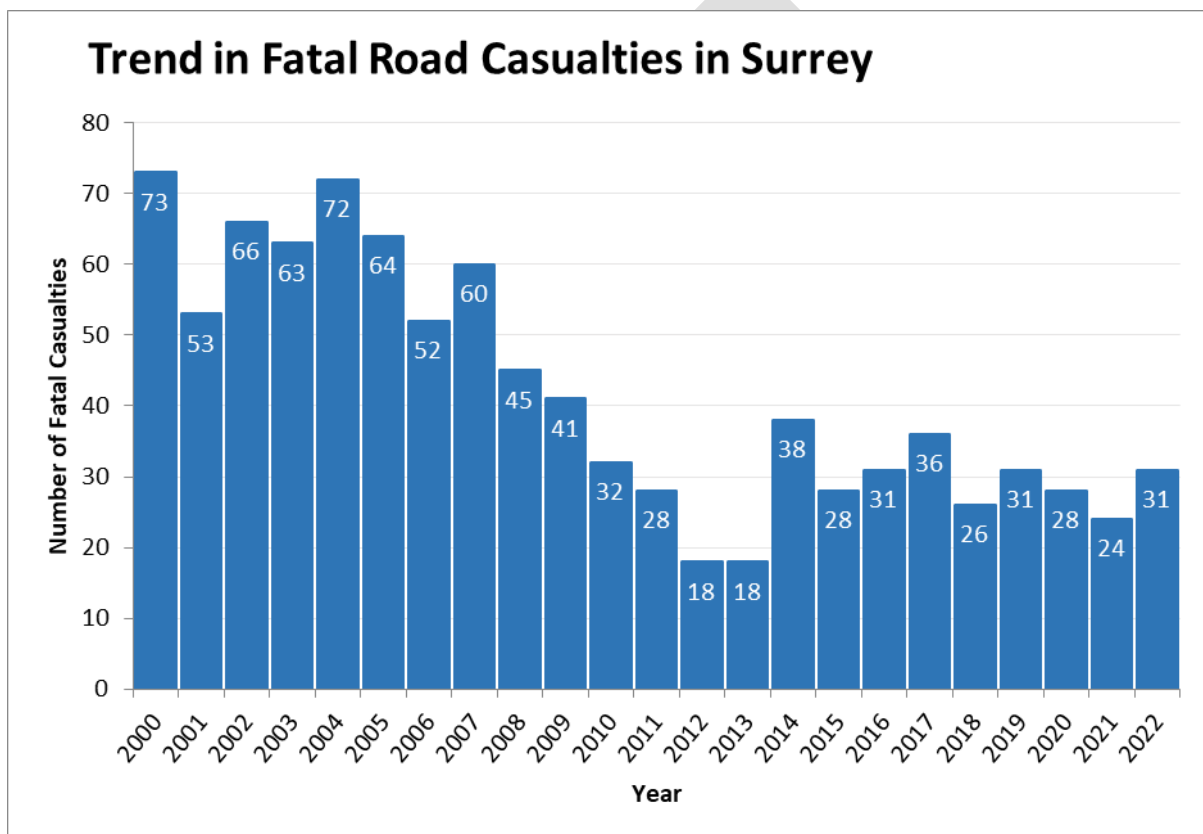
4.2.   Chart 2 overleaf shows the fatal and serious injuries combined. There has not been a reduction in serious injury casualties over the longer term, and in recent years there have been increases. It is important to note that the reason for some of the increases in recent years is due in large part to the adoption of a new injury-based data reporting system by the police and the roll out of mobile data portals used by police officers to record the details of a collision rather than a desk-based form. This has resulted in several injuries that would have previously been recorded as slight now being recorded as serious. This is confirmed by the data in Chart 3 which shows that there is an ongoing long term downward trend in the total number of casualties, despite the increases in serious injuries in some of the recent years. For example, there was an increase of 70% in the combined total of fatal and serious injuries between 2017 and

2018 when the recording system was altered, while the total number of casualties continued to decrease.

4.3. The trend in road casualties in 2020 and 2021 was also affected by the impact of COVID restrictions resulting in far fewer motor vehicle journeys and changes in the patterns and volume of walking and cycling. The years 2019 and 2022 are therefore more likely to be representative of the typical number of people killed or seriously injured (KSI) annually in Surrey.
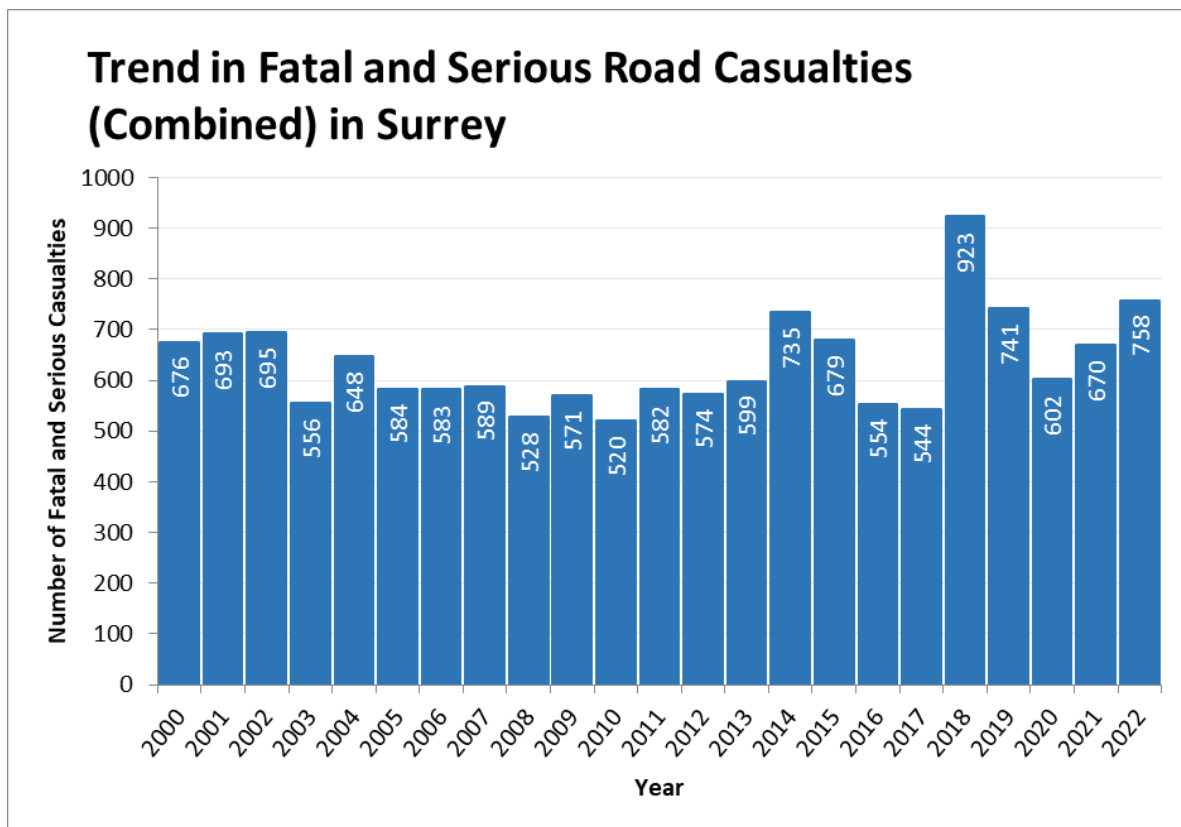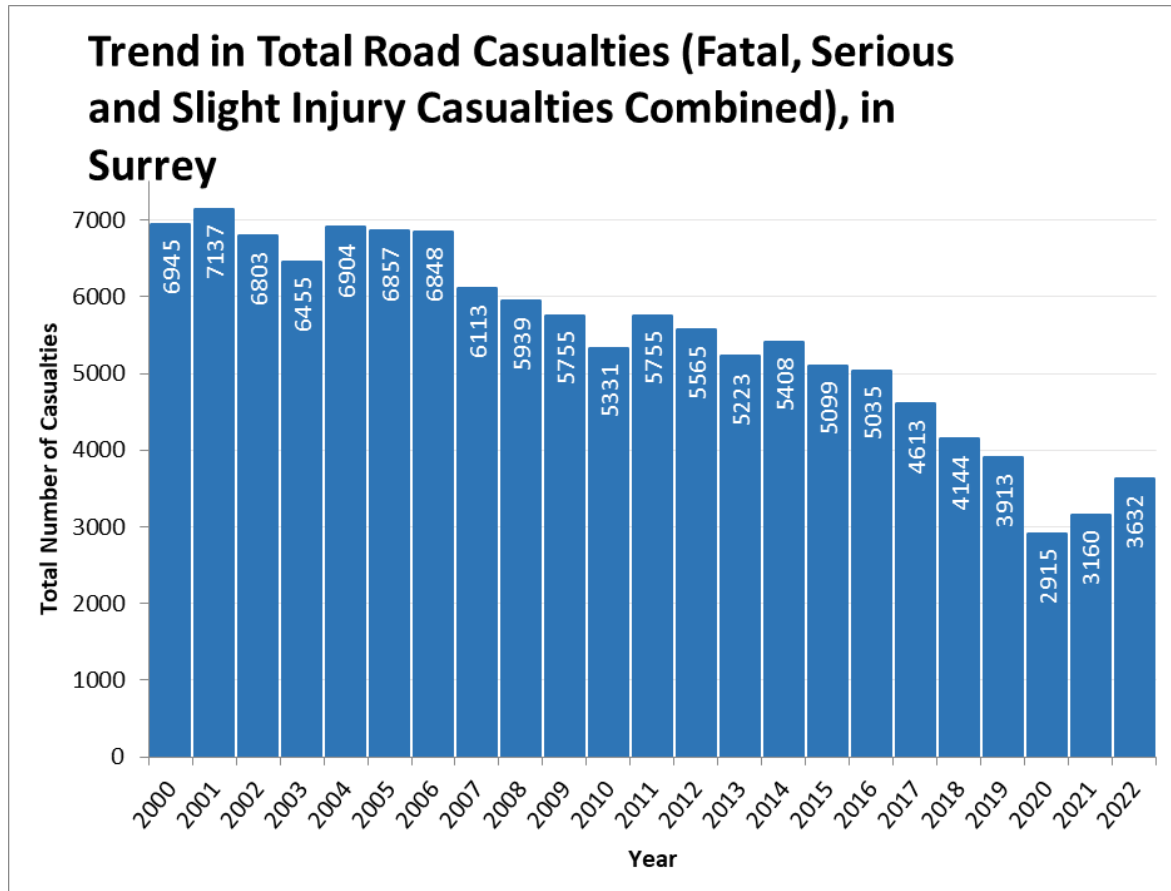
Chart 2

Trend in Fatal and Serious Road Casualties (Combined) in Surrey

Year	Number
2000	676
2001	693
2002	695
2003	556
2004	648
2005	584
2006	583
2007	589
2008	528
2009	571
2010	520
2011	582
2012	574
2013	599
2014	735
2015	679
2016	554
2017	544
2018	923
2019	741
2020	602
2021	670
2022	758

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Chart 3

Trend in Total Road Casualties (Fatal, Serious and Slight Injury Casualties Combined), in Surrey

Chart showing Total Number of Casualties by Year (2000–2022):

Year	Casualties
2000	6945
2001	7137
2002	6803
2003	6455
2004	6904
2005	6857
2006	6848
2007	6113
2008	5939
2009	5755
2010	5331
2011	5755
2012	5565
2013	5223
2014	5408
2015	5099
2016	5035
2017	4613
2018	4144
2019	3913
2020	2915
2021	3160
2022	3632

Target Setting

4.4. The Stockholm Declaration calls for a 50% reduction in deaths and injuries from 2020 to 2030 as a milestone towards Vision Zero (no deaths or serious injuries) by 2050. Chart 4 shows how we propose to apply a similar target in Surrey using a baseline average for the years 2019 and 2022 for the number of KSI casualties. We have selected these two years for the baseline because they are more likely to represent the typical annual number of KSIs in Surrey as these years were unaffected by COVID (unlike 2020 and 2021) and were less affected by the change in the police reporting system (unlike 2018). We have also set the year 2035 as the target year because by the time this strategy is published in 2024, we will be several years into the current decade already.

The Surrey RoadSafe Target:

A 50% reduction in KSIs by 2035 (compared to a baseline average of 2019 and 2022). This means we are aiming for a reduction from 758 to 375 KSIs by 2035.

Chart 4

Target for 50% Reduction in KSIs by 2035, from Baseline Average of 2019 and 2022
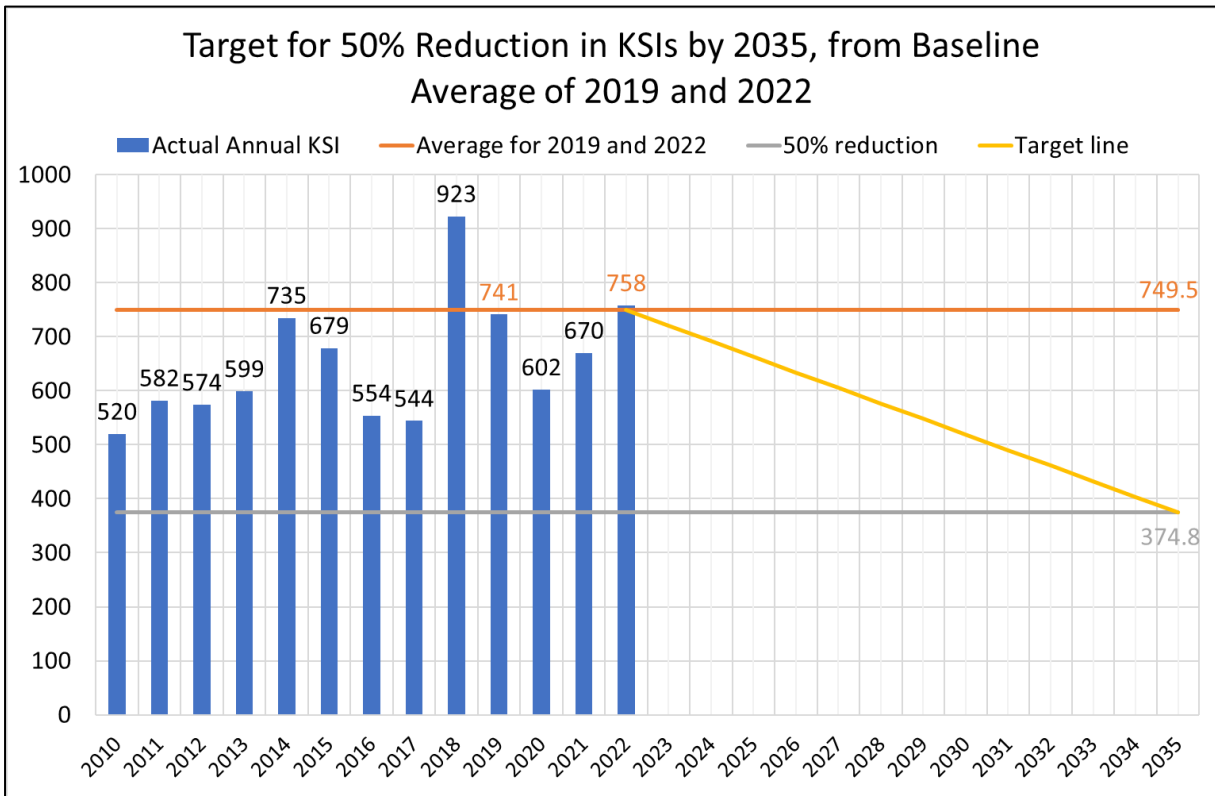
Detailed Data Analysis and Monitoring

4.5. The five components of the Safe Systems approach and the interventions that Surrey RoadSafe will undertake will need to be underpinned by detailed analysis of road traffic collisions to inform upon the nature and extent of road casualties in Surrey. Our interventions will be evaluated and/or based on national or international best practice, evidence, and research so we know what is working and what we need to do to reduce road casualties.

4.6. For example, more detailed analysis has revealed that Surrey has some of the highest numbers of pedestrian and cycling road casualties of any local authority in Great Britain, with most of these resulting from collisions with motor vehicles in urban 30 mph speed limit areas. In 2022, nearly half of all Surrey's road casualties (49%) were located on 30 mph speed limit roads (most of which are in built up areas). Also, 81% of pedestrian casualties took place on 30 mph speed limit roads with nearly all involving collision with a motor vehicle. Similarly, 69% of cycling casualties took place on 30 mph speed limit roads, with 79% of these resulting from collisions with a motor vehicle. It is also notable that about half of Surrey's KSI casualties live in postcodes outside of Surrey.

We will develop summary data reports/factsheets that will be updated on a periodic basis covering a range of topics including, but not limited to the following:

- Monitoring progress towards the 2035 target, identify what is working, and what we need to do to meet it

- By severity (e.g. fatal, serious, slight)

- By road user type (e.g. pedestrians, cyclists, motorcyclists, drivers)

- By demographic (e.g. older road users, young drivers, children)

- By Fatal Five (drink and drug driving, speed, mobile phone, seatbelts, careless driving)

- By each of the Safe Systems components

- Comparison with Great Britain and other local authorities

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5.   Working Together

5.1.   The organisations involved in the delivery of road safety interventions within Surrey that have developed this strategy are:

- Surrey County Council
- Surrey Police
- Surrey Police and Crime Commissioner
- Surrey Fire and Rescue Service
- National Highways (who look after the strategic road network of motorways and trunk roads)

5.2.   For our organisations to work together effectively we need a clear decision-making process and defined responsibilities. The aim will be for the Surrey RoadSafe to be able to take decisions in an agile and timely manner so that we can take advantage of new opportunities and encourage innovation in response to road safety problems on our road network. Surrey's Police and Crime Commissioner has recently become the national lead for road safety for the Association of Police and Crime Commissioners, and Surrey's Chief Fire Officer has recently become the national lead for road safety for the National Fire Chief's Council, so we have a unique opportunity to generate fresh impetus to delivering road safety improvements in Surrey.

5.3.   We will renew meetings of a Governance Board with senior decision makers from each organisation to oversee the delivery of this strategy and casualty reduction progress. The Board will be asked to approve a business and investment plan to support effective road safety interventions. The Board will also be responsible for approving a communications plan for behaviour change road safety campaigns and publicity in support of the strategy.

5.4.   We will renew meetings of a Strategy and Delivery Group consisting of key colleagues in each organisation who are responsible for the day-to-day delivery of road safety interventions, services, and communications. This group will be responsible for developing and delivering the road safety interventions described within this strategy and for reporting progress, data and evaluation to the Governance Board.

5.5.   We list all the activities being undertaken by the organisations to fulfil this strategy in Annex A showing which organisation is the main lead for each activity and what component of the Safe System it will address.

We will renew Surrey RoadSafe. This will be achieved by:

- Convening a new Surrey RoadSafe Governance Board of senior decision makers

- Convening a new Strategy and Delivery Group of key colleagues responsible for road safety in each organisation

- Agreeing a new Memorandum of Understanding and Terms of Reference for the Governance Board and Strategy and Delivery Group

- Developing a new business and investment plan for approval by the Surrey RoadSafe Governance Board

- Developing a new communications plan for approval by the Surrey RoadSafe Governance Board

6. Highlights of the Surrey RoadSafe Vision Zero Strategy

6.1. In the following sections we present the ambitions, activities and interventions we will undertake under each of five components of the Safe System. We highlight below some of the main elements of our strategy where we are embarking on new initiatives or where significant new investment has been allocated.

Strategy Highlights

- **A more flexible approach to 20 mph Speed Limits.** We will not follow a blanket approach, and will instead only introduce more 20 mph limits after taking local people's views into account, focussing on town centres, residential areas and schools.

- **Enhanced speed management.** We will investment in more highway engineering, average and spot speed cameras to tackle the worst speeding and casualty routes.

- **Review of rural speed limits.** We will aim to review and replace all 60mph national speed limit roads in Surrey with new lower limits where appropriate, by 2028.

- **Robustly target and enforce "Fatal Five" offences.** We will utilise an innovative and evidence-based approach with a back to basics focus by police officers alongside national operations.

- **3rd party reporting using video submission.** We will promote advice and guidance on how to submit quality footage to aid prosecutions.

- **Road safety education in schools.** This will include DriveFit pre-driver workshops throughout Surrey's sixth forms and colleges, road safety drama workshops in secondary schools, and Bikeability cycle training, and Feetfirst walking training in primary schools.

- **Road safety outside schools.** We will invest in more highway schemes outside schools to improve road safety and overcome barriers to active travel.

- **Local cycling and walking infrastructure plans.** We will develop LCWIPs to form the basis for bids to Active Travel England for new infrastructure to make walking and cycling safer and easier.

- **Department for Transport Safer Roads Fund.** A £1.8 million grant from the Department for Transport will be invested in measures to reduce the risk of collisions along the 8.4km route of the A25 between Dorking and Reigate.

- **Media campaigns and publicity.** We will renew the Surrey RoadSafe Communications Strategy that will establish our aims and objectives, principles, key messages and themes that will run throughout our work.

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7. Safe Speeds

Introduction

7.1. There is overwhelming research evidence that reducing vehicle speeds successfully will reduce the likelihood and severity of collisions. Slower motor vehicle speeds will support more walking, wheeling, and cycling too. This will make communities more pleasant places to live and will help sustain local shops and businesses. Concerns over vehicle speeds are frequently mentioned by Surrey's residents.

7.2. Our approach to Safer Speeds will focus on the following:

- Setting appropriate speed limits
- Improving compliance with existing speed limits

7.3. Our aim is to set speed limits that are successful in managing vehicle speeds and are appropriate for the main use of the road, considering especially the needs of vulnerable road users. The desire for lower speeds must be balanced against the need for reasonable journey times and the position of each road within the road network hierarchy.

7.4. We will renew our focus on improving compliance with existing speed limits through additional investment in speed management measures. These will include highway improvements such as traffic calming as well as average speed cameras, and spot speed cameras. This will be supported by enforcement operations, and media and publicity campaigns to set the expectation and social norm of safe driving within the speed limit, and in accordance with the road conditions.

Our Ambition for Safe Speeds

- Our roads will have appropriate speed limits considering the road network hierarchy and the use of the road by vulnerable road users to support active travel.

- There will be a high level of compliance with existing speed limits.

- Surrey road users will understand the risks and implications of driving too fast and will therefore travel at appropriate speeds to the conditions and within posted speed limits.

Setting Appropriate Speed Limits

7.5. **20 mph Speed Limit Policy** To realise our Vision Zero ambition, we will enhance our focus on reducing speeds in town centres, residential areas, and village centres, especially near schools, where the exposure to risk for people walking, push scooting, and cycling is greater. For example in 2022, nearly half of all Surrey's road casualties (49%) were located on 30 mph speed limit roads (most of which are in built up areas). Also, Surrey has among the highest number of pedestrian and cyclist road casualties of any local authority, and it is notable that 81% of these pedestrian casualties took place on 30 mph speed limit roads, with nearly all involving collision with a motor vehicle. Similarly, 69% of cycling casualties took place on 30 mph speed limit roads, with 79% of these resulting from collisions with a motor vehicle.

7.6. Most leading international and national organisations that advocate for road safety, public health and tackling climate change also advocate for 20 mph speed limits in urban areas. This was also endorsed in the Stockholm Declaration. Therefore, Surrey County Council has reviewed their approach to implementing 20 mph speed limits and present a new policy in Annex B. The new policy very much aligns with new central government guidance on 20 mph speed limits that was updated as part of the Department for Transport's "Plan for Drivers".

7.7. The new policy provides a more flexible approach to implementing 20 mph speed limits. However, it does not advocate a blanket approach and recognises that some main roads outside of towns centres could remain at 30 mph. Lower speed limits will be introduced incrementally and will not be imposed on communities. Instead, the County Council will take extra care to consider the views of local people and police before deciding whether to proceed or not. The policy also requires that additional supporting measures such as traffic calming will be required to ensure that the new 20 mph limit will be self-enforcing without the need for additional police enforcement if the existing speeds are very much higher than 20 mph.

7.8. **Rural Speed Limit Review** The national default speed limit on single carriageway rural roads (without street lighting) is 60 mph. This 60 mph default speed limit is inappropriate for most minor rural roads because driving at this speed on such narrow and winding country lanes would be dangerous. Surrey County Council has already embarked on a proactive, strategic review with the aim of replacing all the existing 60 mph national speed limits on rural roads with lower speed limits. The new lower limits are being set at a more appropriate level in keeping with the use and nature of the road and the speed at which most drivers are travelling at. The first of these were implemented in July 2023. Our aim will be for all existing national speed limits roads throughout Surrey to have been reviewed and new lower speed limits implemented where appropriate by the end of 2028.

Improving Compliance with Existing Speed Limits

7.9. **Speed Management Plans** We will continue to maintain local speed management plans for each of Surrey's eleven Districts or Boroughs. This means that whenever there are concerns about speeding at any location, we will go and measure the vehicle speeds. The data on vehicle speeds will be reviewed alongside data on road collisions resulting in injury recorded by the police, to ascertain the extent and nature of the speeding and road safety problem at each site. Through Surrey RoadSafe, Surrey County Council and Surrey Police road safety specialists will meet to discuss and agree which sites need the most attention, and what the most appropriate intervention will be. A description of the types of intervention that we will use are described in Annex C.

7.10. In June 2022 the Surrey County Council Cabinet Member with responsibility for Road Safety allocated a total of £3million to help tackle excessive vehicle speeds and road safety on Surrey's roads. This money is being invested in traffic calming, junction improvements, average speed cameras and spot speed cameras at the sites with the worst speeding and collisions, identified through the speed management plan process. We will continue to tackle the worst high priority speeding and casualty problem sites by implementing permanent solutions to improve compliance with the speed limit. This list will continue to be reviewed on an ongoing basis as new sites emerge as a high priority.

7.11. At the time of writing several schemes have already been implemented or are due to be implemented in the coming months, listed in Appendix D. Our approach will ensure that traffic calming and engineering measures are always considered first, and then speed cameras will only be considered if traffic calming or other engineering solutions are not viable.

7.12. **Media and Publicity Behaviour Change Campaigns** Our work on improving compliance with the speed limit at specific locations through engineering or enforcement measures will be supplemented by media and publicity campaign work to maximise their impact. This will seek to highlight the risks and implications of driving too fast, both to the individual and the community.

7.13. As well as publishing speed camera enforcement data on the Surrey RoadSafe website (under construction), the Surrey RoadSafe Communications Team will also continue its role of sharing enforcement news/updates from Surrey Police Officers working within the Casualty Reduction and Vanguard Road Safety Teams on various social media platforms. This will highlight the need for safer speeds and reaffirm the message that speeding will not be tolerated.

7.14. Public engagement events will also be utilised to encourage behavioural change towards safer speeds and highlight the risks of speeding. We will also continue to support national campaigns focused on speed compliance, and will use data and detailed evaluation to improve our methods in the future.

We will set appropriate speed limits by:

- Surrey County Council adopting a new more flexible approach to 20 mph speed limits.

- Reviewing all 60 mph national speed limits on rural roads in Surrey and replacing them with a lower limit where appropriate by the end of 2028.

We will improve compliance with existing speed limits by:

- Maintaining speed management plans for all of Surrey's eleven Districts or Boroughs to identify and tackle the sites with the worst speeding and casualty problems.

- Targeting the top high priority speeding and casualty problem sites that have been identified through the speed management plan process. The list will be reviewed on an ongoing basis.

- Undertake media and publicity campaign work to highlight the risks and implications of driving too fast.

9

8. Safe Road Users

Introduction

8.1. To realise our Vision Zero ambition, we will aim to have competent road users who abide by the rules of the recently updated [Highway Code]. All road users should behave with respect and courtesy towards other road users, with particular attention being paid to vulnerable road users such as people walking, wheeling, cycling or riding horses.

8.2. We will seek to achieve this through effective enforcement of road traffic law. This will be undertaken by specialist police teams dedicated to improving road safety, and effective processing of videos of offences submitted by road users using vehicle mounted or body worn cameras. Where appropriate errant motorists will be offered the opportunity to attend a rehabilitation course offered through the National Driver Offender Retraining Scheme as an alternative to the usual fine and penalty points.

8.3. Education of young people as they start to become frequent road users as pedestrians, cyclists or motorists will also form an essential part of our approach. Each of our school-based road safety education and training courses are offered to different age groups so that children will have the opportunity for more road safety education and training every few years as they grow older.

8.4. We will produce a comprehensive road safety communications plan setting out how we will use media and publicity campaigns to highlight the need for safe driving and to highlight the consequences of not doing so. This will focus on the "Fatal Five" behaviours that research has shown are most frequently associated with road traffic collisions and will dovetail with national road safety enforcement and communications campaigns. Care will be taken to use positively framed messaging rather than shock or fear as the latter has been shown to be ineffective in influencing behaviour.

Our Ambition for Safe Road Users

- Road users will be competent, abide by the rules of the highway code, and will be safe and respectful, especially towards vulnerable road users.

9

Enforcement

8.5. **Police Road Safety Enforcement Operations** Surrey Police will continue to follow the National Police Chiefs' Council operations campaign calendar. For every campaign the Surrey RoadSafe communications team will commission a period of media and publicity prior to, and alongside the enforcement. The campaign themes previously have included vulnerable road users and all "Fatal Five" offences (drink/drug driving, speeding, distracted driving, not wearing a seatbelt, and careless driving).

8.6. While all Surrey's Police Officers will contribute to enforcement of road traffic law to improve road safety, there are several teams in Surrey Police who have a dedicated remit to enforce road traffic law, improving road safety and reducing road casualties, described in Annex E. Some examples of the campaigns and activities that will be undertaken in Surrey include:

- **Operation Limit** is one of the longest running campaigns focussing on drink/drug driving, taking place for 5/6 weeks in the winter.
- **Operation Downsway** focuses on motorcycle safety with police officers targeting specific areas where they see an increase in motorcyclists between April and September. The police officers will educate and enforce specifically focusing on the antisocial use of all motor vehicles.
- **Operation Close Pass** focuses on vulnerable road users for example cyclists and horse riders. This operation involves plain clothed police officers riding a bicycle working together with nearby police officers who are notified if motorists drive too close to the cyclist or commit other motoring offences.
- **Operation Tutelage** is a national police-led operation working together with partners to reduce the impact of untaxed, uninsured, untraceable, and unsafe vehicles.
- **Operation Tramline** is a National Highways owned operation which Surrey Police support, approximately four times a year. Focussed on enforcing road safety by targeting drivers who are not in proper control of their vehicle on the strategic road network. As the "Tramline Truck" cab is much higher than a car, it gives the officers a clearer view down into vehicles and across to other drivers of larger HGVs.

8.7. Enforcement campaigns will look to be supported via Surrey RoadSafe social media channels, to amplify the national and local messaging embedded within each campaign. The content related to these campaigns will emphasise the importance of safe and considerate road use and protecting all road users, as well as highlighting the consequences and penalties incurred should unsafe/dangerous practises be used on the road. Where appropriate, social media content will also look to share details of officer/vehicle stops made throughout each campaign, with the aim to promote police activities and increase public confidence in enforcement within local communities.

8.8. **3ʳᵈ Party Reporting** Increasing numbers of road users are using vehicle mounted or body worn cameras. Surrey Police provide a process for road users to submit video footage of examples of alleged driving offences so, if necessary, the evidence can be used to pursue prosecutions. Guidance on what is needed and how to submit quality footage can be found here: Making a road traffic incident report | Surrey Police. We will ensure the promotion of this guidance with further information on Road Traffic Offences being accessible here: Driving offences | Surrey Police.

8.9. **National Driver Offender Scheme Courses** Surrey police will continue to offer a range of courses through the National Driver Offender Retraining Scheme. These are offered to motoring offenders if they are eligible instead of the usual fine and penalty points. The number of referrals will depend upon the amount of enforcement, the number of offences detected and how many motorists are eligible and decide to take up the offer of a course. The range and number of courses offered in Surrey are summarised below:

Type of course	Number of completed courses from Surrey referrals in 2023
National Speed Awareness Course	39,229
Safe and Considerate Driving	84
National Motorway Awareness Course	17,182
What's Driving Us?	3,731
National Rider Risk Awareness Course	39

8.10. In addition to courses described above that are offered as an alternative to a fixed penalty and points, there are also courses offered as an alternative to non-endorsable offences show below:

Type of course	Number of completed courses from Surrey referrals in 2023
Safe and Considerate Cycling	0
Your Belt Your Life	235

Road Safety Education and Training in Primary Schools

8.11. **Feet First: Walking Training** Surrey County Council offer Feet First: Walking Training to all Surrey's Primary Schools. It is aimed at year three children (aged 7-8), providing them with practical road safety skills and preparing them for independent travel. The scheme also promotes the benefits of travelling actively to school for personal health and wellbeing, and how walking helps to improve air quality and tackle climate change as an alternative to car travel for short journeys.

8.12. The service was first introduced during the 2021/22 academic year during which over 2,500 pupils were trained, with another 4,760 pupils being trained during

the subsequent 2022/23 academic year. There are typically 13,500 young people in each of the year groups across Surrey's schools. Therefore, we will aim to expand so that this training is provided annually to 75% of the year group (approximately 10,000 children), by 2030, subject to funding.

8.13. We aspire to develop a further walking training extension course that will be targeted at year five pupils (aged 9-10) in preparation to moving up to year six when some children are allowed to walk to school without adult supervision and in preparation for the transition to secondary school.

8.14. **Cycle Training** Surrey County Council's Cycle Training Team comprises 80 qualified Cycling Instructors supported by a small back office. The service delivers National Standard cycle training across the County funded through a combination of local budget, fees and central government grants. This includes:

- **Programme for schools.** For Bikeability Level One, riders learn to control their cycles in a space away from traffic, such as a playground. Bikeability Level Two takes place on roads with moderate traffic. Learn To Ride helps provide access to Levels One and Two by helping children start from scratch. More recently, the service has introduced Independent Cycling to School courses, aimed at secondary students, and is based on gaining extra skills and route planning. The schools programme reaches around 11,000 children each year.
- **Community cycle training.** This is a developing area aimed at adults and families, with courses mainly run in the school holidays, with a range of family courses, adult beginner, adult refresher and adult town centre courses.

8.15. The Bikeability Trust (who administer government grants to local authorities for cycle training) have a set a new national target to reach 80% of the target population for Bikeability Level 2 by 2025. There are typically 13,500 young people in each of the year groups across Surrey's schools, so this new national target would require us to nearly double the current level of provision for this course, which would require recruitment and training of substantial numbers of new cycling instructors. Therefore, we will work with the Bikeability Trust to agree a plan for increasing our reach towards this target as soon as practical.

Education and Training in Secondary School, Sixth Forms and Colleges

8.16. **Road Safety Drama Workshops (ages 11 to 16)** In previous years Surrey County Council offered two road safety drama workshops to all secondary schools across Surrey, funded by the previous road safety partnership. The first of these was disseminated to year seven (aged 11-12). This is the first year in secondary school when many students have recently become independent travellers and therefore are more prone to becoming injured while walking due to inexperience and risk taking. Another drama workshop was offered to year 11 students (aged 15-16) and focused on the fact that this is a year where students prepare for college, sixth form or work, and are therefore could be exposed to increased peer pressure and risk due to being the passenger of a new inexperienced driver or are starting to consider becoming a driver themselves.

8.17. At the time of writing, we are aware that the Department for Transport is working on a new "Good Practice Guide for Road Safety Education" which we hope will be published soon. Therefore, we will review our workshops to ensure they still represent the latest best practice in accordance with the new guidance due to be published by the Department for Transport before recommissioning this intervention.

8.18. **DriveFit (ages 16 to 18)** Young drivers, aged 17 to 24, are more likely to be involved in a road traffic collision than most other age groups. Nationally, young people hold 8% of car driving licences, but account for 20% of those killed or seriously injured on the roads.

8.19. Therefore during the academic year 2023/24 Surrey Fire and Rescue Service disseminated the brand new best practice intervention DriveFit throughout Surrey's sixth forms and colleges for the first time. This consists of a 40-minute film or series of shorter films delivered in the classroom followed by a 45-minute workshop. The film uses a talk show style interview format where expert guests provide information, demonstrations, and tips about how pre-drivers, learner and newly qualified drivers can best manage the learning-to-drive process as well as the risky driving behaviours associated with speeding, tiredness, mobile phone use and intoxicated driving. Surrey Fire and Rescue Service will aim to disseminate this intervention to as many sixth forms and colleges as possible every year.

BikeSafe

8.20. Surrey Police will continue to provide BikeSafe courses. This is a national, police run motorcycle initiative, aimed at working with motorcycle riders in a relaxed environment to raise awareness of the importance and value of progressing onto accredited post-test training. BikeSafe workshops involve an observed ride with a police-graded motorcyclist or approved BikeSafe observer covering rider attitude, systematic methods, collision causation, cornering, positioning, overtaking, observation, braking, hazard perception and use of gears. In 2023, there were ten workshops with 212 attendees for the public and a police staff workshop with 16 attendees. In addition to this, six sessions were held for Army, Navy and Air Force personnel with 52 attendees.

Powered Two-Wheeler Interventions Research

8.21. National Highways has commissioned a research project with the aim of improving understanding of motorcycle road safety risk and the interventions in place to address that risk in the Southeast Region. The results of this study were shared in November 2023 and will be used to consider whether there are additional interventions available that could be delivered in Surrey.

Media and Publicity Behaviour Change Campaigns

8.22. We will renew the Surrey RoadSafe Communications Strategy for 2024-26. This strategy will underpin every aspect of communications work within Surrey RoadSafe from public engagement events, supporting national Police enforcement operations led by National Police Chiefs Council (NPCC) and National Roads Policing Operations Investigation and Intelligence (NRPOII), national media campaigns (e.g. Brake Road Safety Week, Department for Transport THINK!, RoadPeace) and bespoke data-led campaigns focusing on vulnerable and priority road user groups, as well as other road safety concerns within Surrey. These campaigns will adopt the use of consistent messaging styles, using behavioural change techniques and educational principles to educate and engage with all road users effectively. They will then undergo thorough evaluation, with the aim to review and understand strengths of initiatives and lessons learned for future improvements within Surrey RoadSafe communication and engagement.

8.23. Surrey RoadSafe communications work will continue highlighting the risks and implications of committing the "Fatal Five" offences that most frequently cause death and serious injuries on our roads, supporting the work of the Surrey Police Vanguard Road Safety Team and Casualty Reduction Officers:

- **Distracted driving** (driving while using a mobile phone or other device, eating, drinking or other activities that are taking the driver's attention from the road)

- **Excessive and inappropriate speed** (either exceeding the speed limit, or driving too fast for the conditions)
- **Drink and drug driving** (driving whilst over the prescribed limit of alcohol and drugs)
- **Failing to wear a seatbelt** (as a driver or passenger)
- **Careless and inconsiderate driving** (offences could include, driving whilst tired, driving too close to the vehicle in front, lane hogging, close passes of people cycling or riding horses)

9

We will improve road user skills and behaviour by:

- Continuing to provide comprehensive enforcement of road traffic laws following the NPCC campaign calendar and operations targeting the "Fatal Five" by a range of police teams, supported by media and publicity.

- Provide additional advice and guidance on how to submit quality video footage to aid prosecutions of third-party reporting of traffic offences.

- Continuing to provide a range of National Driver Offender Rehabilitation courses in place of the usual penalty for a range of road traffic offences.

- Expanding Feet First Walking Training so that the training is provided to 75% of year three children (aged 7-8) annually (10,000 children) by 2030, subject to funding.

- Work with the Bikeability Trust to agree a plan for expanding Bikeability Level 2 courses so that the training is provided to 80% of children before they leave primary school.

- Review our secondary school-based road safety drama workshops in light of soon to be published government guidance.

- Offer DriveFIT pre driver road safety education course across Surrey's Sixth Forms and Colleges.

- Continue to provide Bikesafe motorcycle training courses.

9. Safe Roads and Streets

Introduction

9.1. The Safe Systems approach asserts that it is the responsibility of highway engineers to design roads and streets to be as forgiving as possible to reduce the risk of collision, and to reduce the severity of the consequences when mistakes are made by road users.

9.2. In built up areas Surrey County Council will aim to design streets to ensure lower speeds, providing safe crossing points and/or restraining motorised traffic where there are more people walking, wheeling and cycling in town centres, residential areas and near schools. Surrey County Council will seek opportunities to provide segregated cycling infrastructure or to integrate cycling into mixed traffic as safely as possible.

9.3. In rural areas Surrey County Council will design roads to manage speeds to levels that will reduce the risk of collisions and the risk of serious injury in the event of collisions. We will aim to separate streams of traffic, delineate bends, and protect roadsides in case vehicles lose control. Junction layouts will be improved to be simple and easy to use with good visibility.

9.4. Effective highway maintenance by Surrey County Council will be vital to ensure enduring safety of road users.

> **Our Ambition for Safe Roads and Streets:**
>
> - Our roads and streets will be designed and well maintained so that they are more forgiving of mistakes made by road users as well as supporting active travel.

Road Safety Working Groups

9.5. Surrey County Council's Road Safety Engineering Team will host Road Safety Working Group meetings every six months for each of Surrey's 11 Districts and Boroughs. The Surrey RoadSafe collision database will be interrogated to identify locations and routes where there have been greater numbers of personal injury collisions so that these will be tabled for discussion at the meetings. The data will be analysed to highlight any patterns in the collisions that could be tackled by Safe Systems highway improvements or enforcement. The meetings will include Police and County Council road safety and highway specialists so that the results of the collision data analysis will be combined with local knowledge and site visits.

9.6. Through this process we will invest an annual budget (currently £200,000) in low-cost highway improvement schemes with the greatest potential to reduce

collisions at the worst collision hotspots throughout the county. Examples include signing to highlight the presence of bends, kerb realignment, traffic calming, anti-skid road surfacing. In the past this has resulted in typically 20 schemes being delivered each year that reduce collisions by 30 percent on average at the treated sites.

9.7. We will also consider opportunities to invest in more substantial schemes using the additional £3million to help tackle excessive vehicle speeds and road safety on Surrey's roads that was announced by the County Council Cabinet member in July 2022. These are listed in Annex D. Further schemes might be possible by making them a condition of planning consent for developers, through bids to Surrey's Boroughs and Districts for Community Infrastructure Levy (CIL) funding, or as part of larger major schemes funded by central government.

Road Safety Outside Schools Schemes

9.8. Surrey County Council has a "Road Safety Outside Schools" policy, which sets out a process to investigate concerns over road safety or barriers to walking, wheeling, push scooting or cycling on the roads in the vicinity of schools. At the time of writing, there have been visits to over 160 school sites (there are approximately 500 schools in Surrey in total) resulting in suggestions for highway improvements at over 50 schools. The assessments are ongoing with new schemes being conceived on an ongoing basis.

9.9. Additional funding of £1million per year for three years was announced by the County Cabinet Member in July 2022 for investment in these schemes. Further schemes are being implemented using CIL funding and from funding allocated by local members. The schemes include signalised crossings, zebra crossings, traffic calming, footway widening and parking controls. This investment will also be used to implement Surrey's first pilot "School Street" during the academic year 2024/2025.

A25 Dorking to Reigate Department for Transport Safer Roads Fund

9.10. The Department for Transport have provided a £1.8 million grant to reduce the risk of collisions resulting in injury (especially fatal or serious injury) along the 8.4km route of the A25 between Dorking and Reigate. The proposals seek to address deficiencies in the safety "star-rating" of the highway infrastructure using the iRAP assessment process provided by the Road Safety Foundation. The scheme consists of the following main elements that will be implemented by the end of the financial year 2024/25:

- Speed management measure including average speed cameras and a new lower 30 mph speed limit in Dorking.
- Improvements for pedestrians and cyclists within Dorking and Reigate.
- An improvement to the junction with Brockham Lane.

- Protecting roadsides using raised-rib edge of carriageway line markings, and high containment kerbs.
- Central hatching to separate opposing flows of traffic to reduce the risk of head on collisions.

Road Safety Audit

9.11. Surrey County Council's road safety engineering team undertake typically 200 road safety audits of highway schemes of various sizes each year and will continue to provide this service. A road safety audit is a systematic process for checking the road safety implications of highway improvements and new road schemes. The process is vital for ensuring that the risk of road collisions and their severity is minimised whenever a new road scheme is designed, built, and comes into use.

Healthy Streets Design Guide

9.12. The Healthy Streets for Surrey design guide was published in May 2023 for developers to follow. We will use the guide to encourage developers to raise the standard of street design, creating streets which are safe, support active travel, green, beautiful, and resilient.

Highway Improvement Programmes and Maintenance

9.13. Surrey County Council have a range of highway improvement and maintenance programmes to meet the objectives of the County Council's Local Transport Plan 4 (to make journeys across the county easier, more predictable, and safer), summarised below:

9.14. **Local Cycling and Walking Infrastructure Plans** Local Cycling and Walking Infrastructure Plans (LCWIPs) are ten-year plans for investing in walking and cycling. Surrey County Council is working on developing an LCWIP for all of Surrey's 11 District and Boroughs by the end of 2023. These plans will then form the basis for bidding for investment in infrastructure from Active Travel England. More information can be found here: Active Travel Fund for roads and pavements - Surrey County Council (surreycc.gov.uk)

9.15. **Integrated Transport Schemes** In February 2022 Surrey County Council Cabinet established an Integrated Transport Scheme budget of £3million per year to allow County Councillors to nominate highway improvements in their Division in response to local concerns. More information on schemes to be delivered during 2024/25 can be found here: Countywide ITS Fund Cabinet Member Report - Sept 2023.pdf (surreycc.gov.uk)

9.16. **Local Street Improvements** Surrey County Council is developing a programme of local street improvements. The aim is to plan, design and create

safer, healthier, and more attractive local environments that encourage more walking, wheeling and riding and increase opportunities to live and work locally. More information can be found here: How we will be making improvements to streets in your area - Surrey County Council (surreycc.gov.uk)

9.17. **Major Transport Schemes** Surrey County Council is working on several multi-million-pound major transport projects. More information can be found here: Major transport projects - Surrey County Council (surreycc.gov.uk)

9.18. **Maintenance of Highway infrastructure** Surrey County Council is responsible for maintaining approximately 3,000 miles of roads, with 2 million trees on the highway network, 90,000 street and sign lights, and 1,800 bridges or structures carrying or crossing roads or rights of way. The County Council is also responsible for maintaining drainage, maintaining and cutting verges, hedges and maintaining non-illuminated bollards and signs. Detailed Information on how Surrey County Council undertakes this work can be found on the County Council's website here: Roadworks and maintenance - Surrey County Council (surreycc.gov.uk)

We will make our roads and streets safer by:

- Hosting Road Safety Working Groups every six months for each of Surrey's Boroughs and Districts to identify and diagnose road safety problems and develop solutions for the worst collision hotspots throughout the County.

- Implementing low-cost highway improvement schemes with the greatest potential for reducing road collisions using an annual budget of £200,000.

- Implement a £3million programme of "Road Safety Outside School" infrastructure schemes to improve road safety and overcome barriers to more walking, wheeling, push scooting and cycling for school journeys.

- Implement the £1.8 million A25 Dorking to Reigate Department for Transport Safer Roads Fund Scheme by the end of the financial year 2024/25.

- Continue to undertake road safety audits of all new highway schemes.

- Promote the use of the new Healthy Streets for Surrey design guide by developers.

- Continue to implement highway improvement and maintenance programmes with the aim of making journeys across the county easier, more predictable, and safer.

10. Safe Vehicles

Introduction

10.1. As a result of improvements in design standards and advances in technology a range of secondary safety features have been introduced in vehicles to reduce the risk and severity of collisions. As well as improving the safety of vehicle occupants these advances have also helped to reduce the risk of injury to vulnerable road users that may be impacted by a collision.

10.2. It is essential that we ensure that vehicles that use Surrey's Road network meet the correct road safety and environmental standards. We will do this by educating drivers and businesses, so they know how to check and maintain their vehicles, and through enforcement of the correct standards.

Our Ambition for Safe Vehicles:

- Vehicles in Surrey will be well maintained and designed to reduce the harm to road users in the event of a collision.

- People and businesses using vehicles on Surrey's roads will know how to check and maintain their vehicles.

- More vehicles will pass the annual MOT test at first presentation.

Education

10.3. Surrey RoadSafe will use media and communications campaigns to educate drivers on the vehicle safety checks that they should be undertaking, and how to do them. For example, we will highlight additional vehicle checks that drivers should undertake during periods of bad weather. This will include public engagement events in collaboration with partner agencies.

10.4. We will promote the Tyre-Safe and Driving for Better Business initiatives that provide advice on checking and maintaining vehicles and vehicle fleets, and will signpost parents to guides on purchasing and fitting child car seats correctly.

Enforcement

10.5. All Surrey Police Officers have the capability and training to carry out safety checks on vehicles being used on the roads including checking tyres, lights and insurance. Such checks can be carried out as part of each officer's normal patrol duty or as part of specific road traffic operations.

10.6. Surrey Police's Vanguard Road Safety Team, Roads Policing Unit and Surrey RoadSafe's Casualty Reduction Officers have extra powers to immediately

prohibit any vehicle presenting specific dangerous defects from being driven on a road. The Surrey RoadSafe social media channels will be used to highlight such cases to make road users aware of the enforcement taking place to act as a deterrent.

10.7. In addition to this, additional checks on goods vehicles can be facilitated through the Police Commercial Vehicle Unit separately or in conjunction with the DVSA (Driver and Vehicle Standards Agency) at compliance check events at several sites in Surrey. These events will look at roadworthiness, load security, licensing, and driver hours.

We will improve the safety of vehicles by:

- Undertaking media and publicity campaigns to educate drivers on the vehicle safety checks that they should be undertaking, especially during bad weather.

- Undertake public engagement events to educate and show drivers how to undertake vehicle checks.

- Promoting the Tyre-Safe and Driving for Better Business initiatives and signposting parents to guides on buying an fitting child car seats correctly.

- Enforcement of correct vehicle maintenance and safety standards by Surrey Police officers, especially the specialist Vanguard Road Safety Team, Roads Policing Unit and Surrey RoadSafe's Casualty Reduction Officers.

- Using the Surrey RoadSafe social media channels to highlight examples of enforcement of vehicles maintenance and safety issues, to educate and act as a deterrent to other motorists.

11. Post Collision Response

Introduction

11.1. Once a collision has occurred, our strategy for improving our post collision response focuses on the following main themes:

- Fast response
- Investigation
- Care for victims

Our Ambition for Post Collision Response:

- There will be a fast and effective multi-agency response to collisions

- Fatal collisions and the most serious collisions are investigated in detail, and any findings acted on

- Collison victims and their families are supported.

Fast Response

11.2. Once a collision has occurred, getting to it quicky is vital to reduce the risk of death and to care for those seriously injured. We will use the methodology published by the National Fire Chiefs Council to identify locations of higher risk by type of road, so that the emergency services can ensure that they have the most appropriate resources in the right places to ensure a swift response.

11.3. We will also promote the use of the eCall crash notification scheme. This works by an eCall equipped car establishing a connection with the emergency services when it has been involved in a collision. The system can also be activated by pushing a button in the vehicle which can be used by the occupants or bystanders, even if it's the eCall system in an unaffected vehicle. This aids in alerting emergency services quickly even when the location is unknown, and drastically cuts response times.

11.4. After arriving at an incident Surrey Fire and Rescue Service will continue to use the latest technology and operational procedures to ensure a swift and safe extrication of a casualty.

11.5. We will undertake media and communications work to provide advice to drivers on what to do to allow emergency vehicles to pass by safely and efficiently. We will also provide advice to road users on what to do in the event of a collision before emergency services arrive.

Investigation

11.6. Surrey Police will undertake detailed investigation of fatal and very serious collisions. This will highlight any immediate need to rectify defects in the highway infrastructure that might have contributed to the incident. These will then be rectified urgently by Surrey County Council on local roads, or by National Highways on the strategic road network.

11.7. In the longer term more substantial highway safety schemes will be implemented if any fatal or serious collision is part of a pattern of similar incidents at the same location or on the same stretch of road through the Road Safety Working Group process described in section 9.

Care for Victims

11.8. Road collisions resulting in death or injury have a devastating impact on victims, families, friends, and co-workers. Surrey Police will supply a specifically trained and dedicated Family Liaison officer to all Fatal Road Traffic Collisions. This will provide support and guidance throughout all stages of an investigation including up to criminal trial and/or coronal inquest. We will provide information to bereaved families to highlight support that is available to them from organisations such as Brake and Road Peace.

We will improve our post collision response by:

- Undertaking risk assessment using the National Fire Chief's Council guidelines to identify locations of higher risk so that emergency services can ensure that they have the most appropriate resources in the right places.

- Promote the use of the eCall crash notification scheme.

- Fire and Rescue Service will continue to use the latest technology and operational procedures to ensure a swift and safe extrication of a casualty.

- Providing advice and information to motorists on how to let emergency vehicles pass by safely and efficiently.

- Providing advice to road users on what to do in the event of a collision before emergency services arrive.

- Surrey Police will investigate fatal and very serious collisions in detail. Any highway defects that might have contributed to any such incident will be rectified urgently.

- Surrey Police will supply a specifically trained and dedicated Family Liaison officer to all Fatal Road Traffic Collisions and will provide information to bereaved families on the support that might be available to them from organisations such as Brake and Road Peace.

Surrey **RoadSafe**

Annex A: Actions, Roles and Responsibilities

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
We will develop summary data reports/factsheets	✓						✓	✓	✓	✓	✓
We will renew Surrey RoadSafe	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Adopting a new more flexible approach to 20 mph speed limits				✓			✓				
Reviewing all 60 mph national speed limits on rural roads in Surrey and replacing them with a lower limit where appropriate by the end of 2028				✓			✓				
Maintaining speed management plans for all of Surrey's eleven Districts and Boroughs.	✓	✓		✓			✓				
Targeting the top high priority speeding and casualty problem sites that have been identified through the speed management plan process. The list will be reviewed on an ongoing basis.	✓	✓		✓			✓	✓			

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Undertake media and publicity campaign work to highlight the risks and implications of driving too fast.	✓						✓	✓			
Continuing to provide comprehensive enforcement of road traffic laws following the NPCC campaign calendar and operations targeting the "Fatal Five" by a range of police teams, supported by media and publicity.	✓	✓					✓	✓		✓	
Provide additional advice and guidance on how to submit quality video footage to aid prosecutions of third-party reporting of traffic offences.	✓	✓						✓			
Continuing to provide a range of National Driver Offender Rehabilitation courses in place of the usual penalty for a range of road traffic offences.	✓	✓					✓	✓			
Expanding Feet First Walking Training so that the training is provided to 75% of year three children (aged 7-8) annually (10,000 children) by 2030, subject to funding.				✓				✓			

Surrey **RoadSafe**

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Work with the Bikeability Trust to agree a plan for expanding Bikeability Level 2 courses so that the training is provided to 80% of children before they leave primary school.				✓				✓			
Review our secondary school-based road safety drama workshops in light of soon to be published government guidance.				✓				✓			
Offer DriveFIT pre driver road safety education course across Surrey's Sixth Forms and Colleges.					✓			✓			
Continue to provide Bikesafe motorcycle training courses.		✓						✓			
Hosting Road Safety Working Groups every six months for each of Surrey's Boroughs and Districts to identify and diagnose road safety problems and develop solutions for the worst collision hotspots throughout the County.				✓					✓		
Implementing low-cost highway improvement schemes with the greatest potential for reducing road collisions using an annual budget of £200,000.				✓					✓		

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Implement a £3million programme of "Road Safety Outside School" infrastructure schemes to improve road safety and overcome barriers to more walking, wheeling, push scooting and cycling for school journeys.				✓					✓		
Implement the £1.8 million A25 Dorking to Reigate Department for Transport Safer Roads Fund Scheme by the end of the financial year 2024/25.				✓					✓		
Continue to undertake road safety audits of all new highway schemes.				✓					✓		
Promote the use of the new Healthy Streets for Surrey design guide by developers.				✓					✓		
Continue to implement highway improvement and maintenance programmes with the aim of making journeys across the county easier, more predictable, and safer.				✓					✓		
Undertaking media and publicity campaigns to educate drivers on the vehicle safety checks that they should be undertaking.	✓					✓				✓	

Surrey **RoadSafe**

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Undertake public engagement events to educate and show drivers how to undertake vehicle checks.	✓					✓				✓	
Promoting the Tyre-Safe and Driving for Better Business initiatives and signposting parents to guides on buying an fitting child car seats correctly.	✓									✓	
Enforcement of correct vehicle maintenance and safety standards by Surrey Police officers, especially the specialist Vanguard Road Safety Team, Roads Policing Unit and Surrey RoadSafe's Casualty Reduction Officers.	✓	✓								✓	
Using the Surrey RoadSafe social media channels to highlight examples of enforcement of vehicles maintenance and safety issues, to educate and act as a deterrent to other motorists.	✓									✓	
Promote the use of the eCall crash notification scheme					✓						✓

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Undertaking risk assessment using the National Fire Chief's Council guidelines to identify locations of higher risk so that emergency services can ensure that they have the most appropriate resources in the right places.					✓						✓
Fire and Rescue Service will continue to use the latest technology and operational procedures to ensure a swift and safe extrication of a casualty.					✓						✓
Providing advice and information to motorists on how to let emergency vehicles pass by safely and efficiently.	✓				✓						✓
Providing advice to road users on what to do in the event of a collision before emergency services arrive.	✓				✓						
Surrey Police will investigate fatal and very serious collisions in detail. Any highway defects that might have contributed to any such incident will be rectified urgently.		✓									✓

Surrey
RoadSafe

Actions	Responsible Organisation						Safe System Component				
	Surrey RoadSafe	Surrey Police	Surrey Police and Crime Commissioner	Surrey County Council	Surrey Fire and Rescue Service	National Highways	Safe Speeds	Safe Road Users	Safe Roads and Streets	Safe Vehicles	Post Collision Response
Surrey Police will supply a specifically trained and dedicated Family Liaison officer to all Fatal Road Traffic Collisions and will provide information to bereaved families on the support that might be available to them from organisations such as Brake and Road Peace.		✓									✓

Annex B: Surrey County Council's New Approach to 20 mph Limits

1. Overarching Principles

1.1. We want to allow greater flexibility to implement 20 mph speed limits. The aim is to have a more flexible policy, (not a blanket approach), that will facilitate the implementation of 20 mph schemes focussing on Surrey's residential areas, town centres, village centres and near schools. This is because lower speeds (especially where there are more people walking, wheeling, and cycling) will provide a range of benefits including:

- Reduced risk and severity of collisions, especially for people walking, wheeling and cycling
- Making places easier and more pleasant to walk, wheel and cycle
- Reduced noise and air pollution

1.2. Our approach has been developed with consideration to the following principles:

- The views of local people should be gathered and presented to the local County Councillor whose approval will be required before proceeding.
- The police will always be consulted and their views considered carefully by Officers and the local County Councillor before deciding to proceed.
- We do not advocate a blanket approach and recognise that some main roads could remain at 30 mph.
- We will only implement 20 mph speed limits that are predominantly self-enforcing and therefore retain credibility with motorists. Therefore, if necessary, where existing speeds are higher, we will use highway engineering and traffic calming to get speeds down.
- There should be no expectation that the police would be required to provide additional enforcement across Surrey's road network over existing levels to make any new 20 mph limits work.
- Any new speed limit will be evaluated to check how successful it has been in reducing speeds, and if necessary further supporting measures will be considered to improve compliance.

1.3. The new policy very much aligns with new central government guidance on 20 mph speed limits contained within Circular 01/2013. This was updated in March 2024 as part of the Department for Transport's "Plan for Drivers". This update states the following:

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**Excerpt from Department for Transport Circular 01/2013
(updated March 2024)**

Traffic authorities should only consider 20mph limits:
- over time
- with consideration of the safety case; and
- with local support on:

  o major streets where there are – or are likely to be – significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic

  o residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable

Where new speed limits are introduced, they should be in places where the majority of drivers will comply with them. General compliance needs to be achievable without an excessive reliance on enforcement.

2. Types of Roads Where 20 mph Could be Implemented

2.1. In urban areas (with a system of streetlighting) 20 mph speed limits could be considered for any road, though it is recognised that some primary streets (as defined by the Healthy Streets for Surrey design guide) could remain as 30 mph, and some cases 40 mph might remain appropriate for some main roads. High Streets, residential areas and the roads near schools are the locations where 20 mph speed limits would be particularly desirable to make it safer, easier, and more pleasant for people walking, wheeling or cycling.

2.2. Careful consideration should be given to providing consistency of speed limit over a wider area of similar roads – for example, it would not be cost effective to implement a 20 mph speed limit only on the road immediately outside a school if there are many similar adjoining roads in a residential area that children are travelling on to get to the school. Instead, consideration should be given to implementing the 20 mph speed limit on similar roads across the same residential area. This would depend on speed surveys to inform upon the viability of a wider 20 mph area, and will be decided on a case by case basis.

2.3. In rural villages, 20 mph speed limits could be considered for village centres. However, this might not be feasible for some more strategic roads that carry large volumes of traffic, especially heavier good vehicles, if the existing speeds are above 28 mph. This is because traffic calming would ordinarily be required

to get the speeds down successfully, but traffic calming on strategic roads is not always acceptable, especially if there are residential properties nearby that could be affected by the noise and vibration caused by large numbers of larger vehicles traversing traffic calming features. It should not be expected that enforcement could be used instead to get the speeds down.

2.4. For some sites it might be helpful to consider a "buffer" of 30 mph limit from a higher speed limit prior to the 20 mph speed limit. A 20 mph speed limit could be considered for rural narrow country lanes where the existing speeds are compliant with the thresholds described below.

3. Existing Speed Thresholds for New 20 mph Speed Limits

3.1. New 20 mph speed limits using signs alone will be allowable if the existing mean average speeds are 24 mph or less. This is because the implementation of the new lower limit is very likely to be successful in bringing speeds down to a level close to the new 20 mph limit.

3.2. If the existing mean average speeds are between 25 mph and 28 mph, then "light touch" supporting measures will be required to ensure that vehicle speeds are reduced successfully. These could consist of (but not limited to), additional speed limit carriageway roundels, electronic vehicle activated signs and enhanced speed limit gateways. The combination of the new lower limit and the additional supporting measures are very likely to be successful in bringing speeds down to a level close to the new 20 mph limit.

3.3. If the existing mean average speeds are greater than 28 mph then physical engineering measures will be required to ensure that vehicle speeds are reduced successfully. These could consist of (but are not limited to), traffic calming in the form of humps, cushions, raised road tables, road narrowing, chicanes and priority give way pinch points. In some cases, a narrowing of the road using segregated cycle tracks could achieve the speed reduction required to support a new lower 20 mph speed limit.

4. Length of Speed Limit

4.1. Ordinarily the minimum length over which a speed limit should apply would be 600m. This is to ensure that there are not too many changes in speed limit over a short length of road that would otherwise be confusing to motorists when travelling through at faster speeds. However shorter stretches of 20 mph limit or 30 mph limit (to a minimum of 300m long), will be allowed because these changes in speed limit will be more obvious to motorists when travelling at lower speeds. This will provide greater flexibility to introduce shorter stretches of 20 mph or shorter "buffers" of 30 mph on the approach to new 20 mph limits from higher speed limits.

5. Speed Surveys

5.1. Speed surveys will be required to assess the feasibility of implementing a new 20 mph speed limit on a road or a series of roads. Speed surveys might not be necessary on all the roads across a residential area if a smaller number of the faster roads can be selected as being representative of the area (if the threshold is met on the faster road, then it will certainly be met on the other similar slower roads). There might be some cul-de-sacs, narrower roads, and roads where there is extensive parking where the speeds might be obviously slower where additional surveys will not be necessary.

6. Consultation

6.1. We believe it is important that local people are fully aware of any proposals to introduce new 20 mph speed limits on the streets where they live. With any new speed limit there is a legal requirement to display notices on-street and in local newspapers to make people aware of the proposals so that they can provide comments. We will go over and above these legal minimum requirements and will use best practice techniques to ensure that local residents can have their say on proposals for 20 mph schemes, with the local County Councillor involved at all stages. As with all speed limit proposals the police will be consulted, and their views recorded and considered carefully before deciding whether to proceed or not. The Council's Consultation and Engagement for Highway Improvements and Safety Schemes guide describes good practice that will be used to ensure all views on proposed changes receive due consideration.

6.2. Further details on the process we will use to consult on individual 20 mph schemes will be developed in due course to be consistent with expectations we are setting across other forms of engagement and will be developed taking into account the views of Partners. Options could include installing large temporary posters on the roads affected, through dissemination of information on the proposals through local social media, via schools if applicable, and through posting of leaflets to the properties fronting the affected roads. Local people will be able to provide comments via an online portal, or through posting their comments back to the County Council. For larger schemes consideration could be given to holding face to face public engagement events if desired by the County Councillor, and police road safety specialists would also be invited to attend.

7. Evaluation

7.1. Following the implementation of a new 20 mph speed limit, follow up surveys of speeds will be undertaken to check on the success of the scheme in reducing speeds at least three months after implementation. If the average mean speeds are not reduced to 24 mph or less, then further supporting measures should be

considered to improve compliance with the speed limit. An alternative might be to return the speed limit back to the original level if the compliance is particularly bad, and if there is no desire for additional supporting measures such as traffic calming. There should be not expectation that the police will be able to provide additional enforcement to make a new speed limit work.

8. Exceptions

8.1. On occasion there may be some examples where there may be good reasons to implement a lower 20 mph speed limit that does not quite comply precisely with all the requirements described above. In such cases where Officers or the local County Councillor would like to apply an exception to the above rules, then the proposal can be submitted to the Cabinet Member responsible for road safety to take the final decision. The Cabinet Member will consider the views of Officers, the local County Councillor, and the police alongside the results of public consultation before deciding on the way forward.

9. Funding

9.1. Surrey County Council has a range of budgets and programmes of highway improvements that could be utilised for implementing new 20 mph speed limits:

- Central Road Safety Scheme budget
- Central Road Safety Outside Schools budget
- Funding from Active Travel England for cycling or walking schemes
- Integrated Transport Scheme budget for Local County Councillors to nominate highway improvement schemes in their Division
- County Councillor individual highway allocations
- Local Street Improvements programme
- Major Transport Schemes
- Funding from property developers as a condition of planning consent
- Community Infrastructure Levy

Annex C: Speed Management Measures

Traffic Calming

These are measures designed to slow drivers down by physically restricting vehicles and making it uncomfortable for drivers and passengers if their vehicle is driven too fast.

Vertical traffic calming can consist of speed cushions, humps and raised road tables. Horizontal traffic calming can consist of road narrowing, priority give way pinch points and chicanes.

Traffic calming is very effective at reducing speeds in 30 miles per hour or 20 miles per hour speed limit areas but cannot be used on higher speed limit roads. Vertical traffic calming is not usually considered for more strategic routes with larger volumes of traffic and heavy goods vehicles where the road is close to residential properties because of the possibility of noise and vibration.

Traffic calming in a 30 mph speed limit has to be illuminated so as not to cause a hazard in itself at night-time. Traffic calming in a 20 mph zone does not need to be illuminated,

Permanent Safety Camera Enforcement

Permanent safety cameras are considered at locations where there has been a long-term problem with drivers speeding that has not been possible to solve through other means, and where traffic calming measures are infeasible. There are several types of safety camera:

Average speed cameras are used to encourage compliance with the speed limit over a longer length of road. The cameras are deployed to measure the time at which a vehicle enters and exits a zone to work out the average speed. They are usually deployed at locations where there are few entry and exit points and no stop or give way lines within the zone.

Spot speed cameras are used to encourage compliance with the speed limit over a shorter stretch of road in the immediate vicinity of the camera. These are also used on sections of motorway in Surrey to provide enforcement of the variable speed limit and "red x".

Combined speed and red-light violation cameras are deployed at junctions where both speeding drivers and drivers failing to comply with red traffic signals are a problem.

The policy on the use of speed cameras (agreed by Surrey Police and Surrey County Council) was approved by the County Council Cabinet in September 2021.

Police Enforcement

Safety camera vans are used to deter speeding at sites that require regular enforcement, and where there is room at the side of the road to position the vehicle. Where there isn't room for a camera van, the police are able to provide enforcement using hand-held laser equipment.

Enforcement of speeding is also regularly undertaken via patrol cars, along with enforcement of other driving offences such as driving while under the influence of drink or drugs, careless or inconsiderate driving, dangerous driving, driving while using a mobile phone, and document offences. Enforcement is now also being undertaken via police officers using pedal cycles too.

Vehicle Activated Signs

These are electronic signs that light up to warn drivers of hazards or to remind them of the speed limit if they are approaching too fast.

As of 2023, there are approximately 650 VAS in Surrey including on the approach to almost all our speed cameras. Monitoring shows VAS helps drivers keep to the speed limit and this effect is on-going.

Community Speed Watch This is a scheme managed by Surrey Police to allow volunteers to monitor the speed of passing vehicles using a hand-held speed detection device. The volunteers record the details of speeding vehicles, and then the police will issue a letter to the vehicle owner, advising them of the dangers of speeding, and reminding them of the law. Further action may be undertaken by the police for repeat offenders. Training and equipment are provided by the police who will also undertake an assessment of suitable locations for the volunteers to operate from.

Annex D: Priority Schemes 2023 to 2025

Highway improvements

Schemes implemented in 2023

- B2032 Pebble Hill Road junction with Headley Common Road, Headley, junction improvement implemented in June 2023.
- A247 Clandon Road junction with A3 slip road, West Clandon, junction improvement implemented in February 2023.
- A31 Farnham Bypass speed limit reduction, Wrecclesham, implemented in July 2023.

Schemes implemented during the financial year 2023/24

- A2044 Woodhatch Road, Reigate, traffic calming scheme
- D6362 Mustard Mill Road, Staines, traffic calming scheme

Due for implementation in during financial year 2024/25

- B377 Feltham Road, Ashford, traffic calming scheme
- Middle Street Brockham, traffic calming scheme
- B2032 Outwood Lane, traffic calming scheme
- A217 Brighton Road, Banstead – speed limit reduction (60 mph to 40 mph)
- B311 Red Road and B3015 The Maultway, Lightwater, speed limit reduction (50 mph to 40 mph)
- B2234 New Inn Lane, Park Lane, Merrow Lane, Guildford, speed limit reduction (various)
- A22 Caterham Bypass, speed limit reduction (various)
- B3001 Milford Road, Elstead, raised zebra crossing
- B3001 Milford Road and Thursley Road, Elstead, development of a traffic calming scheme for implementation in future years subject to funding
- Fairmile Lane, Cobham, development of a traffic calming scheme for implementation in future years subject to funding

Safety Camera Schemes

Schemes implemented in 2023 or 2024

- A217 Dover's Green Road, near junction with Dover's West. Spot speed camera implemented in February 2023
- A322 Bracknell Road junction with New Road, combined speed and red-light camera upgrade implemented in March 2024

Due for completion during the first half of the financial year 2024/25

- B374 Brooklands Road, Weybridge. Average speed camera enforcement from Wellington Way to Hanger Hill

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- B374 Brooklands Road, Weybridge. Average speed camera enforcement from Wellington Way to Byfleet Road
- A23 Horley Road, Earlswood. Spot speed camera enforcement adjacent to junction with Prince Albert Square
- A25 Shere Road, Newlands Corner. Average speed camera enforcement from Newlands Corner to Sherbourne
- B382 Old Woking Road, Sheerwater. Average speed camera enforcement from Pyrford Common Road to Sheerwater Road roundabout
- A281 Birtley Road, Bramley. Average speed camera enforcement from Park Drive to southern 30 mph boundary
- A308 Staines Road West junction with Chertsey Road, combined speed and red light camera upgrade

Due for implementation during the second half of the financial year 2024/25

- A25 Reigate Road between Dorking and Reigate. Average speed camera enforcement of 40 mph limit (DfT Safer Roads Fund Scheme)
- A24 Horsham Road between Dorking and Beare Green. Average speed camera enforcement.
- A283 Petworth Road, Witley. Average speed camera enforcement from junction of A286 Haslemere Road to Chichester Hall.
- A283 Petworth Road, Chiddingfold. Average speed camera enforcement from near junction with Skinners Lane to near junction with Turners Mead.

Annex E: Police Teams Working on Road Safety

Surrey RoadSafe

Safety Camera Team: Responsible for the enforcement of speed, red light and "red x" offences recorded by static cameras across the county, as well as speed offences recorded by three Mobile Enforcement Officers. The team processes the offences and associated correspondence, prepares court files where necessary and includes specialist enquiry officers to investigate individuals who choose to frustrate or obstruct the process.

Divisional Casualty Reduction Officers: Two police officers per division, provide a dedicated Casualty reduction enforcement and education resource, capable of being tasked to support local neighbourhood command with casualty reduction initiatives and speed management plan sites.

Central Casualty Reduction Officers: Focused on fatal five enforcement at mainly priority speed sites, identified from the speed management plan process. In addition, they also support the NPCC campaigns with targeted enforcement and engagement.

Mobile Enforcement Officers: Three police staff with designated powers operating speed detection equipment within a Mobile Enforcement Van. Strategically positioned at designated sites throughout Surrey which are collaboratively identified by Surrey Police and Surrey County Council from the speed management plan.

Surrey Police

All Surrey's Police Officers will contribute to enforcement of road traffic law to improve road safety. There are several teams in Surrey Police who have a dedicated remit to enforce road traffic law, improving road safety and reducing road casualties, described below.

Traffic Management Officers: Have delegated authority to be the point of contact between National Highways, Local Authorities and Divisions/Districts regarding Traffic Regulation Orders, Highway works, events, planning and new road schemes. Provide appropriate advice and consultation at speed management plan meetings and road safety working group meetings.

Road Policing Unit (RPU): A collaborated function across both Surrey and Sussex Police areas. Their role has three core responsibilities: responding to emergencies on the road including killed or seriously injured (KSI) collisions, reducing killed or seriously injured collisions through fatal 5 enforcement and tackling criminals using our roads. They provide the force's primary pursuit resolution capability and working alongside Tactical Firearms they are the forces primary capability to tackle organised crime group level criminality using the roads of Surrey. The Road Policing Unit has recently taken a lead role in introducing frequent proactive operations/ days of action across the force area to target the road traffic offences often linked to wider criminality. This aspect is key is a significant number of killed or seriously injured collisions are caused by criminals either carrying out serious offences or on their way to/from an offence.

The RPU alongside Vanguard also provide the force a capability to tackle Anti-Social behaviour on our roads which in turn leads to killed or seriously injured collision reduction.

Vanguard Road Safety Team: Two sergeants and ten police officers supported by a researcher to target the "Fatal Five" offences which contribute to killed or seriously injured collisions. They do this by delivering additional traffic enforcement, targeting specific collision hotspot locations around the county and by targeting specific individuals where information or intelligence suggests their driving causes a risk of harm to themselves and/or others. In addition, they provide a dedicated provision to assist in addressing vehicular based antisocial crime.

Annex 5: Process for Engagement and Consultation on 20 mph Schemes

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1: Desire for a 20 mph Scheme Established

This could be because of:

- Petition.
- Lobbying by local people or organisations.
- Road Safety Outside Schools assessment.
- Centrally funded road safety, active travel or local street improvements scheme.
- A request through planning permission consultations as a requested condition of planning consent.

2: Feasibility Work Undertaken on Options and Scope, and Need for Supporting Engineering Measures

- Speed surveys will need to be commissioned to establish existing speeds to ascertain the need for "light touch" supporting engineering measures, traffic calming or not.
- For centrally funded schemes, this would be funded centrally. For schemes that the local member would like to consider in response to lobbying from local people, this would usually need to be commissioned using the budget allocated to the local member for highway improvements.

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3: Informal Engagement Plan, Materials and Activities

- Officers will consult with the local Divisional Member on the level of informal engagement required for the proposed scheme. In most cases it is expected that there will be a two-stage process consisting of an informal engagement phase followed by a statutory consultation phase. However, for some smaller, straightforward schemes, an informal engagement phase might not be necessary.
- An advantage of undertaking an informal engagement phase is that this would provide community insight that could assist County Councillors to decide on whether to support proceeding with a 20 mph scheme prior to the higher cost required for detailed design and the subsequent statutory consultation process.
- If an informal engagement phase is required then the proposals and options will be presented to local people for their comment and suggestions, usually over a period of four weeks. This would usually include the following, with the level of engagement activities being commensurate with the size of the scheme, and in agreement with the local Divisional Member:
  o a "Commonplace" webportal containing drawings and descriptions of the scheme proposals and questions for people to provide their views. Questions will be included to be able to distinguish between different stakeholder groups and where people live in relation to the proposed scheme.
  o Advertising of the webportal on social media.
  o Advertising of the webportal using posters on lamp columns and bus stops.
  o Advertising of the webportal through leaflet drops.
  o Media releases and news articles.
  o Direct notification of key stakeholder groups.
  o Dissemination of the proposals by the local Divisional Member(s).
  o Face to face engagement events could be considered for larger schemes in agreement with the local Divisional Member.
  o Careful consideration will be given towards methods of engaging with seldom heard people, depending on local circumstances and stakeholders.

4: Results of Informal Engagement Analysed and Presented to the Local Divisional Member

- The results will be analysed to show the views of the respondents, broken down by different stakeholder groups, and where people live in relation to the proposed scheme. The views of the police will be sought also.
- If necessary, Officers will present options for refining and amending the scheme in light of the comments received.
- The local Divisional Member will then decide whether to proceed or not with the next stage of formal statutory consultation on the preferred scheme. If necessary, further engagement work could be undertaken if the scheme needs to be significantly amended. If there is disagreement between Officers and local Divisional Member on whether to proceed or not, or with any suggested amendments to the scheme, then a decision can be referred to the Cabinet member by the Highways Engagement and Commissioning Manager. The scheme can also be referred to the Cabinet member if there is a request to proceed outside the parameters of speed limit policy.
- The results of the informal engagement and the decision will be published on the same webportal so that local people are kept informed.

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5: Formal Statutory Consultation

- Following agreement with the local Divisional Member, the scheme proposals will be presented to the public (following the requirements of the Road Traffic Act 1984 & The Local Authorities Traffic Orders (Procedure) (England & Wales) Regulations 1996), to provide them with the opportunity to comment and formally object for a period of at least 21 days. This will usually include:

  - A "SurreySays" webportal containing drawings and a description of the scheme, with the opportunity for local people to provide their comments and formal objections.
  - Legal notices erected on site advertising the statutory consultation.
  - Notices published in the local newspaper advertising the statutory consultation.
  - A leaflet drop to affected residents to advertise the consultation.

- The feedback and objections to the formal statutory consultation will be presented to the local Divisional Member along with Officers comments and recommendations. It will then be up to the local Divisional Member to decide whether to proceed or not. If there is disagreement between Officers and local Divisional Member on whether to proceed or not, or with any suggested amendments to the scheme, then a decision can be referred to the Cabinet member by the Highways Engagement and Commissioning Manager. The scheme can also be referred to the Cabinet member if there is a request to proceed outside the parameters of speed limit policy.
- The results of the formal statutory consultation and the decision will be published on the same webportal so that local people are kept informed.

ANNEX 6: EQUALITIES IMPACT ASSESSMENT

Did you use the EIA Screening Tool?

Yes

1. Explaining the matter being assessed

Is this a:

- A new strategy

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Summarise the strategy, policy, service(s), or function(s) being assessed. Describe current status followed by any changes that stakeholders would experience.

Describe the change being assessed in plain English. Give your rationale for writing the EIA. Identify the key stakeholders affected by this change, including residents and staff. Consider what evidence you have gathered on the impact of your proposals.

Fatal and serious collisions have not reduced in Surrey over recent years, and our previous road safety strategy has expired. Therefore, the Surrey RoadSafe Partnership consisting of Surrey County Council (including Surrey Fire and Rescue Service), Surrey Police, the Police and Crime Commissioner for Surrey, and National Highways have collaborated to develop our new strategy. Our vision is for there to be zero fatalities or serious injuries on Surrey's roads by 2050. To work toward this 2050 vision, we have set a new target to reduce fatal and serious road casualties by 50% by 2035 (compared with a combined 2019 and 2022 baseline average). This target will be challenging for us to meet, so to be successful we will need to work together even more effectively, do some things differently, do more of the things we know that work and if necessary, implement new initiatives. It will be vital for this to be underpinned by effective data analysis and research. The Strategy describes how we intend to do this.

Throughout the world and across the UK, governments, local authorities, and police forces are adopting the latest best practice Vision Zero and Safe Systems approach to road safety. This best practice approach, the recent update to the Highway Code, and Surrey County Council's Local Transport Plan 4 all highlight the need to prioritise the needs of people walking, wheeling and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind. Therefore, the implementation of this strategy will have an impact on many protected characteristics.

How does your service proposal support the outcomes in the Community Vision for Surrey 2030?

Improving road safety and enhancing residents' confidence to walk, wheel or cycle (including school journeys) will contribute to the objectives of Surrey County Council's Local Transport Plan 4 and contribute to National Highway's Strategic Plan vision of connecting the country safely and reliably by reducing the congestion associated with road collisions. It will also reduce carbon emissions, air and noise pollution, thus supporting the objectives of Surrey's Climate Change Strategy. It will improve the health and wellbeing of people living in Surrey and using Surrey's roads thus supporting the objectives of Surrey's Health and Wellbeing Strategy for improving community safety.

Specify which of the ten Vision outcomes this work is linked to.

*The new Vision Zero Road Safety Strategy and new 20 mph speed limit policy will contribute to **growing a sustainable economy so everyone can benefit** because fewer road collisions will make road journeys more reliable, and this will support the prosperity of Surrey's businesses. It will also contribute to **tackling health inequality**, as research and evidence demonstrate a link between greater road risk and deprivation. It will also contribute to **enabling a greener future**, because making walking, wheeling, and cycling safer and more pleasant in place of using motor vehicles will reduce carbon emissions and air pollution, including that derived from congested motor vehicle traffic when collisions occur. The new road safety strategy includes road safety training and opportunities for local people to contribute to improving road safety, for example, Community Speed Watch, thus **empowering communities**.*

Our ambitions for people are:

- *Children and young people are safe and feel safe and confident.*
- *Everyone benefits from education, skills and employment opportunities that help them succeed in life.*
- *Everyone lives healthy, active, and fulfilling lives, and makes good choices about their wellbeing.*

Our ambition for Place are:

- *Journeys across the county are easier, more predictable, and safer.*
- *Well-connected communities, with effective infrastructure, that grow sustainably.*

Are there any specific geographies in Surrey where this will make an impact?

- *County-wide*

Assessment team – A key principle for completing impact assessments is that they should not be done in isolation. Consultation with affected groups and stakeholders needs to be built in from the start, to enrich the assessment and develop relevant mitigation.

Detail here who you have involved with completing this EIA. For each include:

- *Name Duncan Knox & Rebecca Harrison*
- *Organisation Surrey County Council*
- *Role on the assessment team Principal authors of the EIA*

2. Service Users / Residents

Who may be affected by this activity?

There are 9 protected characteristics (Equality Act 2010) to consider in your proposal. These are:

1. Age including younger and older people
2. Disability
3. Gender reassignment
4. Pregnancy and maternity
5. Race including ethnic or national origins, colour or nationality
6. Religion or belief including lack of belief
7. Sex
8. Sexual orientation
9. Marriage/civil partnerships

Though not included in the Equality Act 2010, Surrey County Council recognises that there are other vulnerable groups which significantly contribute to inequality across the county and therefore they should also be considered within EIAs. If relevant, you will need to include information on the following vulnerable groups (Please **refer to the EIA guidance** if you are unclear as to what this is).

- Members/Ex members of armed forces and relevant family members (in line with the Armed Forces Act 2021 and [Statutory Guidance on the Armed Forces Covenant Duty](#))
- Adult and young carers*
- Those experiencing digital exclusion*
- Those experiencing domestic abuse*
- Those with education/training (literacy) needs
- Those experiencing homelessness*
- Looked after children/Care leavers*
- Those living in rural/urban areas
- Those experiencing socioeconomic disadvantage*
- Out of work young people)*

- Adults with learning disabilities and/or autism*
- People with drug or alcohol use issues*
- People on probation
- People in prison
- Migrants, refugees, asylum seekers
- Sex workers
- Children with Special educational needs and disabilities*
- Adults with long term health conditions, disabilities (including SMI) and/or sensory impairment(s)*
- Older People in care homes*
- Gypsy, Roma and Traveller communities*
- Other (describe below)

(*as identified in the Surrey COVID Community Impact Assessment and the Surrey Health and Well-being Strategy)

Equality Impact Assessment

Age including younger and older people.

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Details on the service users/residents that could be affected.

Both younger and older people are positively impacted by the introduction of the Vision Zero Road Safety Strategy.

What information (data) do you have about them?

Personal injury collision data collected by the Police, includes the age and postcode of casualties and location of collisions alongside other data on the circumstances and manoeuvres of the vehicles involved.

How might they be impacted in a positive or negative way? (try to be as specific as possible)

The strategy prioritises vulnerable road users. Busy roads carrying fast moving motor vehicles can deter people from walking, push scooting or cycling for local journeys, travelling to and from school or work, and can make places less pleasant to live and visit. The most vulnerable in society such as children, older people and those with disabilities can be the most adversely affected by the consequences of collisions and the fear of road danger. Therefore both younger and older people are positively impacted by the introduction of the Vision Zero Road Safety Strategy as this will help reduce speeding and road danger. The provision of additional cycle and walking training within schools will improve the confidence and encourage more people to walk, wheel and scoot to school or work.

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

Within the Vision Zero Road Safety Strategy there are many initiatives that are proactively targeted at the younger road users. Road Safety Education is delivered within schools from year 3 through to year 6 (7 – 10-year-olds). Independent road safety audits of new highway schemes are undertaken that consider the safety implications for all road users, including young and older people with different mobility needs.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

Surrey County Council's Local Transport Plan 4 highlights the need to prioritise the needs of people walking, wheeling, and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind.

Any negative impacts that cannot be mitigated?

A potential negative impact of lower speed limits could be an increase in journey times for buses that older and younger people rely on especially. An increase in journey times is not always the case because much of the delay in urban areas is due to congestion and queuing rather than the speeds between vehicle queues and give way or stop lines. However, we will need to consider this on a case-by-case basis and provide mitigation where necessary.

Equality Impact Assessment

Disability

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Details on the service users/residents that could be affected.

The Vision Zero Road Safety Strategy positively impacts those who are vulnerable or have a mobility or visual impairment.

What information (data) do you have about them? How might they be impacted in a positive or negative way? (try to be as specific as possible)

None –national and local casualty data does not record disability or mobility impairments.

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

The strategy adopts the "Safe Systems" approach and the recent update to the Highway Code, and Surrey County Council's Local Transport Plan 4 all highlight the need to prioritise the needs of people walking, wheeling and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind.

The Safer Streets pillar within the Vision Zero Road Safety Strategy, details the important role of Road Safety Audit. This process is an independent safety check of all new highway infrastructure and ensures that all new infrastructure takes account of all road users, including those with mobility or disability impairments needs.

The delivery of Feetfirst Pedestrian safety training and Bikeability Cycle Training in schools takes into account any children with additional needs by liaising with the school to ensure that such needs are fully understood and catered for.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

Surrey County Council's Local Transport Plan 4 highlights the need to prioritise the needs of people walking, wheeling, and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind.

Any negative impacts that cannot be mitigated?

There are no negative impacts that cannot be mitigated.

Equality Impact Assessment

Pregnancy & Maternity

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Details on the service users/residents that could be affected.

The strategy places emphasis on those that are vulnerable making active travel safer and more pleasant.

What information (data) do you have about them? How might they be impacted in a positive or negative way? (try to be as specific as possible)

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

The Vision Zero Road Safety Strategy positively impacts those who are vulnerable or have a mobility or visual impairment. The strategy includes The Safe Systems approach and the recent update to the Highway Code, and Surrey County Council's Local Transport Plan 4 all highlight the need to prioritise the needs of people walking, wheeling and cycling. This will improve road safety, support active travel, and will protect the most vulnerable so that no-one is left behind.

The Safer Streets pillar within the Vision Zero Road Safety Strategy, details the important role of Road Safety Audit. This process is an independent safety check of all new highway infrastructure and ensures that all new infrastructure takes account of all road users, including those with mobility impairment needs.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

Surrey County Council's Local Transport Plan 4 highlights the need to prioritise the needs of people walking, wheeling, and cycling. This will improve road safety, support active travel, and will protect the most vulnerable.

Any negative impacts that cannot be mitigated?

There are no negative impacts.

Equality Impact Assessment

Race – including ethnic or national origins colour or nationality.

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Research suggests that people from poorer communities are more likely to be killed or seriously injured on Britain's roads, with those from ethnic minority groups more at risk.

The report finds that deprived ethnic minority (excluding white minority) pedestrians are more than three times more likely to be a casualty on Britain's roads than white non-deprived pedestrians. More detail can be found in the research report carried out by Agilysis <u>here.</u>

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

It is important that when marketing our training and information services to schools that we are aware of the ethnicity within the school. This means we may have to adjust course content to consider cultural or religious festivals. Ensuring that we are sensitive to religious beliefs or cultural clothing when delivering key services such as Bikability or Feet First Walking Training will maximise take up and create a positive learning environment for all children and young people. This includes the marketing of our road safety services to schools prioritises areas of higher deprivation.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

Acknowledging that there are 'pockets' of deprivation countywide, Surrey's Health and Well- being Strategy has designated 21 priority place areas as the 'Key Neighbourhoods' for initial focus, many of these areas also dovetail with residents of ethnic minority.

Any negative impacts that cannot be mitigated?
There are no negative impacts.

Religion and Belief

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Details on the service users/residents that could be affected.

The Vision Zero Strategy places emphasis on Road User behaviour, and the County Council offers training in schools. Both Bikeability Cycle Training and Feet First: Walking Training courses make positive changes to ensure that all children no matter of religion or belief are catered for to ensure that there are no barriers to receiving the training. Both services hold their own equality impact assessment and risk assessments.

Equality Impact Assessment

What information (data) do you have about them? How might they be impacted in a positive or negative way? (try to be as specific as possible)

We do not hold or collect any data relating to religion or peoples beliefs.

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

The initiatives and services mentioned within the Vision Zero Road Safety Strategy have or will have their own equality impact assessments this will allow for religious and cultural beliefs to be taken into account.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

It is important that when marketing our services to schools that we are aware of the ethnicity within the school, so that we may adjust course content to consider cultural or religious festivals. Ensure that we are sensitive to religious beliefs or cultural clothing when delivering key services such as Bikability or Feet First Walking Training.

Any negative impacts that cannot be mitigated?

There are no negative impacts.

Socio/Economic

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Details on the service users/residents that could be affected.

Research suggests that people from poorer communities are more likely to be killed or seriously injured on Britain's roads. The County Council's road safety training services offer a Free School Meal discount to ensure there is no cost barrier to the communities we serve.

What information (data) do you have about them? How might they be impacted in a positive or negative way? (try to be as specific as possible)

The County Council collects and holds data about socio economic factors, we also know anecdotally that three children from a class of thirty are likely to be in receipt of free school meals.

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

Both Bikeability CycleTraining and Feet First Walking Training, offer a discount to those in receipt of free school meals, charging a minimal contribution, noting that in many circumstances

the school pay for these children to take part in the training. We actively encourage schools to seek funding from their local County Councillor for this type of training.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

Acknowledging that there are pockets of deprivation countywide, Surrey's Health and Well- being Strategy has designated 21 priority place areas as the 'Key Neighbourhoods' for initial focus.

Any negative impacts that cannot be mitigated?

There are no negative impacts.

Children with Special Educational Needs and Disabilities

Describe here the considerations and concerns in relation to the programme/policy for the selected group.

Children with special educational needs and disabilities – The road safety training that is offered to all schools targeted at specific age groups is fully adaptable to suit the individual needs of children and young people. Specific requirements are entered via the booking portal either by the school or the parent/carer themselves.

Details on the service users/residents that could be affected.

We do not hold data relating to educational needs and disabilities.

Describe here suggested mitigations to inform the actions needed to reduce inequalities.

We will continue to review the training offer to schools, ensuring that we take into account best practice and national recommendations to ensure that our training offer is inclusive and can be specifically adapted to meet the needs of children and young people, including those with special education needs and disabilities.

What other changes is the council planning/already in place that may affect the same groups of residents? Are there any dependencies decision makers need to be aware of?

It is important that when marketing our services to schools that we are aware of any SEN and SEND children within the school, so that we may adjust course content to consider additional needs when delivering key services such as Bikability or Feet First Walking Training.

Any negative impacts that cannot be mitigated?

Identify negative impacts that can't be mitigated and explain why, together with evidence.

Ther are no negative impacts that cannot be mitigated.

3. Staff

9

Equality Impact Assessment

Many surrey county council staff are also residents within Surrey. Therefore, the impact on protected characteristic, both positive and negative will be the same as detailed in section two above.

4. Recommendation

Based your assessment, please indicate which course of action you are recommending to decision makers. You should explain your recommendation below.

- **Outcome One: No major change to the policy/service/function required.** This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken
- **Outcome Two: Adjust the policy/service/function** to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?
- **Outcome Three: Continue the policy/service/function** despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are:
    - Sufficient plans to stop or minimise the negative impact
    - Mitigating actions for any remaining negative impacts plans to monitor the actual impact.
- **Outcome Four: Stop and rethink the policy** when the EIA shows actual or potential unlawful discrimination. (For guidance on what is unlawful discrimination, refer to the Equality and Human Rights Commission's guidance and Codes of Practice on the Equality Act concerning employment, goods and services and equal pay).

Recommended outcome:

- *Outcome One: No major change to the policy/service/function required. This EIA has not identified any potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken.*

Explanation:

Explain the reasons for your recommendation.

Overall the Vision Zero Road Safety Strategy will have positive benefits for younger and older people, people with disability (mobility impairment), those who are pregnant or on maternity leave and people from socio economic deprived areas and ethnic minorities. This is because these groups are known to be especially impacted by poor road safety and busy fast traffic. Therefore, measures to improve road safety and reducing speeding will have a positive impact on these groups.

We have ensured that measures are in place to ensure that the road safety education and training we provide in schools is adapted for any children with additional needs or disabilities, or religious and cultural beliefs and clothing. There is a discount on fees for those in receipt of Free School Meals to ensure those from deprived socio-economic areas can still participate.

We will consider on a case-by-case basis as to whether the journey times of buses will be impacted by lower speed limits in urban areas, and will seek to mitigate these with bus priority measures if necessary.

This Equality Impact Assessment has provided an overarching assessment of the Vision Zero Strategy. Individual activities and services listed within the strategy will have their own more detailed Equality Impact Assessments.

Equality Impact Assessment

5. Action plan and monitoring arrangements

Insert your action plan here, based on the mitigations recommended.

Involve you Assessment Team in monitoring progress against the actions above.

Item	Initiation Date	Action/Item	Person Actioning	Target Completion Date	Update/Notes	Open/ Closed
1	14/11/2023	Ensure that all services/initiatives within the strategy have their own EIA's	Rebecca Harrison	Jan 2024		
2	14/11/2023	Update the EIA document following public consultation	Rebecca Harrison	May 2024		
3						

6a. Version control

Version Number	Purpose/Change	Author	Date
1	Submission with Cabinet Report	Rebecca Harrison	02.07.2024

The above provides historical data about each update made to the Equality Impact Assessment.

Please include the name of the author, date and notes about changes made – so that you can refer to what changes have been made throughout this iterative process.

For further information, please see the EIA Guidance document on version control.

Equality Impact Assessment

6b. Approval

Secure approval from the appropriate level of management based on nature of issue and scale of change being assessed.

Approved by	Date approved
Head of Service	Lucy Monie
Executive Director	Katie Stewart
Cabinet Member	Matt Furniss
Directorate Equality Group/ EDI Group (If Applicable) (arrangements will differ depending on your Directorate. Please enquire with your Head of Service or the CSP Team if unsure)	

Publish:

It is recommended that all EIAs are published on Surrey County Council's website.

Please send approved EIAs to: equalityimpactassessments@surreycc.gov.uk

EIA author:

6c. EIA Team

Name	Job Title	Organisation	Team Role
Rebecca Harrison	Safer Travel Team Leader	Surrey County Council	EIA Author

If you would like this information in large print, Braille, on CD or in another language please contact us on:

Tel: 03456 009 009

Textphone (via Text Relay): 18001 03456 009 009

SMS: 07860 053 465

Email: contact.centre@surreycc.gov.uk

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SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**NATALIE BRAMHALL, CABINET MEMBER FOR PROPERTY, WASTE AND INFRASTRUCTURE**
LEAD OFFICER:	**KATIE STEWART, EXECUTIVE DIRECTOR FOR ENVIRONMENT, INFRASTRUCTURE AND GROWTH**
SUBJECT:	**THE WINSTON CHURCHILL SCHOOL- REPLACEMENT CURTAIN WALLING & FIRE STOPPING WORKS**
ORGANISATION STRATEGY PRIORITY AREA:	**GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT/ TACKLING HEALTH INEQUALITY/ ENABLING A GREENER FUTURE/ EMPOWERING COMMUNITIES**

Purpose of the Report:

Cabinet is asked to approve capital expenditure to undertake the replacement of the existing non-fire rated infill panels with a fire rated curtain walling system and provide fire stopping to the 4-storey block and 2-storey main building to provide a safe building environment at The Winston Churchill School, Hermitage Road, Woking, Surrey, GU21 8TL.

The existing cladding and curtain walling system does not prevent horizontal and vertical fire spread through the main building and science block posing a serious risk to life and property should a fire start undetected.

The proposed scheme would ensure the building has the required compartmentation to contain any fire risk. The proposed scheme will then align with Surrey County Council's (the Council) guiding mission that **Communities are empowered** through the provision of safe buildings and **everyone benefits from education, skills and employment that help them to succeed in life**.

Recommendations:

It is recommended that Cabinet:

1. Approves capital funding allocated within the School Capital Maintenance Budget for the Capital Maintenance Programme 2024/25 to provide a safe building which currently has no fire breaks between the floors and which the Fire Officer has requested to ensure no enforcement notice is issued deeming the buildings to be unsafe for occupation at The Winston Churchill School. The capital funding required to develop the new facilities is commercially sensitive at this time and is set out in the Part 2 report.

2. Approves procurement of appropriate supply chain partners to deliver the design, build and installation of the new structures in accordance with the Council's Procurement and Contract Standing Orders.

3. Agrees to delegate to the Executive Director for Environment, Infrastructure and Growth in consultation with the Director of Land and Property to award such contracts, up to +/-10% of the budgetary tolerance level and any other legal documentation required to facilitate the approvals within this report.

4. Authorises Legal Services to seal any awarded contracts where required.

Reason for Recommendations:

The recommendations in this report:

- Provide a safe learning and working environment in keeping with the existing school design, ensuring the building has the required compartmentation to contain any fire risk.

- Reduce the risk to life of pupils, staff, and other stakeholders.

- Reduce the risk of extensive collateral damage in the event of a fire.

- Ensure that the Fire Officer does not issue an enforcement notice and the insurance broker is willing to provide cover for the building.

- Make an essential contribution towards the Council's strategic objective to empower communities, in line with the 2030 Community Vision to ensure everyone benefits from education, skills and employment that help them to succeed in life.

Executive Summary:

1. Winton Churchill is a foundation secondary school for pupils aged 11 to 16 with a net capacity of 1,500 places (2023 Net Capacity Assessment) and 1,523 pupils on roll (School Census October 2023). There is a long-term need for this capacity.

2. The Council is responsible for the capital maintenance, and the school are responsible for revenue maintenance.

3. The existing cladding and curtain walling system do not prevent horizontal and vertical fire spread through the main building and science block posing a serious risk to life and property should a fire start undetected.

4. The works are essential in providing the required fire stopping, both horizontally and vertically to provide a safe learning environment, especially in the higher risk areas of the 4-storey block where the science laboratories are located.

5. If these works are not undertaken and the Fire Officer issues an enforcement notice, the school would have to vacate the affected buildings and erect temporary units on the school site thereby impacting the school's ability to provide quality education to the students.

10

Options overview:

	Option A	**Option B**
Options.	**Undertake curtain walling replacement & fire stopping works.** Replace the existing infill panels with an A1 system non-combustible external wall system with fire stopping internally both horizontally and vertically to provide the required compartmentation.	**Do nothing.**
Delivery Approach	Waiver for specialist works.	N/A
Planning Permission	N/A	N/A
Site Area	The site area identified is already developed.	N/A
Advantages	Provides a safe learning environment and once completed negates the risk of an enforcement notice being issued. Replacement panels will provide a more energy efficient building with improved U-values. Will contain any fire to within the created compartments.	No capital cost outlay required.
Disadvantages	Some disruption to the school, but will be phased to limit the overall disruption.	Capital cost outlay.
Procurement	Waiver using NEC4 Contract with design element.	N/A
Estimate Costs	See Part 2.	N/A

Preferred option

Preferred option and key reason(s) why this option is recommended
The preferred option is **Option A** to provide a safe learning environment: • Reduces the risk to life and property. • Supports the school in providing education to local children within a safe environment. • Negates the possible issue of an enforcement notice by the Fire Officer, as well as insurance cover concerns. • Removes the risk of legal action against the Council's Officers and the subsequent reputational damage to the Council.

Waiver

6. The works are to be delivered by a specialist contractor who will design and deliver the works to the agreement of the Fire Officer and Insurance Brokers.

7. Due to the seriousness of the issue and urgency for remedial works to be undertaken, works are required to start as soon as possible. This will ensure no enforcement notices are issued to the school and the consequential reputational impact to the Council.

Consultation:

8. Relevant teams within the Council, namely Environment, Infrastructure and Growth (EIG), Education and specifically, Land and Property (L&P), have been consulted and had input into the proposal.

9. This proposal was tabled and endorsed at both Property Panel and Capital Programme Panel in alignment with the agreed internal Council governance procedures.

10. Wider consultation has been undertaken with key stakeholders including the following:

    a. Ms Zoe Johnson-Walker, Head Teacher, Winston Churchill School
    b. Mr Stuart Phillips, School Business Manager, Winston Churchill School
    c. Mr Keith Nicholas, Borough Fire Safety Inspector
    d. Mr Matthew Kiernan, Risk Engineer UK, Protector Insurance

Risk Management and Implications:

11. Key risks associated with the recommendations have been identified and are being actively managed, as outlined below:

	Risk description	Mitigation action/strategy
a.	Insufficient funding to deliver project. Material shortages and price increases. Cost escalation.	• Feasibility study reflects risks and contingencies. • The Council will monitor delivery. • All stages will be monitored by Macro, the Councils Workplace and Facilities strategic partner.
b.	Disruption to school operations.	• School operational plans in place. • The Council to support school through the project.
c.	Disruption to pupils and curriculum until the building works are completed.	• The Council opted for the least disruptive delivery route to address the issues. • The Education team are working closely with the school to minimise disruption and review options.

Financial and Value for Money Implications:

12. The budget for this scheme has been allocated within the School Capital Maintenance Budget for the Minor Capital Works (MCW) Programme of 2024/25. The funding allocation for the 2024/25 programme of works is sufficient to accommodate the above and other prioritised works for the programme year. The proposal was endorsed at Capital Programme Panel on 11 June.

10

Section 151 Officer Commentary:

13. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost-of-service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending in order to achieve a balanced budget position each year.

14. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

15. The capital costs and revenue cost of borrowing are included in the Medium-Term Financial Strategy, as such, the Section 151 Officer supports the recommendation.

Legal Implications – Monitoring Officer:

16. This paper seeks Cabinet approval for the replacement of the existing curtain walling and provide fire stopping, to ensure the required compartmentation of the building is provided to provide a safe learning environment and limit any possible collateral damage in the event of a fire.

17. With regard to the capital expenditure, Cabinet is under fiduciary duties to local residents in utilising public monies and in considering this business case Cabinet Members will want to satisfy themselves that it represents an appropriate use of the Council's resources.

18. Legal advice should be sought at all relevant stages to ensure the Council meets its legal obligations and obtains any necessary consents which may be required to carry out these works.

19. With regard to the procurement of supply chain partners, officers must ensure that they are procured in accordance with the requirements of the Council's Procurement and Contract Standing Orders and the Public Contracts Regulations 2015 (or superseding legislation) where appropriate.

20. In addition, officers should ensure that the school's interest in any works and/or services contracts procured by the Council is duly noted and where appropriate collateral warranties for the benefit of the school obtained in respect of these works or services.

Equalities and Diversity:

21. An Equalities Impact Assessment is not applicable and has therefore not been completed.

Other Implications:

22. The potential implications for the following the Councils priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/ Looked After Children	No implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No implications arising from this report.
Environmental sustainability	Recycling of building materials is a requirement under the construction contract and supports protecting the environment.
Compliance against net-zero emissions target and future climate compatibility/resilience	The use of insulated panels supports the Councils net-zero targets by improving thermal efficiency of the building.
Public Health Education	No implications arising from this report

What Happens Next:

23. Next steps and anticipated timescales:

Key milestones	Date
Cabinet approval	July 2024
Procurement	August 2024
Contract award	August 2024
Mobilisation & commencement of contractor	August 2024
Planned completion	March 2025

24. The school is responsible for communicating timescales, implications for school operations and mitigating management actions to staff, parents, and pupils. The Council's project team will provide information to inform and support such communications.

Report Author: Ade Durojaiye. Head of Programme Management (Workplace & Facilities Lead), Land and Property. 07792 185 999

Consulted:

- **Cllr Natalie Bramhall,** Cabinet Member for Property, Waster & Infrastructure SCC
- **Cllr Clare Curran,** Cabinet Member for Children, Families and Lifelong Learning, SCC
- **Julia Katherine**, Director, Education and Lifelong Learning, SCC

- **Rachael Wardell**, Executive Director, Children, Families and Lifelong Learning, SCC
- **Katie Stewart,** Executive Director, Environment, Infrastructure and Growth, SCC
- **Simon Crowther**, Director, Land and Property, SCC
- **Glenn Woodhead,** Assistant Director, Workplace and Facilities, SCC
- **Carrie Traill**, Service Manager, Educational Effectiveness, SCC
- **Clive Prichard,** Principal Insurance Officer, Fund and Policy, SCC
- **Ade Durojaiye**, Head of Programme Management, Workplace & Facilities, SCC
- **Property Panel and Capital Programme Panel members**, SCC
- **Finance and Legal Teams**, CC
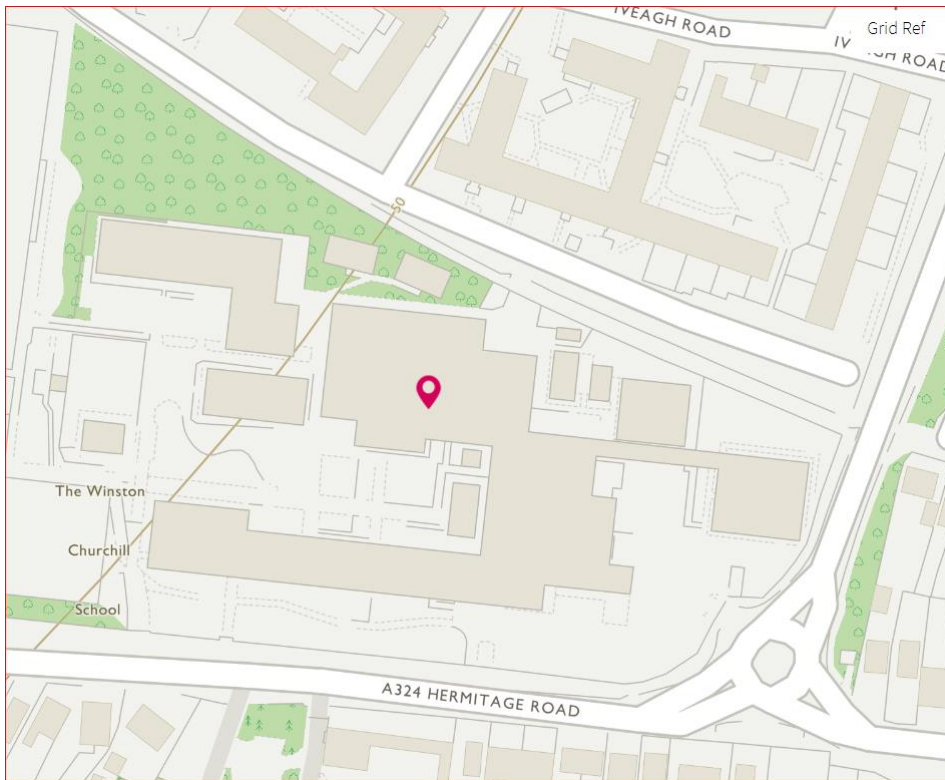- **Macro** (The Councils Managing Agent and Delivery Partner)

Appendices:

Appendix A: Map view, photographs, location, and floor plan

Part 2 report

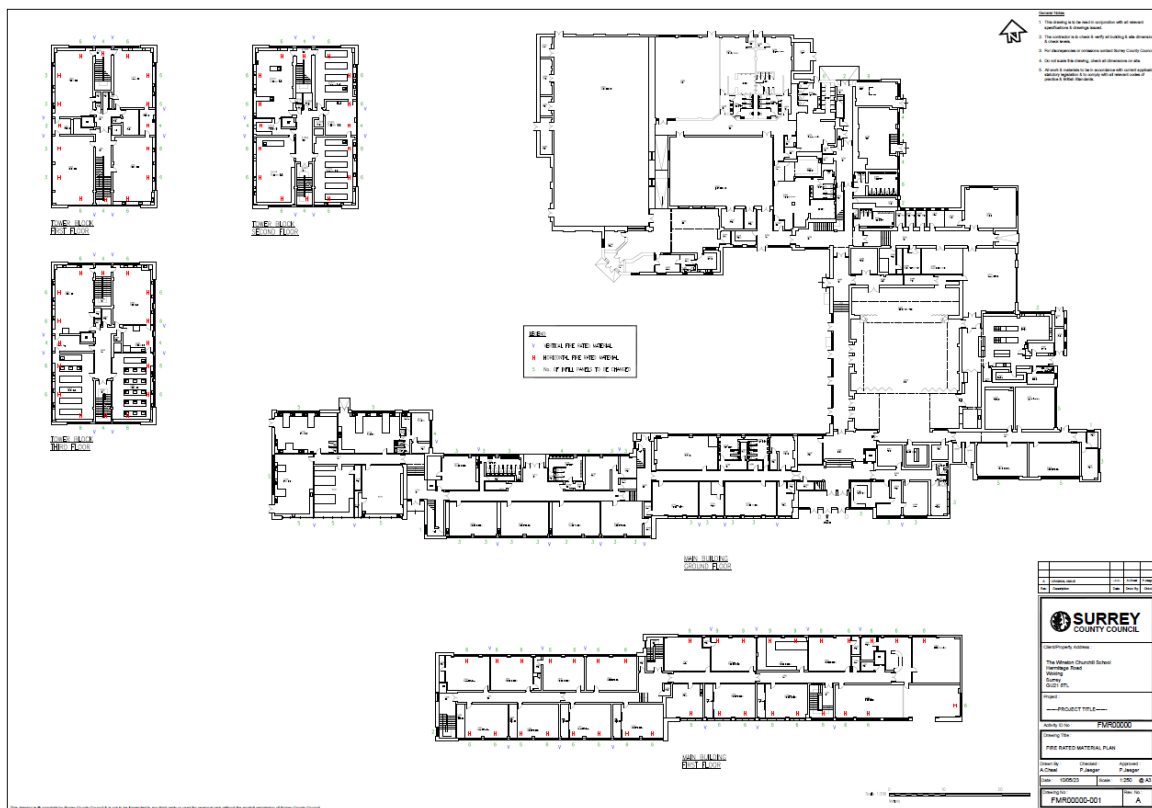
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Appendix A - The Winston Churchill School

Location of school

Floor Plan of Main Building and Science Block

Photo of main school entrance

Photo of Science Block

SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**NATALIE BRAMHALL, CABINET MEMBER FOR PROPERTY, WASTE AND INFRUSTRUCTURE**
LEAD OFFICER:	**SIMON CROWTHER, DIRECTOR OF LAND AND PROPERTY**
SUBJECT:	**CONSORT HOUSE, REDHILL**
ORGANISATION STRATEGY PRIORITY AREA:	**GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT/ TACKLING HEALTH INEQUALITY**

Purpose of the Report:

Consort House, Redhill is a former administrative office of Surrey County Council (the Council) which was vacated on the relocation of services to Woodhatch Place, Reigate. Following an extended period of marketing since September 2022, no acceptable commercial proposals for a freehold sale have been received.

Cabinet is asked to approve a letting of the whole building that will support its retention as an investment holding, pending future decisions on the asset by Strategic Investment Board (SIB).

A separate Part 2 report is appended containing information which is exempt from Access to Information requirements by virtue of paragraph 3, Schedule 12A Local Government Act 1972 as it relates to the Financial and Business affairs of the Council and includes commercially sensitive information.

Recommendations:

It is recommended that Cabinet:

1. Approves the details of the letting of Consort House as outlined in the Part 2 report.
2. Delegates authority to the S151 Officer in consultation with the Director of Land and Property to conclude best value terms and complete all associated legal documentation.
3. Notes the Financial and Value for Money implications recorded in this Part 2 report.
4. Formally declares the asset surplus to operational service requirements, and upon completion of the letting, to hold the asset for Investment purposes pending any future Cabinet or Strategic Investment Board decisions on its future.

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Reason for Recommendations:

A letting of the entire building now provides an opportunity for the Council to not only mitigate its void holding costs, but to secure a long-term rental income stream enabling the asset to be held as an investment property, pending any future decisions of the Council.

The proposed tenant is a significant provider of services supporting Surrey communities.

Consort House has remained largely vacant since late 2022, other than the current temporary occupation by library services for storage and a short term click and collect service. The Council has incurred void holding costs on the building and has a rental liability for some related car parking. Marketing of the building, on either a freehold or leasehold basis, has been pursued against the background of a very depressed office market over the past 2 years.

There have been no recent commercial proposals received for the freehold interest that would be recommended to Cabinet.

Executive Summary:

1. Consort House comprises of offices totalling 26,699 sq. ft in Redhill town centre, vacated by the Council in late 2022 as part of their relocation of staff to Woodhatch Place. At present empty rates, void running/security costs and a rental liability for car parking total in the region of £375k + per annum.

    The building has remained largely vacant since late 2022, other than the current temporary occupation by library services for storage and a short term click and collect service.

2. Marketing of the building, on either a freehold or leasehold basis, has been pursued against the background of a very depressed office market over the past 2 years.

    In the intervening and post Covid period the non-Grade A office market has contracted considerably with 30-50% wiped off rental and capital values. Redhill is specifically highlighted as currently having an oversupply of Grade B office space, and only one significant letting has been concluded (10,000 sq. ft) in the past 21 months.

3. The Council has received a small number of speculative and conditional bids for its freehold interest, but none have been recommended as acceptable, supporting our best value obligations or desires to mitigate our void costs. Bids received have been very low or conditional upon variant matters such as i) asking the Council to enter into a sale and leaseback – requiring the Council to retain a lease and provide a secure rental income to the bidder ii) deferred capital receipt linked to future income streams if the building were to be converted for alternate uses iii) or non-compliant bids where parties remained unwilling to provide full status information to satisfy our compliance obligations.

    In addition, the asset has been assessed, and rejected, by several residential developers despite the recent relaxation in permitted development rights that enable larger offices (no cap on size) to now be converted to residential uses.

    If concluded this letting would be the largest office transaction in Redhill and Reigate for over 2 years.

4. Despite the depressed office market, the Council has received a comprehensive proposal for the whole building (see Part 2 Report for the commercial terms).

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5. The proposal has been reviewed by Property Panel, Capital Programme Panel and briefings issued through Asset Strategy Board and informally to Cabinet Members

6. Library services who have been occupying the building for storage and a temporary click and collect service have been briefed and a separate report on Redhill Library service provision will form part of a separate business case and report to Cabinet shortly.

7. The Chair of the Resources and Policy Select Committee has been briefed.

Risk Management and Implications:

Risks identified at this stage and mitigating actions are set out below:

	Risk description	Mitigation
1	Tenant withdraws from the negotiations	The Council has ability to remarket site.
2	Legal delays on securing landlords' consent to assign the Car park headleases	Early conversations with landlords who are not able to unreasonably withhold consent to a request to assign or underlet the headlease of the car park spaces held by the Council
3	Library Services relocation decision delays handover	Subject to separate report to Cabinet
4	Net Zero Carbon targets	Any further improvements to the building will be taken forward by the occupier. There are no further proposals approved by the Council for this vacant asset
5	Survey	The tenant will undertake due diligence ahead of contract completion but any unexpected issues arising from surveys will be negotiated to reflect the nature of the works needed. The Council have no risk appetite to explore speculative or extensive refurbishment works on this asset but may support matters that support the long-term investment benefit.

Financial and Value for Money Implications:

8. The Cabinet decision, in April 2020, to purchase Woodhatch Place noted that the acquisition of the site was to support rationalisation of the estate which would enable assets to be marketed, and this included Consort House. It proposed that the capital receipt from the sale of Consort House, or the rental income, would be utilised to support the financing costs of purchasing Woodhatch Place.

9. The Council has received a small number of speculative and conditional bids for its freehold interest, but none have supported best value. This full market rental bid for the whole building enables the Council to hold the asset as an investment proposition pending further decisions by the Council.

10. Further detail is provided in the Part 2 report.

11

Section 151 Officer Commentary:

11. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost-of-service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending in order to achieve a balanced budget position each year.

12. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

13. The MTFS already assumes that either a capital receipt or rental income from Consort House would partly finance the purchase of Woodhatch Place. The rental income from the recommendation will cover the assumed capital costs of Woodhatch Place. The additional revenue savings arising from the recommendation will offset building running cost pressures elsewhere. As such, the Section 151 Officer supports the recommendation.

Legal Implications – Monitoring Officer:

14. Under Section 123 of the Local Government Act 1972 (LGA 1972), local authorities have the power to dispose of land in any manner they wish, subject to the disposal being for the best consideration reasonably obtainable. In pursuing any options to dispose, the Council should ensure that the price for any such disposal is 'market value' to comply with Section 123 LGA 1972. The recommendation to enter into a lease to generate rental income for the Council would fall within the definition of a disposal under the LGA 1972 where the term of any lease exceeds seven years.

15. Legal advice should be sought at all relevant stages to ensure the Council meets its obligations.

Equalities and Diversity:

16. An Equality Impact Assessment is not normally required for a property disposal transaction however there are no factors arising from this proposal which should negatively affect any particular party.

17. The proposal comprises a relocation of a local company from an edge of town warehouse estate to a town centre location, providing enhanced accessibility to public transport, retail facilities and adjacent car parking for their wider client base.

Other Implications:

18. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below.

Area assessed:	Direct Implications:
Corporate Parenting/ Looked After Children	No specific implications save that accessibility for all our communities is enhanced by a town centre location for this Tenant.
Safeguarding responsibilities for vulnerable children and adults	No specific implications.
Environmental sustainability	An EIA is not required for a property leasing transaction and would normally only arise on an Infrastructure or major development proposal. https://snet.surreycc.gov.uk/organisational-info/council-wide-projects/environmental-sustainability-appraisal
Compliance against net-zero emissions target and future climate compatibility/resilience	The Climate Change Strategic lead officer advises that Consort house is a high-emitting building (around 50t CO2eq per year). Moving it from an owned and operated building to a leased (investment) building will take it out of the scope of SCC's organisational carbon emission net-zero 2030 target, having an overall positive impact on meeting our 2030 target. As the asset is retained for lease, it will still be part of our indirect emissions impact and therefore still falls under the scope of the corporate climate plan.
Public Health	Beneficial implications. The proposed Tenant provides contracted services to the National Health Service and the proposal enables enhanced service offers.

11

What Happens Next:

19.
   a. Lawyers have been instructed on the Heads of Terms outlined in this report and attached as Appendix 1 to the Part 2 report.
   b. It is proposed to target 1st September 2024 to handover the building and have all leasing matters concluded by that time.
   c. Library Services current use of the asset is under review and subject to a separate report to Cabinet.
   d. Completion of the transaction and associated legal agreements would be pursued as part of the recommended Delegated approval process.

Report Author: Graham Glenn Head of Acquisitions and Disposals, 07890 561245

Consulted:

- **Cllr Natalie Bramhall,** Cabinet Member for Property, Waste & Infrastructure SCC
- Chair of Resources and Policy Select Committee
- **Katie Stewart,** Executive Director, Environment, Infrastructure and Growth, SCC
- **Simon Crowther**, Director, Land and Property, SCC
- **Colin Galletly,** Assistant Director, Estates, SCC
- **Property Panel and Capital Programme Panel members**, SCC
- **Asset Strategy Board, SCC**
- **Finance and Legal Teams**, **SCC (Kara Burnett, Louise Lawson, Rachel Wigley)**

Appendices:

Appendix A: Marketing details

Part 2 report

11

CONSORT HOUSE, 5-7 QUEENSWAY REDHILL, SURREY, RH1 1YB

LANDMARK TOWN CENTRE OFFICE BUILDING - FOR SALE

26,699 SQ FT (2,480.42 SQ M)

Vail Williams

Summary

Landmark Town Centre Office Building - For Sale

Available Size	26,699 sq ft
Price	Price on Application
EPC Rating	C(58)

- Central Redhill location
- Located 5 minutes walk from Redhill Train Station
- 26 Minutes train journey to Central London, 55 minutes to Brighton
- 63 Car Parking Spaces Held on Long Leasehold Interest (approximately 90 years remaining)
- 65 spaces available on short occupational lease (approx. 4 years remaining) £50,000 pax
- Detached office building over six floors (including basement)
- Two existing passenger lifts
- Floor plate depths of 12.8m
- W/C's on each floor

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Location

📍 **Consort House, Queensway, Redhill, RH1 1YB**

Consort House is located in the heart of the Surrey town of Redhill and the property is within a few minutes walk of Redhill mainline railway station.

Redhill is approximately 24 miles south of London and only 7 miles north of Gatwick Airport and within 2 miles east of Reigate.

The town benefits from good communication links via the M23 and M25, with the A25 passing through the town. Redhill mainline railway station, which is only ¼ mile distance, provides fast and frequent service to London Victoria and London Bridge stations.

The town itself is subject to extensive redevelopment with the new housing and retail/leisure facilities being provided. Consort House is located in a central town centre location with extensive retail, office and residential uses.

Extensive and ongoing redevelopment of town centre is progressing including around Marketfield with a target of 450 new residential units to be provided in the town centre.
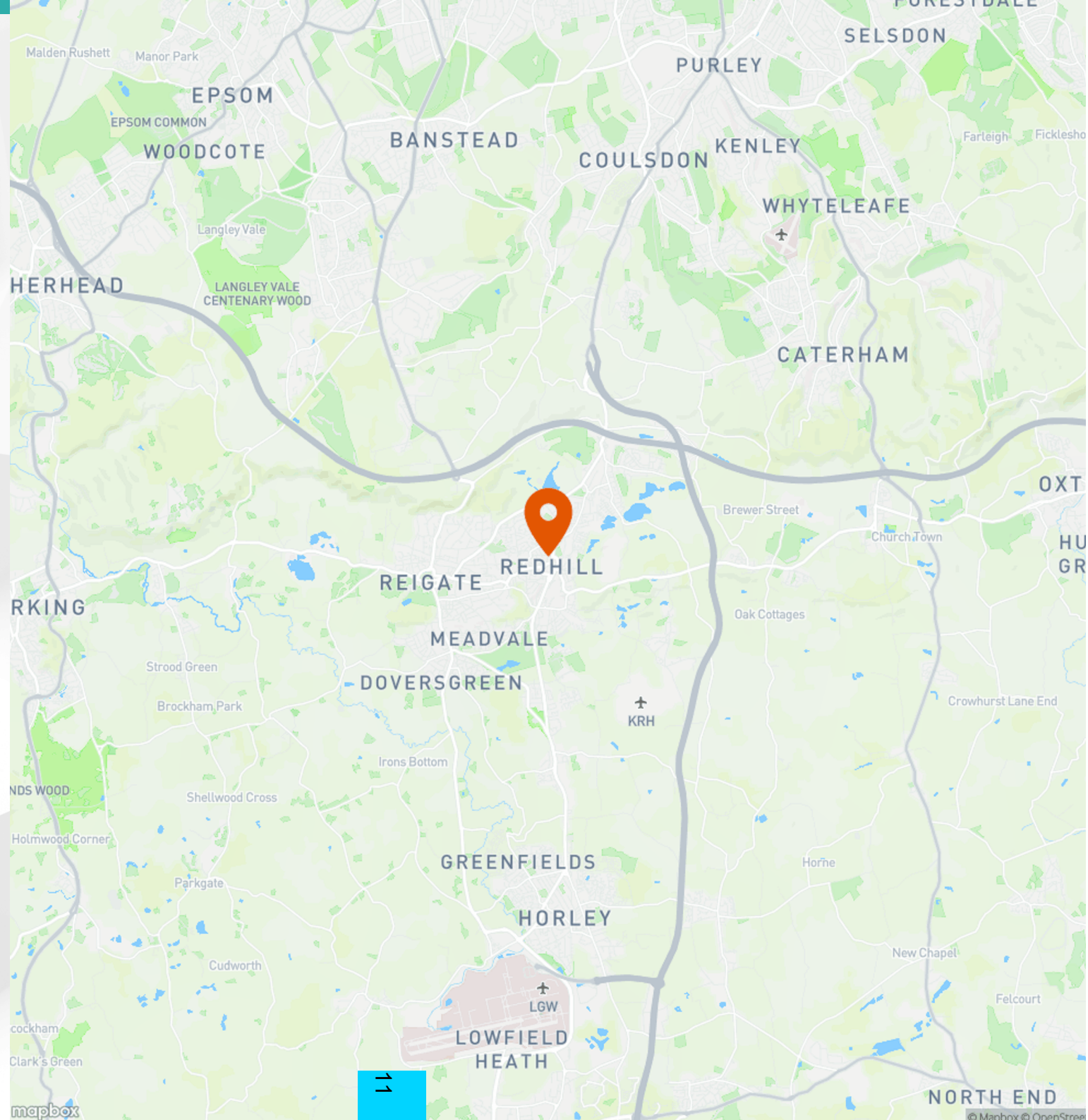
Further Details

Description

The property comprises a substantial detached office building over six floors (including basement). It forms an 'L' shape 1st to 4th floors with undercroft sections at rear of ground and basement levels.

The property is configured with communal areas including two lifts, toilets on each floor with showers and a ground floor front reception.

The offices present well and provided modern suspended ceiling with LED lighting, floor trunking to some floors and all electric heating/cooling system via ceiling vents.

There are 125 car parking spaces within an adjoining multi storey car park and a further 7 spaces immediately adjoining the office building.

Accommodation

We understand the property to have following approximate Net Internal Floor Areas (NIA):

Name	sq ft	sq m
Basement - Offices & Ancillary	2,736	254.18
Ground - Offices	3,193	296.64
1st - Offices	5,202	483.28
2nd - Offices	5,196	482.72
3rd - Offices	5,186	481.80
4th - Offices	5,186	481.80
Total	**26,699**	**2,480.42**

Viewings

Strictly via Sole Agents Vail Williams LLP

Terms

The Office Building is available Freehold with the basement and ground floors occupied until January 2025.
There are a total of 132 car parking spaces available. Further information on this arrangement can be provided upon enquiry.

Planning

We understand the property benefits from Commercial, Business & Service Use Class E
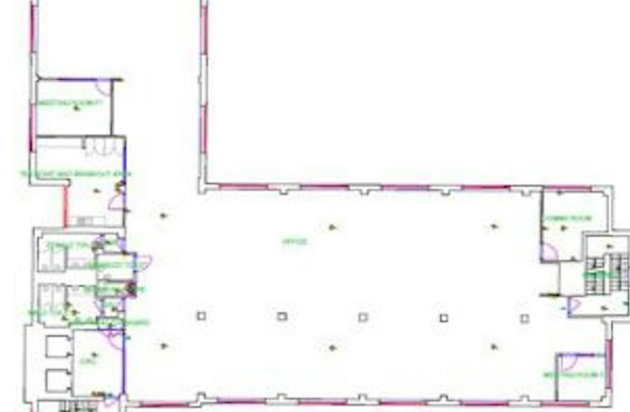
Anti-Money Laundering Requirements

In accordance with Anti-Money Laundering requirements, two forms of identification will be required from the purchaser or tenant and any beneficial owner together with evidence/proof identifying the source of funds being relied upon to complete the transaction.

Main Building
Basement

Main Building
Ground Floor

Main Building
First Floor

Main Building
Second Floor

Main Building
Third Floor

Main Building
Fourth Floor

Enquiries & Viewings

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01293 612600

Vail Williams

View on our website

SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**CLARE CURRAN – CABINET MEMBER FOR CHILDREN, FAMILIES AND LIFELONG LEARNING**
LEAD OFFICER:	**RACHAEL WARDELL – EXECUTIVE DIRECTOR, CHILDREN, FAMILIES AND LIFELONG LEARNING**
SUBJECT:	**CHILDREN'S COMMUNITY HEALTH SERVICES RECOMMISSIONING PROGRAMME**
ORGANISATION STRATEGY PRIORITY AREA:	**NO ONE LEFT BEHIND / TACKLING HEALTH INEQUALITY / EMPOWERED AND THRIVING COMMUNITIES**

Purpose of the Report:

This report provides detail on the procurement phase of the Children's Community Health Services Recommissioning Programme. The procurement phase has now been completed and a decision needs to be made on contract award. If approval is given for contract award (subject to successful contract negotiations), then the Programme will move into the mobilisation phase so that the new service model for children's community health services can be delivered from 1st April 2025.

The Children's Community Health Services Recommissioning Programme helps Surrey County Council meet priorities around Tackling Health Inequality, Empowered and Thriving communities and No One Left Behind because children's community health services support the development, health and wellbeing of all children and young people across Surrey through universal Health Visiting and School Nursing services.

Recommendations:

Recommendations will be considered in Part 2 of Cabinet.

Executive Summary:

1. Children's Community Health Services encompass a range of universal, targeted and specialist clinical services across the county from Health Visiting for all babies and young children through to children's continuing care for children with very complex needs. They are important services and for many families they are the main source of support for health in childhood. These services contribute significantly to the ambition that 'no one gets left behind' and are key to the County-wide focus on early help, tackling health inequalities and the delivery of the new Inclusion and Additional Needs Strategy.

2. The contract for Children's Community Health Services is jointly commissioned by Surrey Heartlands ICB, Surrey County Council, Frimley ICB and NHS England South East.

3. The contract for these services must be renewed through a procurement process so that a new contract can be put in place for delivery of children's community health services from 1st April 2025. The complex recommissioning and re-design work for a new model of service delivery started in 2021.

4. In September 2023, the Surrey-wide Commissioning Committees in Common approved the tender documentation and the launch of the tender in early October. CiC also approved the Core Financial Envelope for the new contract (approximately £36M per annum) along with Transformation Funding of £1M for each of the first 3 years of the contract and indicative additional funding of around £300K per annum from Surrey CC for education-based Occupational Therapy.

5. The procurement followed the process and timescale set out in the Invitation to Tender. The closing date for initial bid submission was 11th December. Following evaluation and moderation, the procurement process moved into the Negotiation phase. The Invitation to Submit a Final Bid was published on 27th March with a final bid submission date of 19th April. Final evaluation and moderation were completed on 22nd May.

Risks and planned mitigations:

6. Risks and planned mitigations are set out in Part 2 of this paper.

Consultation:

7. The Cabinet Members for Children, Family and Lifelong Learning and for Adults, Wellbeing and Partnerships have been briefed on the content of this report.

8. Members of the Children, Family and Lifelong Learning Select Committee and the Health and Wellbeing Select Committee attended a briefing on the stages and outcome of the procurement process prior to the Cabinet meeting. An informal briefing was held in August 2023 on the new service model prior to the launch of the procurement.

Financial and Value for Money Implications:

9. The declared core financial envelope for the Children's Community Health Services procurement is approximately £36M, split by commissioner as follows:

	NHSE	SCC	Surrey Heartlands	Frimley	Total
Financial value	£1.7M	£16.5M	£14.7M	£3.1M	100%

10. The above value is as advertised to the market and the envelope against which the bid was submitted. The financial model includes requirements to adjust the envelope for the NHS Business Rules and changes to the Council's Public Health Grant, both of which are annual adjustments and will be reflected in the final contractual value at point of signature.

11. The financial envelope includes ring-fenced funding for School Aged Immunisations (£1.7M), for 0 – 19 services funded by Surrey County Council's Public Health Service (£14.5M) and for the delivery of a minimum numbers of hours of children's continuing care (£2.1M).

12. The contract value does not include non-recurrent grants or funding for services delivered by the current provider of children's community health services for asylum support, additional Parent Infant Mental Health support, etc. It also does not include additional funding for education-based Occupational Therapy that will continue to be provided by Surrey County Council on an annual basis. This funding has an indicative annual value of £300K and will provide support for the increasing number of children with Education, Health and Care Plans being educated locally and to improve timeliness of EHCPs.

13. The annual contract value of £36M from 1st April 2025 is lower than the current contract value for the following reasons:

- Changes to the model of delivery of children's continuing care with the ICBs taking responsibility for arranging and paying for packages of care for lower dependency children outside of this contract.
- Dietetics for Surrey Downs and Musco-Skeletal Services (MSK) for East Surrey are being removed from the contract and the associated funding will be re-invested in new Place-based service models. These two services are currently delivered outside the children's community health services contract in other areas of Surrey and from April 2025 there will be new models of delivery for children and young people in Surrey Downs and East Surrey.
- The exclusion of funding for the Child Health Information System (no longer to be delivered within the contract as it is being procured separately by NHS England regional commissioners).

- There is not yet confirmation that the national annual flu vaccination programme will include secondary school age cohorts for each year of the contract term. Additional funding will be provided by NHSE on an annual basis dependent on the inclusion of secondary school cohorts in the flu vaccination programme.

14. There will be no automatically applicable additional growth built into the financial envelope over the lifetime of the contract beyond the application of NHS business rules/other inflationary uplift. The following wording was included in the Invitation to Tender document related to inflationary uplifts:

> *Inflationary adjustments will be applied annually based on the NHS inflator or deflator. It is proposed that the NHS inflator or deflator will be applied automatically to all areas of the contract, except for services funded by SCC's Public Health service for which the NHS inflator or deflator will be the starting point, but a review will be conducted by SCC's Public Health service with the provider to agree the inflationary adjustment if the increase to Public Health funding for any year of the contract is lower than the NHS net inflator.*

15. In addition to the core financial envelope of £36M, it was agreed at the Surrey-wide Commissioning Committees in Common in September 2023 that Transformation funding of £1M will be provided by the ICBs and Surrey County Council for each of

the first 3 years of the new contract. Transformation Funding will support areas requiring ongoing service improvement and transformation, in line with those identified through reviews and development of the service model and wider system ambitions, including the Health and Care Transformation Programme. This will be paid by each organisation in line with their respective percentage share of the overall financial envelope. This transformation funding recognises the need to change ways of delivering services to meet increasing demand and reduce waiting times for some services. Priorities for transformation during the first 3 years of the contract will be determined by organisation representatives within the Contract Review Meeting governance, with information on the proposals shared with the Children's Services Strategic Leadership Board.

16. Split proportionally on the contract value for Surrey County Council and Surrey Heartlands and Frimley ICBs, transformation funding would be paid for each of the first 3 years of the contract as follows:

SCC	SHeartlands	Frimley	Total
£501,041	£408,719	£90,240	£1,000,000

Section 151 Officer Commentary:

17. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost of service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending in order to achieve a balanced budget position each year.

18. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

19. In this context the Section 151 Officer recognises the recognises the importance of successfully and compliantly procuring a new contract for the delivery of Children's Community Health Services from April 2025. The Section 151 Officer can confirm that SCC's core contract value set out above together with the funding for education-based Occupational Therapy has been included in Council's Medium Term Financial Strategy.

20. The Section 151 Officer notes the planned approach to inflationary adjustments for the new contract being based on the NHS net inflator, which is consistent with the proposal shared with the Surrey-wide Commissioning Committees in Common in September 2023. SCC will take account of this when considering inflationary pressures in its MTFS across the services in the contract that are funded by the Council. The ability for a review of inflation for services funded by SCC's Public Health service based on changes to SCC's Public Health funding will be important to ensure that expenditure remains within available financial resources. This review process will need to be managed carefully to ensure services can continue to be delivered appropriately within the available funding envelope.

21. Finally, the Section 151 Officer can confirm that SCC's contribution to the Transformation Fund (£1.5m from SCC over the first 3 years of the contract) has been accounted for. SCC will factor this into its MTFS. Education-based Occupational Therapy, which will be paid by SCC's CFLL Directorate outside of the core contract, is included in the Council's current budget and any changes to these requirements will be considered as part of setting the Council's MTFS.

Legal Implications – Monitoring Officer:

22. Under the terms of the Public Contract Regulations 2015, Commissioners have some flexibility in how to conduct procurement processes for health and social care services following the initial advertisement of the contract opportunity. Following a report to Committee In Common in June 2023, it was agreed to conduct the procurement using a light touch open tender process. This has enabled Commissioners to include clarification and negotiation elements in the process.

23. Hempsons LLP were appointed to provide legal advice to all commissioners on a common interest basis and they have been involved throughout the procurement process.

24. Commissioners have had due regard to the public sector equality duty. This is reflected in the equalities impact assessment that is appended to this report.

Equalities and Diversity:

25. An Equality and Quality Impact Assessment (EQIA) has been drafted and is attached at Annex 1.

26. The agreed financial envelope for the new contract is constrained and is likely to impact on delivery of services. Whilst the new model offers opportunities to mitigate against some of this risk, it will not be able to do this completely. Therefore, some children, young people and their families are likely to experience longer waits for services, less direct face to face delivery and more online or telephone support.

27. In light of these risks, the EQIA does articulate that there is likely to be negative impact on some groups with protected characteristics related to age, disability and pregnancy and maternity.

28. The EQIA also shows that other groups, not solely people with protected characteristics, may also be affected by these decisions and face inequity:

- Carers

- Digital poverty/exclusion

- Travel poverty/exclusion

- Looked after children

- Socioeconomic disadvantage

- Children who are safeguarded

- Children with a special educational need or disability

29. The EQIA provides an assessment of risk to the quality of provision across the following areas:

- Patient safety

- Staff safety

- Clinical effectiveness

- Patient experience

- Staff experience

- Organisation experience

The current EQIA scores for these areas are 12 - probability (4) by moderate consequence (3).

Other Implications:

30. The potential implications for the following council priorities and policy areas have been considered. Where the impact is potentially significant a summary of the issues is set out in detail below:

Area assessed:	Direct Implications:
Corporate Parenting/Looked After Children	The CCHS contract includes requirements for the timely delivery of support for Looked After Children, including Initial and Review Health Assessments with the aim of improving the physical and mental health of Looked After Children.
Safeguarding responsibilities for vulnerable children and adults	The CCHS contract includes the Safeguarding Service to ensure that all staff working in children's community health services are fully trained in safeguarding, effectively supervised and have support to address any

	safeguarding issues raised when delivering community health services.
Environmental sustainability	Bidders were required to set out the actions they would take to ensure delivery of services meets the Council's declared sustainability goals and targets.
Compliance against net-zero emissions target and future climate compatibility/resilience	Bidders were required to set out the actions they would take to ensure delivery of services meets the Council's declared Net Zero and Climate Change goals and targets.
Public Health	The CCHS contract includes delivery of the Healthy Child Programme on behalf of the Director of Public Health. The Programme is delivered to all children and aims to provide a foundation for good health in later life and reduce health inequalities.

What Happens Next:

31. If a decision is made to award the contract, procurement would publish the intention to award the contract on the procurement portal on 1st August 2024. There would then follow a standstill period of 10 days which provides an opportunity for any other bidders to challenge the contract award. The end of standstill letter would be sent on 13th August 2024. Contract negotiations would then need to commence immediately.

Report Author: Julia Cramp, Senior Responsible Officer, Children's Community Health Services Recommissioning Programme, 07714746199

Annexes:

Annex 1- Children's Community Health Services Equality and Quality Impact Assessment

Part 2 report

Consulted:

Young people and parents and carers were consulted on what they wish to see in the new service model for delivery of children's community health services – Spark the Difference Report, November 2022.
https://www.surreyheartlands.org/download.cfm?doc=docm93jijm4n1514.pdf&ver=1597

Senior representatives from each of SCC's commissioning partners have been consulted on the content of the report (Surrey Heartlands ICB, Frimley ICB, NHS England South East).

Lead Members for Children, Families and Lifelong Learning and for Adults, Wellbeing and Partnerships have been consulted on the content of the report.

Members of the Adult and Health and CFLL Select Committees attended a closed briefing prior to the Cabinet meeting.

Legal Services – Deborah Chantler 18.06.24

Sources/background papers:

Surrey-wide Commissioning Committees in Common papers (Part 2) – Children's Community Health Services Recommissioning Programme 28th June and 20th September 2023

Quality and Equality Impact Assessment (QEIA) template[1] (refer to guidance)[2]

Scheme/Policy Name: Children's Community Health Services QEIA v1.6 **(23 August 2023)**

Author (name): Sarah Rajendram   **Job title:** Senior Commissioning Officer

Date commenced: 23/02/2023

1. Indicate below whether this scheme or policy will affect stakeholders at place (select which one) or system level:

East Surrey ☒   Guildford & Waverley ☒   North West Surrey ☒   Surrey Downs ☒   Surrey Heartlands ☒   Surrey ☒

North East Hampshire ☒   Farnham ☒   Surrey Heath ☒

2. Summarise the scheme or policy being assessed. Describe in plain English any changes that stakeholders would experience.

This overarching EQIA is to inform the recommissioning of Children's Community Health Services for a new contract to go live post April 2025. It considers the implications of the new service model on service users and families that fall within the protected equality characteristic groups, as well as other population groups where there may be existing inequities. This EQIA has also been informed by the Task and Finish Group discussions on the current contract, and the individual EQIAs that were carried out for each broad service area. It takes into account any potential impact that could be felt in the future contract on services, children, young people and their families.

The EQIA is an iterative document which has been in development from February 2023. It reflects the confirmed financial envelope and the services described in the service specifications.

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[1] **Always download the latest template from the Intranet. Do not use a previous version.**
[2] **Please send final QEIA to:** syheartlandsicb.qeia@nhs.net

The baseline financial envelope for the new contract is at the same level as the current contract. This would mean that emerging needs and continued population demand remains unmet. Children and families will seek support from elsewhere including independent provision to fulfil statutory requirements within Education Health and Care Plans (EHCPs), and primary and secondary care services for a general health response. There will be a reduction or stop to earlier identification and support because the focus instead will be on clinical demand and need. There will be a move further towards only providing statutory assessment and care for children with additional (SEND) or complex needs. The knock-on effect would be more requests for EHCPs because this would be seen by children, families and schools as the only way to access services. Non delivery of these activities would result in further tribunals and distress for families.

Through transformation, the newly designed model will mitigate some of this through:
- Multi-disciplinary team working so that children, young people and their families receive more joined up care
- Co-location with other services for ease of access
- Working within localities and communities so that service users receive services where they live
- System collaboration to ensure as much as possible that there is prevention, early intervention and a strong system response to service delivery

Surrey County Council has agreed to provide additional funding for each year of the contract in line with Surrey's trajectory of EHCPs related to the need for Occupational therapy support in education. The indicative funding is £300K but the exact level of funding will be agreed on an annual basis and enacted through an annual contract variation.

Through further investment, improved experiences can be delivered for children, young people and families through:
- Improved digital infrastructure to enable text message reminders and appointment booking and choice
- Better data sharing to facilitate joined up care

3. Who has been or needs to be involved with developing this QEIA?

A key principle for completing impact assessments is that **they should not be done in isolation**. Consultation and engagement with affected groups and stakeholders is vital and needs to be built in from the start, to enrich the assessment and develop relevant mitigations/actions. Detail here who is supporting the completion of this QEIA.

Role / job title / forum *(No names)*	Organisation	Internal or External?

Project Support Officer	SCC	Internal
Associate Director – Children & Young People's Commissioning	Surrey Heartlands ICB / SCC	Internal
Recommissioning Programme Board members (for review and initial sign off)	Mixed across health and social care	Internal/external
Multi-professional reference group member	Family Voice Surrey	External
Surrey Heartlands QEIA Panel	Surrey Heartlands	Internal
Contracts Managers	NHS England	External
Service Manager	Surrey Heartlands ICB	Internal
Director of Patient Experience	Surrey Heartlands ICB	Internal
ICS Director of Multi-Professional Leadership and Chief Nurse	Surrey Heartlands	Internal

4. Equality Impact Assessment *(see Appendix 1 for notes on definitions)*

Note: Whilst the outcome may be similar, you need to tailor your response and rationale to each characteristic. Do not enter the same answer for every row.

4.1 Protected characteristics under the Equality Act 2010 must all be considered and information included for each characteristic.

Protected equality characteristic	Discuss & describe here the <u>considerations</u> and <u>concerns</u> in relation to the scheme/policy for each group.	Discuss & describe here suggested mitigations to inform the actions needed to reduce inequalities.
Age	There are 67,995 children aged 0-5, 183,093 children and young people aged 5-16 and 105,667 young people aged 17-24 in Surrey. In recent years births have declined from 13,542 births in 2015 to 11,880 in 2020. The Community Health services are for 0-19, and up to 25 for young people with an Education Health Care Plan (EHCP). There are some services where there are inequalities in age groups serviced, e.g. Audiology where it is 0-16 Surrey-wide but up to age 18 in Surrey Downs. There needs to be consideration that the services are for young people who are school/education aged rather than school based in order to include those not in education or home schooled.	Commissioners to ensure there is a consistent and equitable offer across the population. This work will need to be done through the transformation phase of mobilisation. Children and young people's needs will be triaged by clinical and statutory requirements.
Disability	At the end of July 2022, there were 3,303 children aged 0-17 on the disability register. Since July 2018, there has been a year-on-year increase. The three most common disabilities for all five years have been: Diagnosed with Autism Spectrum Conditions, Behaviour, and Speech and Language Communication Needs (SLCN). The Joint Service Investigation/Review (Dec 2022) indicated that demand on services for children and young people with disabilities and additional needs continues to rise: • 30% increase in Education Health and Care Plans (EHCPs)	The practicalities should be considered of attending appointments for children and young people with disabilities, including access, travel etc. The new model proposes multi-disciplinary team working, multi-therapist appointments so that where possible, a single appointment can be offered for children with complex health needs who touch multiple services, giving ease of access and joined up care. Digital/hybrid options should also be considered where safe and appropriate to do so. Children and young people's needs will need to be triaged by clinical and statutory requirements.

Protected equality characteristic	Discuss & describe here the considerations and concerns in relation to the scheme/policy for each group.	Discuss & describe here suggested mitigations to inform the actions needed to reduce inequalities.
	and Special Education Needs and Disability (SEND) sufficiency planning impact; • Increase in cost of funding children's complex and continuing health care needs; including those post-surgery and with cancer; • Post covid impact on school readiness (continence; speech, language and communication needs; increased anxiety etc); If capacity in these services is not increased, waiting lists will increase further, and there will be a reduction or stop to universal support, training and provision. It may be that only children and young people in receipt of an EHCP will be able to access provision. This will perpetuate the myth that children and young people require an EHCP to access services and support, thereby driving higher demand for clinical services. The knock-on effect would be more requests for EHCPs because this would be seen by children and families, schools as the only way to access services. Non delivery of these activities would result in further tribunals and distress for families. Co-location of services is central to the service model to offer ease of access for families and reduce the need to travel long distances and to multiple locations. However, the financial envelope risks that with no investment put towards an estates strategy to support delivery of family hubs, wellbeing centres etc.	There will need to be system tolerance for longer waiting lists, and the risk of an increased need for medical intervention longer-term as a result. Communications and engagement with affected families and educational settings will be essential to manage expectations and signpost to alternative support whilst waiting or if not deemed to meet (possibly revised) criteria. Appointments may need to be delivered via digital/hybrid options, though this may disadvantage those families experiencing digital exclusion. Bringing leadership of Therapy services together will support using capacity (workforce and estates) more effectively. There will need to be additional funding to manage tribunals and rising complaints.

Protected equality characteristic	Discuss & describe here the <u>considerations</u> and <u>concerns</u> in relation to the scheme/policy for each group.	Discuss & describe here suggested mitigations to inform the actions needed to reduce inequalities.
Gender reassignment	Trans young people will be made to feel welcome with staff and in the services that they access. Equity of access will be assured for trans young people.	There will be training of key staff on inclusivity. Children and young people will be able to identify by their preferred gender (forms, questionnaires etc will need to reflect inclusive language), there will be inclusive language and imagery. There will be engagement with young people forums to continue to understand the needs of trans young people.
Marriage & civil partnership	N/a	N/a
Pregnancy & maternity	The 0-19 Healthy Child Programme includes an antenatal visit to ensure that families feel supported, with clearly stipulated expectations of the Health Visiting service. Young parents will receive a targeted offer from within universal service provision. Whilst some of the earliest new birth visits may be prioritised, this will be at the loss of other mandated checks that take place across a child's earliest years as the financial envelope does not support an increased workforce.	Joint planning with other related services such as Family Hubs and Place-based models for family support may help mitigate and ensure that across the system a consistent offer of support is provided to our more vulnerable families. Accessing direct support, information and advice online and through advice lines that may signpost to community support but not provide clinical overview will predominantly be the offer for children and young people requiring a lower level or universal help.
Race	Using 2011 Census estimates adjusted for the 2020 population, 115,118 (9.6%) of people in Surrey are from a minority ethnicity group that is not white. A further 6.9% of the population belong to other white ethnic groups; 'Irish', 'Gypsy or Irish Traveller' and 'other white'. A small proportion (0.2%) of the population (2,400 people) described themselves as Gypsy or Irish Traveller, making it the smallest reported ethnic category (with a tick box) in the 2011 census. However, it is widely believed that the Gypsy, Roma and Traveller (GRT) community is under reported in the Census. GRT	System translation services will need to be bolstered to support the provider and help them to reduce spend in this area. There will need to be easy-read materials available, possibly translated into multiple languages. Imagery use will be inclusive of different backgrounds and ethnicities. There will need to be ongoing consideration of the emerging physical and mental health needs of Asylum-seeking families

Protected equality characteristic	Discuss & describe here the <u>considerations</u> and <u>concerns</u> in relation to the scheme/policy for each group.	Discuss & describe here suggested mitigations to inform the actions needed to reduce inequalities.
	communities have the poorest health outcomes of any ethnic groups, not only in the UK but internationally. Language is very important in communicating health information, and may be a barrier to understanding, in populations where proficiency in English is not as high as others. The Surrey system is currently supporting the Home Office in provision of services to asylum seeking families and individuals and the Afghan refugee resettlement programme. There needs to be consideration of migrants and refugees with missing immunisations - need to ensure all immunisations are offered in order to avoid vaccine preventable diseases.	and individuals to ensure they are given additional support to equitably access universal services. From a wider system perspective, capacity in both primary care and the school-age Immunisation Service should be considered, to ensure the vaccination offer for 0-19s is robust.
Religion & beliefs	Religion and beliefs can influence attitudes towards medicine and health care there can also be concerns about discrimination that affect trust about how people of different religions and beliefs would be treated in different health care settings. For example, there is flu vaccine hesitancy within Muslim communities due to the ingredients of vaccines determining whether they are permissible or not. Known preference is for the cell-based vaccine, but this is often available later in the flu season than the egg-based vaccine (eg the eggs would need to be confirmed as being from a halal chicken – the egg-based vaccine also contains porcine gelatine). Similar considerations apply for the MMR vaccination.	The provider will need to be respectful of people's religions and beliefs e.g. dietary requirements, religious holidays, vaccine preference. There will need to be robust processes in place to ensure all children and young people are offered vaccines equitably; especially where certain vaccines are not available until later in the season (eg cell-based flu vaccine). Families are supported to make informed choices by accessing www.nhs.uk, where ingredients contained within vaccines are listed, together with alternative choices. Families need to inform GPs in advance if requesting an alternative form of the vaccine to enable ordering in advance if/as appropriate. Communications with families should clearly stipulate where there are alternative options and how to access them.
Sex	There is no known evidence that people of different sexes have different needs when accessing the services.	Language and imagery use will be inclusive; not supporting traditional gender stereotypes.

Protected equality characteristic	Discuss & describe here the <u>considerations</u> and <u>concerns</u> in relation to the scheme/policy for each group.	Discuss & describe here suggested mitigations to inform the actions needed to reduce inequalities.
Sexual orientation	There is no known evidence that people with different sexual orientations have different needs when accessing the services.	Language and imagery use will be inclusive.

4.2 For this section, not every group will be relevant to your scheme or policy. Complete for those that apply.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
Children with additional needs	12,467 children and young people in Surrey have an Education Health Care Plan (EHCP). The most prevalent primary needs from 2-5 years are Autism (ASC) and Speech Language Communication Need (SLCN). It should be noted that many children will be identified as SLCN and will then subsequently receive a diagnosis of Autism. ASC and SLCN equate to over 78% of new EHCPs for children under 5 years of age. The Joint Service Investigation/Review (Dec 2022) identified that there has been a 30% increase in Education Health and Care Plans (EHCPs) and that there has been considerable post covid impact on school readiness (continence; speech, language and communication needs; increased anxiety etc). The financial envelope for 2023/24 and the resulting impact on service provision is being reviewed and will ultimately be agreed at the Surrey Heartlands ICS Exec Board. For the	The services will need to focus and prioritise children and young people with EHCPs. There will need to be more funding to cover complaints and tribunals as a result of delays in meeting statutory timelines for EHCPs. There will need to be communication to partner agencies regarding the changes to service provision and increase in demand on their services. The new model proposes an integrated additional needs service and a single pathway for children accessing multiple services to meet their needs in the most flexible way and use resources more

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	Therapy services, this may result in prioritising those children and young people with an EHCP; only assessing and providing treatment to children and young people whose GP is within Surrey and who access a Surrey specialist school setting. The risks for the new contract will be that children who access a Surrey school but live in a neighbouring county will not receive a therapy service during 2023/24. Harm will include delays in accessing therapy, risks of school staff working to out-of-date therapy plans, increased health inequalities, long term delays and harm to a child's development, increased presentations at primary care and A&E, and increased need for medicalised solutions.	creatively. This model may mitigate some of the risk but will not mitigate all without additional funding.
	There is a risk of school being unable to meet children's health needs if the outreach element from the Specialist Schools Nurses (SSN) to satellite units and MLD schools is ceased in 2023/24.	Make additional resources available online to these settings. Maintain therapies advice line for settings and expand to include questions from these schools Nursing / Consultant support to dentistry and optometry clinic visits.
	There is a risk that by potentially stopping transport staff training in 2023/24 for children who attend Severe Learning Disabilities (SLD) schools that children will become unwell on their journey to school requiring emergency intervention, The risk will result in more children requiring hospital admission, an increase in 999 calls, families losing faith in the school's ability to manage their child's health needs, or children and young people unable to attend school.	Surrey County Council is currently reprocuring the transport to school service.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
Children with complex health needs	There is a risk that equipment adjustments made by the Therapies services will cease in 2023/24, impacting children and young people into the future contract. The change of service that both Occupational Therapists and Physiotherapists currently provide within specialist school settings will delay children and young people from having their equipment adapted when they grow and when their needs change. This could result in children and young people with complex needs finding it difficult to access school (unable to use a standing frame, unable to sit at a table to eat) as the school will not be able to meet the child's needs whilst waiting for the adaptations.	Schools to be upskilled to recognise pressure damage and to advise families to see their GP for treatment, support and referral to the Children's Community Nursing team.

Millbrook Wheelchair Service to be required to provide all equipment adjustments. Equipment services to regularly visit school settings.

There would need to be communication to school settings for them to understand how to contact Millbrook Wheelchair Service.

There would need to be communication to parents regarding how to access support for adjustments to their child's equipment. |
| | If the decision to apply a cap to the Orthotic service is agreed in the service year 2023/24, this will have an impact on children with complex health needs that may develop pain from ill-fitting orthotic devices. Without correct fitting, long-term harm will occur; having a knock-on effect on waiting lists in the future contract. | Orthotic referrals to be triaged and prioritised. Families to be signposted to self-help for orthotics once the cap has been reached. |
| | If there is a decision to stop the phlebotomy element of the CCN service in 2023/24, this will result in increased demand for primary and acute care, with children and young people possibly being required to attend hospital for routine blood tests. | Sign post children, young people and families to other phlebotomy services |

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	The new model initially included extended hours for the Community Nursing Service – moving from 5 days a week to 7, from 8am-8pm and 24/7 access for end-of-life care, life limiting and threatening conditions. Unfortunately, the financial envelope will not be able to fund this. The risk is that families will present at A&E and have long wait times in order to receive medical attention, risking that the children/young people become more unwell, and that more children/young people with complex and additional needs will experience delayed discharge from hospital. Future Proofing CCN services by the RCN (2020) recommends that there is flexibility in service provision to enable 24/7 care for children at the end of their lives. The service will not be able to provide this with the changes to service provision. NICE guidance – End of Life Care for Infants, Children and Young People with Life-Limiting Conditions: Planning and Management Guideline (2016) supports a flexible approach to care and a 24-hour service covering 7 days a week with adequate numbers of nurses to provide care. The new model also included the exploration of using virtual/hybrid wards. This initiative would need investment, which the financial envelope does not allow. This risks children/young people not being serviced as holistically and efficiently.	There is no mitigation for there not being extra hours for community nursing, although it is not a change from existing services. The extension to provision originally suggested reflected feedback from engagement with our population and wider system including primary care and acute provisions. Professionals and practitioners to work in a multi-disciplinary team approach. The proposed new model will not be able to mitigate fully against these risks.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
Children with continence needs	For the 2023/24 contract year, a decision may be taken to stop targeted early toileting advice and enuresis clinics for over 7s. There is a risk that this will have an impact on children's health and wellbeing and development (e.g. unable to attend sleepovers with friends, basic hygiene, potential for bullying) as more children will start school with early toileting issues and resulting in longer waiting lists into the new contract. There is a risk that by stopping continence support from Special School Nurses in 2023/24 in the form of toileting skills and support for families out of hours i.e. targeted workshops and school "open evenings / days that children will not develop the skills required in order for the child and family to manage their continence, an increase in continence product requirement, an increase in families feelings of isolation due to the perceived image of older children who are not continent. This will still be having an impact through to the life of the new contract.	Families will seek support from primary care and their child's school to manage nocturnal enuresis. Families to be directed to online support (eg ERIC UK – national charity dedicated to improving children's bladder and bowel health). Maintain the advice line and take queries through this route. Pick up wider continence support when seeing CYP otherwise. Upskill the wider workforce on the Best Start Strategy
Families with attachment difficulties including low mood, social isolation and health inequalities	There will be a risk of poor attachment impacting families in the new contract if a decision is made to reduce the baby massage offer in the service year 2023/24. Baby massage groups offer new parents (particularly those identified with low mood and poor attachment) an opportunity to interact with other new parents and build local support networks.	Triage and provide to most at risk families and those known to multiple organisations. Signpost to other voluntary sector support that is available and online help.

Quality and Equality Impact Assessment Template – February 2023

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	A reduction in offer will result in social isolation and the potential for increased mental health concerns for new parents. There is evidence linking the experience of poor attachment with poor outcomes in later life.	
Children with Asthma, Allergy and Epilepsy needs	If there is a decision to cease the core Asthma, Allergy and Epilepsy training for schools in 2023/24, this will reduce schools' confidence in managing health needs and may result in increased numbers of children and young people requiring support from ambulance services and acute providers. This reduction in training could also result in children and young people experiencing delayed discharge from hospital. There could be increased absences from school due to lack of parental confidence in the support that schools can offer to meet health needs, which has an interdependency for Surrey Healthy Schools. It also links with the Core 20 plus 5 which would not be met and is contrary to the wider system ambition of keeping children and young people well in their community setting. These impacts will be felt into the future contract.	Mainstream/routine training could be possible online. Face to face training needs would be less but necessary in some cases.
Armed forces	Service Families should not be disadvantaged because of their, or their family's lifestyle, choices and/or circumstances. However, the reach or ability to reach forces families may be more limited because of the financial envelope.	The new provider will need to take the new Armed Forces Covenant Duty 4 into consideration when supporting Service Families, along with opportunities to signpost to existing provisions. School-age Immunisation Service providers would need to include plans on how they would increase uptake and ensure records are maintained for forces children.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
		Any and all of the proposed service stoppages/reductions detailed within this EQIA will equally apply to service families. The proposed new model will not be able to mitigate all of these risks without additional funding.
Carers	Young carers will access community health services and will be supported through earlier identification. If services within schools and settings are reduced particularly within the universal offer, the identification of Young Carers will be more limited. This may result in Young Carers' needs to access services in a different way being missed.	The responsibility/duty of care to our Young Carers sits across the whole system; all are champions of Young Carers. As part of this, the Children's Community Health Services provider(s) will need to identify young carers and signpost to the relevant supporting services. Other initiatives such as Healthy Schools, Angel Award and more broadly schools and wider services in general will help to ensure that Young Carers are identified and supported to access services. Any and all of the proposed service stoppages/reductions detailed within this EQIA will equally apply to Young Carers. The proposed new model will not be able to mitigate all of these risks without additional funding.
Digital exclusion	Some parents/carers and families will have a range of digital exclusivity. As we move services to online support and remote appointments, for some children and young people there is likely to be an increase in inequity of access to services. Consideration also needs to be given to the learning from the pandemic; a 'blanket' increase in digital appointments may result in families needing additional (targeted) support being missed. This could result in for example an increased number of non-accidental injuries, particularly in non-mobile babies under the age of one.	Appointment letters will continue to be sent via the postal system. Digital reminders still to be explored. Face to face/phone appointments will need to be offered alongside any virtual appointments. Information needs to be available in print alongside digital/online access. Consent needs to be available by paper if digital consent cannot be taken.

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Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	Nationally, there is a strong push to move to digital notifications and it is believed that this will improve appointment attendance. Through engagement, young people and parents/carers expressed interest in appointment choice and the ability to amend appointment days/times. This will improve the patient experience; delivering more family-centric services; fitting around the needs of busy families and may help to reduce the current Did Not Attend/Was Not Brought rates. The financial envelope does not include additional funding to support the exploration/pump priming of this digital element, risking that families find it difficult to attend appointments.	Services will assess families for digital exclusivity during the triage process.
Domestic abuse within families and Non-Accidental Injuries to Children and Young People	There may unfortunately be cases of domestic abuse and suspected non-accidental injuries within families that access community health services. As we move to online support and remote appointments, this will decrease opportunities for observations and to ask safeguarding questions relating to children and young people and the family. Post Covid19, the National Domestic Abuse helpline saw a 25% increase in the number of contacts requesting support from what is categorised as woman and men who have not been identified previously with domestic abuse issues.	The provider will need to Make Every Contact Count (MECC) and ensure there is a robust system for identifying Domestic Abuse (DA) and suspected Non-Accidental Injuries to children and young people. Provider(s) will need to ensure that there is a robust referral pathway to Outreach services when DA is disclosed, and that safeguarding policies/processes are strictly adhered to. The increased need will impact on other provider services – social care, education, primary care and acute providers, Early Help.
Looked after children	Some of the Children Looked After Pathways (CLA) as part of the Developmental Paediatrics service may cease in 2023/24 due to the financial envelope. There is a statutory requirement for a whole partnership approach to completing initial health assessments for newly looked after children	Families will seek support from primary care, education, acute providers and the voluntary sector. Young people to be able to consent to vaccinations themselves under 'Gillick competence' particularly where there are barriers obtaining consent from parents.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	(including unaccompanied asylum-seeking children). In the absence of paediatric delivery, the timeliness of those assessments of unidentified health needs being completed is likely to be compromised. Given the requirement for medically trained staff to deliver this function, it is likely to result in increased demand on GP time or acute paediatricians. Families and partners across the system may also look to Primary Care where there are unmet health needs emerging. The statutory responsibilities for the local authority are therefore likely to be compromised and will have an impact into the future contract. The newly designed model initially included Specialist Nurses for Looked After Children. However, the financial envelope will not support the additional workforce for these roles. The statutory guidance: 'Promoting the Health of Looked after Children' (March 2015) states that CCG's, now ICB's, have a role in commissioning health provision considering the specific requirements for children and young people identified as Care Leavers in the Leaving Care Act (2000). They are required to ensure that plans are in place to enable children and young people leaving care to continue to obtain the healthcare they need and that arrangements are in place to ensure a smooth transition for Looked-After Children and Care Leavers moving from child to adult health services. Reducing health inequalities for this cohort is set out in Surrey Heartlands ICB Joint Forward Plan and the draft	If these proposed stoppages/reductions are agreed, the new model will be very limited in the level of possible mitigation of risk.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	Looked After Children and Care Leavers Health Partnership Strategy. There is currently no service provision for the physical or emotional health needs of Care Leavers post 18 years. Current capacity and demand, with anticipated growth in the looked after child population leaves no room for developing a role such as this within the current workforce.	
Rural/urban geographies	Co-location of services is central to the service model to offer ease of access for families and reduce the needs to travel long distances and to multiple locations. However, the financial envelope risks that with no investment put towards an estates strategy to support delivery in Place locations of family hubs, wellbeing centres etc, this will not be delivered.	The provider will need to consider the practicalities of making appointments and delivering services within people's communities and neighbourhoods. Where possible, they will be co-located with other services and people won't need to travel long distances for appointments. There will be the opportunity for virtual appointments to be made available where clinically appropriate. The proposed new model will mitigate some of these risks, but not all.
Socioeconomic disadvantage	There is considerable variation in deprivation in Surrey, with over 23,000 children living in poverty, which is linked to poor health and wellbeing outcomes for them and their families. Surrey's Health & Wellbeing Strategy has identified priority populations and 21 priority areas. The NHS's Core20Plus also needs to be met. There are long waiting lists for services with children, young people and their families having to wait a long time to access services and receive support. Some families may choose to access private supervision and support in place of the	Limited mitigation possible due to workforce already holding higher than expected caseloads. Universal offer and free resources to be delivered where possible. The provider(s) will ensure that there is a regular check-in with families on waiting lists, to assess if their needs have changed, carry out harm reviews and ensure families are linked with any available voluntary/community sector support (as appropriate) in the interim.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	community health services but children and young people who are disadvantaged socioeconomically won't have the same opportunities, resulting in poorer outcomes. There is often poorer attendance at schools for those from communities of socioeconomic disadvantage and this has an impact upon accessing immunisations sessions in schools. With the current financial climate, many families will be experiencing challenges with debt; this can have far reaching impacts for children, young people and the family unit including food deprivation, housing issues, etc. This will also increase the risk of children and young people experiencing one or more of the adverse childhood experiences (ACEs) such as substance misuse, domestic violence, child abuse/neglect, etc.	
Secondary school students	If a decision is made to cease directly delivered PHSE support in 2023/24 then there is a risk of an increase in STI's, teenage pregnancy, risk of grooming and sexual exploitation, understanding healthy relationships, vulnerability to County Lines and poor decision making, where the impact will be felt into the new contract.	Education settings could lead on PHSE for pupils and refer to Surrey Healthy Schools guidance. Share lesson plans to support delivery of these sessions in school.
Youth Offenders	If there is a reduction to the youth offending service in 2023/24, there is the risk of health inequalities widening for youth offenders, impacting the new contract as well.	Links to be made with the voluntary and community sector.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	The new model proposed additional supporting roles in the service, but the financial envelope will not fund this. Engagement will lower and Young People Not in Education, Employment or Training (NEET) outcomes will reduce.	
Children with safeguarding concerns	Risk of not picking up on children's and families' vulnerabilities due to the 0-19 service providing more virtual appointments. This includes domestic abuse, mental health concerns and child safeguarding concerns. Stopping the universal "transfer-in" approach for over 1's will increase families' levels of vulnerability and families have the potential to "slip through the net." The transfer-in review is a chance for the Health Visiting service to identify unmet need and vulnerabilities to a child and family within a new area. If safeguarding support is stopped for independent schools in 2023/24, there is a risk that there will further safeguarding concerns that aren't picked up and problems are further exacerbated by lack of/reduced support. This will have a knock-on impact on families into the new contract.	Any family identified at the new birth visit as requiring to be part of the more targeted Universal Plus and Universal Plus Plus caseloads will continue to receive face to face mandated visits where staffing allows. All new birth visits to be face to face. Children and families will continue to move between caseloads dependant on need. Families to be directed to the local offer of support – voluntary agencies, on-line support, website, advice line etc. Over 1's will be directed to online resources for the area, voluntary agencies etc.
Paediatric Nutrition and Dietetics Service	A decision may be made to cease the Surrey Downs-only commissioned Dietetics service for community clinic and Home Enteral Feeding (HEF) in 2023/24.	Primary care to support regarding allergy in the interim. Communication to be shared with partners – schools, social care of the changed offer to services, including how to escalate concerns.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	It is currently not in scope for the new contract and alternative provision is being found. There will be the following impact on children and young people if there is a gap in service delivery: There is a risk of children not receiving adequate nutritional requirements, food intake and growth if the dietetic service is stopped. There is a risk that children will be waiting longer for appointments, with increasing numbers of children waiting over 18 weeks. There is a risk that children who are waiting for allergy testing will be further delayed which impacts on a child and families' quality of life eg difficulty with mealtimes at nursery/school, food avoidance, social isolation etc. There is a risk of children with a suspected cow's milk allergy not receiving the correct treatment as per NICE guidance. The guided elimination diet and slow re-introduction diet is guided by a dietician and paediatrician and would not happen if their service is unavailable. There is a risk that children who are enterally fed will no longer have a dietician to monitor their feeding regime, prescribe new feeding regimes dependant on each child's requirements.	Acute care to provide support with enteral feeding in the interim as is the practice within all other areas of Surrey. Surrey Downs are currently exploring options for alternative service provision after the first 12 months of the new contract. Group appointments to be offered to manage the waiting list.

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Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	The number of children and young people waiting over 18 weeks will increase. This is due to the following issues: o The service is insufficiently funded, resulting in a cost pressure for the provider. o Workforce recruitment/retention challenges have led to the service being staffed predominantly by temporary staff. This leaves the service vulnerable to staff leaving without the requirement for notice periods, etc.	
Musculo skeletal service	There may be a decision to stop the MSK pathway in East Surrey in 2023/24. It is currently not in scope for the new contract and alternative provision is being found. The East Surrey service will need to be commissioned and delivered elsewhere otherwise there is a significant risk that these children will be left without a service for their MSK needs. Children and young people across Surrey receive MSK services from Acute Hospital Trusts. The impact on children and young people from this model of delivery is that the MSK pathways are delivered by an all-age team rather than by paediatric specialists. Currently, MSK children and young people are often deprioritised within the wider physiotherapy wait list. The MSK caseload has remained static but is alongside an ever-increasing list of complex needs children. This means that	The service will need to be commissioned and delivered elsewhere from 1 April 2025 with no gap in service delivery otherwise there is a risk that these children will be left without this service. Commissioners are working with colleagues in East Surrey Place to support this. Virtual appointments/support to be offered whilst waiting.

Other groups / existing inequity	Describe here the considerations and concerns in relation to the scheme/policy.	Describe here suggested mitigations to inform the actions needed to reduce inequalities.
	children will be waiting increasingly longer times for routine-type appointments.	
Children's continuing care service	Currently, children and young people are having to wait longer and there is not sufficient staffing, making it difficult to meet the levels of care required.	This would be mitigated through the preferred following option: Core block contract with a single provider for physical health services minimum 600 hours with incentivisation mechanism for the provider to expand the service (delivering more hours). With the ICB developing a brokerage function to manage additional care hours. This would hopefully mean that there is a core level of delivery from the provider but more flexibility around the edges.

5. Quality Impact Assessment *(see Appendix 2 for notes on definitions and Appendix 3 for how to calculate Risk Score)*

Note: Whilst the outcome may be similar, you need to tailor your response and rationale to each section. Do not enter the same answer for every row.

Area	Positive Impacts: Describe the positive impacts your scheme could have on each area.	Negative Impacts: Describe the negative impacts your scheme could have on each area (base this on if you have no mitigations/plans in place).	Risk Score *Appendix 3* (for negative impacts)	Suggested mitigations:
Patient Safety:	The service currently experiences a positive degree of patient safety. Increased capability to understand and navigate this service and the totality of Children's Services as a result of closer working with the Surrey Children's EWMH pathway, SEND pathway and the Early Help programme. The EWMH Service includes the appointment of a senior System Steward role, working across all Children's services	The financial envelope available for the services means that there could be unmanageable caseloads and complexity resulting in a risk of increased serious incidents.	12	The required standards will be stipulated in the service specifications, and bidders will be required to share their policies as appropriate (eg safeguarding). TUPE may be applicable and bidders will be evaluated on their mobilisation, transition and operational plans, infrastructure etc. Escalation to Exec Level may be required to review any estate rationalisation across the ICS.

	pathways to eliminate repetition and support providers in maximising common and consistent approaches.			
Staff Safety:	Staff training, as well as access to employee support services as appropriate will be championed by the provider(s) to help keep staff safe and supported. The provision of a Freedom to Speak Up Guardian within the provider will also continue. These will continue to be measured via our regular contract review monitoring cycles, along with attrition rates, reasons for sickness, reasons for leaving, etc.	Financial envelope may result in less capacity in terms of workforce, resulting in higher caseloads for staff. Recruitment may be frozen. Higher caseloads, longer waiting times and services being provided in a different way e.g. digitally may result in families feeling frustrated; this may present as anger and/or aggressive behaviour towards staff. These negative impacts will adversely affect team morale and there may be an increase in staff sickness, burnout, moral injury, increased vacancy and loss of skill due to the reduced service and increased complexity of children who are not being identified early. Staff may be concerned that their professional	12	Provider policies (which will be robustly reviewed as part of the recommissioning process) will be utilised by the provider to ensure staff remain safe e.g. lone worker policy, reducing violence policy, quality and safety monitoring, health and wellbeing offer and training. Incident reporting to be upkept and zero tolerance to abuse directed at staff. Communication to families to be directed by communication teams giving clear guidance for families regarding how to complain.

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		registrations will be compromised due to the changes in service provision and fear of not providing the level of service provision that they have been used to. Staff may be concerned that the lack of service provision will mean that they are performance managed. There may also be a reputational risk to the Provider(s) as a result; this may then be reflected in further recruitment challenges.		
Clinical Effectiveness:	The service model will seek to offer a personalised agenda with services offered around the child and family appropriate to their age and life stage. A fluid pathway with a simplified referral, step up and step down process is being sought. The service will be developed in direct response to user and other	Longitudinal outcomes for children (increase in complexity and levels of need for both children and families) and young people within Surrey will lower due in part to increased waits, not meeting criteria and therefore not eligible for some services, virtual appointments, not being seen or heard.	12	Support from enabling services to formulate, deliver and monitor actions required to achieve compliance. Support from enabling services to take a QI approach to audits and improvement. Clear support and communication re the changes in service provision and why

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		stakeholder insight and engagement; all services will focus on reducing health inequalities for children and young people.	Reduction in compliance with NICE guidance and quality standards and development of care pathways. Reduction in audit activity due to the limited capacity of clinicians to undertake and implement audit actions. Risk to partner agencies/services from reduced capacity and service offer – schools being required to cover school readiness, increase in demand to GP practices for support and advice, increase in hospital attendance, complexity of safeguarding referrals due to late identification of need.			
Patient Experience:		The service model will seek to offer a personalised agenda with services offered around the child and family	Children, young people and families may receive services in a different way eg digital, experience longer waiting times and frustration as a result.	12		The new model may mitigate some of these areas but may not be able to mitigate all due to funding/capacity.

	appropriate to their age and life stage. A fluid pathway with a simplified referral, step up and step-down process is being sought. Commissioners will investigate the adoption of a Single Point of Access; this may be incorporated into existing provision from alternate Surrey children's services such as the C-SPA or the EWMH SPA (plans to join these are underway). The service will be developed in direct response to user and other stakeholder insight and engagement; all services will focus on reducing health inequalities for children and young people.	Some families may experience digital and/or travel exclusion; this could impact on how they are able to access services. The impact of the funding on workforce capacity may mean that some services cannot be provided face to face locally in some areas. For children and young people with complex needs, this may negatively impact on travel time required and result in increased time away from education.		
Staff Experience:	Providing services in a more joined up way, aligning across the system, applying the principles of Making Every Contact Count and wrapping around children and young people in the community will bring	Financial envelope may result in less capacity in terms of workforce, resulting in higher caseloads for staff. Higher caseloads, longer waiting times and services being provided in a different way eg digitally may result in	12	The new model may mitigate some of these negative impacts. Staff who are at least partly colocated and/or working as part of a wider multi-disciplinary team will feel more connected and supported to their peers, their team and the wider system. Provider policies (which will be robustly reviewed as part of the recommissioning process) will be utilised by the provider to ensure staff remain safe eg lone worker policy, reducing violence policy, quality and safety monitoring, and training.

	greater job satisfaction to staff. This may reduce levels of staff sickness and increase recruitment and retention. Staff training, as well as access to employee support services as appropriate will be championed by the provider(s) to help keep staff safe and supported. The provision of a Freedom to Speak Up Guardian within the provider will also continue. These will continue to be measured via our regular contract review monitoring cycles, along with attrition rates, reasons for sickness, reasons for leaving, etc.	families feeling frustrated; this may present as anger and/or aggressive behaviour towards staff. These negative impacts may lead to increased levels of sickness, burnout and attrition. There may also be a reputational risk to the Provider(s) as a result; this may then be reflected in further recruitment challenges.		
Organisation Experience:	The Provider(s) will be an integral part of the wider system provision to meet the needs of children and young people. This will ensure closer networks and relationships across the system, sharing learning, support, etc and ultimately improving the experience for staff and our population. This will	The funding envelope for the new model may result in less capacity eg workforce to provide services. This could have a negative impact on the wider system, as the unmet need would impact on other areas eg acute services, primary care, etc. This may result in tensions between provider organisations, with the risk of	12	The new model reflects the funding envelope; this may be able to mitigate some of these challenges but not all. Provider(s) will need to ensure they have positive networks and relationships to enable collaborative system working. Provider(s) will need to ensure that service provision and access is clearly articulated to families, carers, referrers (including 111) and the wider system eg via communications, website, Directory of Services, etc.

	also lead to improved outcomes and life chances for our children and young people.	the needs of children and young people not being met appropriately. There may also be a negative reputational risk to the provider(s) as a result.		

6. Detailed Quality Impact Assessment *(Delete if not required)*

This additional more detailed quality impact assessment **should only be completed** if the initial quality impact assessment indicates a high risk (15 or above) in one or more areas. This detailed assessment along with the QEIA and business case should be submitted to the next available Quality and Performance Assurance Committee, to ensure scrutiny from a quality perspective.

1. Summary of strategy, policy, service(s) or function(s) being assessed:
Recommissioning of Children's Community Health Services, with the new contract to go live on 1 April 2025.
2. What are the benefits of approving this scheme?
The current contract is due to finish on 31 March 2025 and a new contract needs to be mobilised so that there is no gap in service delivery. The proposed model provides a framework against which services can be delivered and alignment with system ambitions for integration to be achieved, and will be delivered at scale, home, community and place where possible:

Do Once (design and deliver) at pan Surrey level	Design at pan Surrey level but deliver at the 5 (including Surrey Heath and Farnham) places	Design and deliver 5 times at place
e.g. digital, overarching workforce planning, specialist provision (asylum support, continuing care), prevention focus and understanding of inequalities/inequities.	e.g. 0-19 services, CCN, therapy and special school nursing (at school level)	e.g. a family social prescribing offer, connecting with communities through integration with Family Centres, Early Help offers, local engagement forums

3. What are the high risks that have been identified in relation to this scheme?

1. Emerging needs and continued population demand remains unmet. Children and families will seek support from elsewhere including independent provision to fulfil statutory requirements within Education Health and Care Plan, primary and secondary care services for general health response.
2. Reduction or stop to earlier identification and support because focus will be on clinical demand and need.
3. Statutory responsibility - Risks to vulnerable groups of children (as detailed in previous sections)
4. Move further toward only providing statutory assessment and care for children with additional (SEND) or complex needs. Knock on effect would be more requests for EHCPs because this would be seen by children and families, schools as the only way to access services. Non delivery of these activities resulting in further tribunals and distress for families.
5. Financial envelope not attractive to current and any new providers.
6. Will not alleviate cost pressures from continuing care even if new model delivered (preferred option agreed)
7. Morale of the existing workforce is impacted, and retention becomes an increased challenge.
8. Reputational risk and quality of care.
9. Quality of care and caseload increase to levels that are deemed unsafe.

4. What can be put in place to mitigate these high risks?

1. Planning and understanding service delivery at different geographies (as per the proposed model) will help oversight of impact of the changes in different places and to different communities.
2. Limited mitigation possible due to workforce already holding higher than expected caseloads. The Inclusion Service that has previously supported unmet needs of emerging populations including asylum seeking families and Gypsy Roma travellers will no longer be directly

funded. Support will be offered through the Targeted aspect of the health visiting and school nursing services. The provider will need to manage balancing support to the wider population with delivery to these children and families.

3. Web based information, maintenance of Advice Lines.
4. System tolerates longer waiting lists and not being in statutory timeframes. System tolerates out of contract funding requirements for children's whose needs and provision are described within a statutory plan.
5. Test at market and through potential dialogue approach to contract award. Detail what is deliverable / prioritised – commissioners and provider together.
6. Go out as separate LOT for children's continuing care. Separate some of the financial risk from the provider by resourcing separately under a framework or other arrangement.
7. Clarity on priorities for delivery, support provider in stopping activity and build 'Thrive' type approach for wider support from the system (primary care, schools, social care).
8. Ensure potential gaps in service are identified and mitigated against where possible

5. After mitigation, what risks would remain?

- High caseloads
- Longer waiting lists and not being seen within statutory timeframes
- Not being able to deliver provision described within a statutory plan and the system tolerating out of contract funding
- Possible and potential harm due to delay in service to children and young people and also caseload for the provider workforce.

6. What are the risks if this scheme is not approved?

The procurement will breach contractual limits and system may need to enact emergency powers to maintain current service delivery.

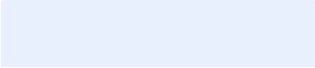## 7. Action plan and monitoring arrangements

Mitigations need to be taken forward for action. Include these in your overall programme or policy management and development procedures, you do not need to detail them here.

These are included within our risks.

8. Recommendation

Based on your assessment, please indicate which course of action you are recommending to decision makers. **You should explain your recommendation in the blank box below.**

Outcome No.	Description	Tick
Outcome One (NB this outcome is rare)	**No major change to the service/function/policy required.** This QEIA has not identified **any** potential for discrimination or negative impact, and all opportunities to promote equality have been undertaken. Proceed and review QEIA periodically.	☐
Outcome Two	**Adjust the service/function/policy** to remove barriers identified by the QEIA or better advance equality. Are you satisfied that the proposed adjustments would remove the barriers you identified? Proceed with adjustments, amend and review QEIA periodically.	☐
Outcome Three	**Continue with the service/function/policy** despite potential for negative impact or missed opportunities to advance equality identified. You will need to make sure the QEIA clearly sets out the justifications for continuing with it. You need to consider whether there are: • Sufficient plans to stop or minimise the negative impact • Mitigating actions for any remaining negative impacts and plans to monitor the actual impact. Proceed, monitor, and evaluate. Discuss with SRO.	☒
Outcome Four	**Stop and rethink** the service change/proposal/policy when the QEIA shows actual or potential unlawful discrimination. Review with the SRO for this area of work within 28 days of completion of QEIA.	☐
Rationale	The re-procurement is expected to deliver a safe, high quality and cost-effective Children's Community Service to the Children, Young People, parents and carers in Surrey and areas of Frimley that are included in the contract. It needs to go ahead due to the current contract coming to an end on 31 March 2024. The service is aiming to enhance the experience of users, staff and other stakeholders and where necessary/required and will enable improved transition to other children's services and adult services as appropriate. The holistic approach of the new model places it in a key position to effectively meet the needs of children and young people as part of our wider system.	

Signed (director / senior responsible officer)	**Signature**:	**Date:** 08/08/2023
	Job title: **Recommissioning Programme Board**	**Organisation: Other**

SURREY COUNTY COUNCIL

CABINET

DATE:	**23 JULY 2024**
REPORT OF CABINET MEMBER:	**DAVID LEWIS, CABINET MEMBER FOR FINANCE AND RESOURCES**
LEAD OFFICER:	**ANNA D'ALESSANDRO, INTERIM EXECUTIVE DIRECTOR OF FINANCE AND CORPORATE RESOURCES (INTERIM S151 OFFICER)**
SUBJECT:	**2024/25 MONTH 2 (MAY) FINANCIAL REPORT**
ORGANISATION STRATEGY PRIORITY AREA:	**NO ONE LEFT BEHIND / GROWING A SUSTAINABLE ECONOMY SO EVERYONE CAN BENEFIT / TACKLING HEALTH INEQUALITY / ENABLING A GREENER FUTURE / EMPOWERED AND THRIVING COMMUNITIES / HIGH PERFORMING COUNCIL**

Purpose of the Report:

This report provides details of the Council's 2024/25 financial position, for revenue and capital budgets, as at 31st May 2024 (M2) and the expected outlook for the remainder of the financial year.

Regular reporting of the financial position underpins the delivery of all priority objectives, contributing to the overarching ambition to ensure No One Left Behind.

Key Messages – Revenue

- Local government continues to work in a challenging environment of sustained and significant pressures. **At M2, the Council is forecasting an overspend of £15.3m against the 2024/25 revenue budget.** The details are shown in Annex 1 and summarised in Table 1 (paragraph 1 below).

- **Directorates are working on developing mitigating actions to offset forecast overspends** and deliver services within available budgets.

- In addition, and in response to the in-year financial position and an anticipated significant medium term budget gap, a number of spending, procurement and recruitment control measures have been implemented. These controls will be closely monitored, impacts tracked and reported.

- Alongside the identification of these areas of focus, the Council has assessed the level of reserves, balancing the need to ensure ongoing financial resilience with the need to ensure funds are put to best use. The level of reserves held by the Council provides additional financial resilience should the residual forecast overspend not be effectively mitigated before the end of the financial year.

Key Messages – Capital

- The Capital Programme Panel, alongside Strategic Capital Groups, has undertaken an assurance review of the capital programme to ensure deliverability. This has resulted in a re-phased budget being recommended for 2024/25.

- At M2, capital expenditure of £313.4m is forecast for 2024/25, in line with the re-phased budget.

Recommendations:

It is recommended that Cabinet:

1. Notes the Council's forecast revenue budget and capital budget positions for the year.
2. Notes the additional grant funding secured by Public Health and Communities & Prevention services in the Adults, Wellbeing & Health Partnerships Directorate as set out in paragraphs 6, which will be allocated to the AWHP Directorate to spend in line with the grant conditions.
3. Approves the re-phased capital budget of £313.4m for 2024/25.

Reason for Recommendations:

This report is to comply with the agreed policy of providing a monthly budget monitoring report to Cabinet for information and for approval of any necessary actions.

Executive Summary:

1. At M2, the Council is forecasting a full year overspend of £15.3m against the revenue budget. This is a £7.9m deterioration on the M1 position. Table 1 below shows the forecast revenue budget outturn for the year by Directorate (further details are set out in Annex 1):

Table 1 - Summary revenue budget forecast variances as at 31st May 2024

	M2 Forecast	Annual Budget	Forecast Variance
	£m	£m	£m
Adults, Wellbeing & Health Partnerships	517.1	510.2	6.9
Children, Families and Lifelong Learning	299.0	291.6	7.4
Environment, Infrastructure & Growth	183.1	182.1	1.0
Surrey Fire and Rescue Service	43.9	43.9	0.0
Customers, Digital & Change	49.3	49.3	0.0
Finance & Corporate Resources	26.9	27.0	0.0
Communications, Public Affairs and Engagement	2.8	2.8	0.0
Central Income & Expenditure	101.5	101.5	0.0
Directorate position	1,223.7	1,208.4	15.3
Contingency	0.0	0.0	0.0
Corporate Funding	(1,208.4)	(1,208.4)	0.0
Overall	15.3	(0.0)	15.3

2. The forecast overspend relates primarily to the following:

- **Adults, Wellbeing & Health Partnerships - £6.9m overspend, £6.9m increase from Month 1 position**, which relates to two main pressures in **Adult Social Care**:

    An **overspend of £4.6m is forecast on the care package budget**. The 2023/24 outturn report flagged that an estimated £7.4m pressure was likely to carry over in

2024/25 due to care package spending commitments increasing in the latter part of 2023/24. The M2 monitoring position incorporates the impact of these pressures, offset by a forecast £2.2m surplus on assessed charges income and an assumption that demand growth can be avoided in the remainder of the year.

An **overspend of £2m forecast on staffing budgets** due to:

i. £0.5m forecast underachievement against the £1m 2024/25 workforce reconfiguration efficiency target due to significant waiting times and backlogs, with additional transformation monies required to deliver Care Act duties and compliance. Opportunities for workforce efficiencies continue to be explored, including through a diagnostic review of the service being led by Newton Europe.

ii. £0.5m relating to additional expenditure to address the backlog with Deprivation of Liberty Safeguard (DoLS) assessments which is a statutory responsibility. Determining the right model and funding for DoLS is being considered as part of AWHP's transformation and improvement programme, including reflecting advice from the Association of Directors of Adult Social Services (ADASS). The outcome of this will be factored into the Council's Medium Term Financial Strategy (MTFS).

iii. Improved recruitment and retention to deliver core statutory duties has meant that there is now a financial pressure of £1m against the budgeted vacancy factor. As set out above, work is ongoing to determine the future staffing requirement to meet core statutory duties which will influence both the in-year staffing costs and future staffing budgets.

In order to mitigate the pressures forecast above, AWHP's leadership team is working to develop refreshed efficiency plans. In addition, the transformation programme is seeking to deliver changes that will put Adult Social Care on a more sustainable footing in the medium term. Newton Europe has been commissioned to undertake a diagnostic review of the service, which will support in identifying and prioritising opportunities to deliver further efficiencies. Early indications confirm effective practice and better utilisation of existing resources will release significant efficiencies. Areas for focus are maximising the utilisation and effectiveness of reablement, reducing admissions into residential and nursing homes through improved practice, and supporting more people to live independently at home through better utilisation of existing Technology Enabled Care and community prevention resources.   These themes fully align with the transformation programme, however as the size of the opportunity becomes clear, prioritisation of existing resources and further investment may be required.

- **Children, Families and Lifelong Learning - £7.4m overspend, unchanged from Month 1,** which relates to Home to School Travel Assistance (further increased overspend has also been highlighted as a risk). This reflects several factors, including growth in eligible SEN pupil numbers exceeding the initial assumptions applied at the time of budget setting. New modelling taking account of current trends has led to the recognition of increases in demand profiles, which has in part been led by additional in year placements being made through the EHCP recovery work.

Also contributing to the spend pressures is the continued increases in rates, due to supply and demand issues in the driver market. There continues to be a significant

number of solo route arrangements, which are regularly reviewed to maximise shared arrangements on compatible routes.

There are multiple activities in hand to tackle the forecast spend increases in Home to School Travel Assistance. A Member and officer oversight group has been set up to review, monitor and target proposed mitigations, which include the following:

- Adherence to policies will be reviewed, working with SEND to look at the implications from EHCP on transportation and developing processes to consider the wider implications.
- Continue promoting more cost-effective arrangements to meet demands through personal budgets and railcards. Continuous optimisation of routes within the limitation of contractual obligations.
- Continue to develop relations with key strategic providers and review of our commissioning arrangements and dynamic purchasing systems across the council as whole as part of Freedom to Travel programme to stimulate the market and drive better pricing.

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- **Environment, Transport & Infrastructure - £1m overspend, £1m increase from Month 1,** which relates to waste management and primarily reflects market prices remaining high for dry mixed recyclables.

3. In addition to the forecast overspend position, emerging risks and opportunities are monitored throughout the year. Directorates have additionally identified net risks of £20.4m, consisting of quantified risks of £22.9m, offset by opportunities of £2.5m. These figures represent the weighted risks and opportunities, taking into account the full value of the potential risk or opportunity adjusted for assessed likelihood of the risk occurring or opportunity being realised.

4. Directorates are expected to take action to mitigate these risks and maximise the opportunities available to offset them, to avoid these resulting in a forecast overspend against the budget set.

5. In recognition of the challenging financial position, in-year spending controls have been implemented, including recruitment and procurement controls. Outcomes from these controls will be monitored and reported.

Additional External Grant Funding

6. Public Health and Communities & Prevention services within the Adults, Wellbeing & Health Partnership Directorate (AWHP) have been awarded the following external grant funding. This funding is proposed to be allocated to the AWHP budget to fund prescribed services in line with the grant conditions.

- £5.3m of Health Determinants Research Collaboration Grant (HDRC) from the National Institute of Health Research (NIHR) to fund a programme to build and strengthen research capacity and capability, allowing more evidence-based decisions impacting health and health inequalities. The Council will work in close partnership with University of Surrey to achieve these outcomes. The programme is due to run from January 2025 for five years.

- Up to £6.4m of WorkWell Grant from the Department for Work & Pensions (DWP), as a result of a joint bid by the Council and Surrey Heartlands. The grant aims to assist adults who are economically inactive due to extended sick leave or health conditions to find or maintain employment and achieve success in the workplace, which should

help to reduce demand on public services in Surrey. The programme will run until 31 March 2026.

- Up to £6.3m of Individual Placement Support in Primary Care (IPSPC) Grant, also from the DWP. The purpose of the grant is to provide employment support to adults with severe mental health issues or with physical disabilities to help them access and maintain work in the longer term. The programme will be delivered in 2024/25.

Dedicated Schools Grant (DSG) update

7. The table below shows the projected forecast year-end outturn for the High Needs Block.

Table 2 - DSG HNB Summary

2024/25 DSG HNB Summary	Budget £m	Forecast £m	Variance £m
Education and Lifelong Learning	234.0	234.0	0
Place Funding	26.1	26.1	0
Children's Services	2.3	2.3	0.0
Corporate Funding	2.0	2.0	0
TOTAL	264.4	264.4	0.0
FUNDING	-225.4	-225.4	0.0
In-Year Deficit	39.0	39.0	0.0

8. The Council remains within the spending profile of the Safety Valve to date and is currently forecasting to be within the budget profile for 2024/25.

9. The first monitoring report for the Safety Valve agreement in 2024/25 has been submitted to the Department for Education at the end of May 2024 in line with the deadline. We await confirmation of a first payment.

10. To date, the Council has received £76.27m in Safety valve payments (76% of the total DfE contributions) with a remaining £23.73m due to be paid over the next three years. Our Safety Valve monitoring report confirmed that the Council remains on track with its agreed trajectory, although also noted continued pressures both from demand within the system and through cost inflation.

Capital Budget

11. The 2024/25 Capital Budget was approved by Council on 6th February 2024 at £404.9m. The Capital Programme Panel, working alongside Strategic Capital Groups, has undertaken a detailed review of the programme to validate and ensure deliverability. The re-phased capital programme reduces the 2024/25 budget to £313.4m, as set out below. At month 2 there is no forecast variance to this re-phased position.

Strategic Capital Groups	Rephased Annual Budget £m
Property	
Property Schemes	131.4
ASC Schemes	1.6
CFLC Schemes	2.6
Property Total	**135.6**
Infrastructure	
Highways and Transport	123.7
Infrastructure and Major Projects	28.7
Environment	9.0
Surrey Fire and Rescue	2.5
Infrastructure Total	**163.9**
IT	
IT Service Schemes	13.9
IT Total	**13.9**
Total	**313.4**

Consultation:

12. Executive Directors and Cabinet Members have confirmed the forecast outturns for their revenue and capital budgets.

Risk Management and Implications:

13. Risk implications are stated throughout the report and each relevant director or head of service has updated their strategic and or service risk registers accordingly. In addition, the Corporate Risk Register continues to reflect the increasing uncertainty of future funding likely to be allocated to the Council and the sustainability of the Medium-Term Financial Strategy. In the light of the financial risks faced by the Council, the Leadership Risk Register will be reviewed to increase confidence in Directorate plans to mitigate the risks and issues.

Financial and Value for Money Implications:

14. The report considers financial and value for money implications throughout and future budget monitoring reports will continue this focus.

Section 151 Officer Commentary:

15. The Council continues to operate in a very challenging financial environment. Local authorities across the country are experiencing significant budgetary pressures. Surrey County Council has made significant progress in recent years to improve the Council's financial resilience and whilst this has built a stronger financial base from which to deliver our services, the cost of service delivery, increasing demand, financial uncertainty and government policy changes mean we continue to face challenges to our financial position. This requires an increased focus on financial management to protect service delivery, a continuation of the need to deliver financial efficiencies and reduce spending to achieve a balanced budget position each year.

16. In addition to these immediate challenges, the medium-term financial outlook beyond 2024/25 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for the majority of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority, in order to ensure the stable provision of services in the medium term.

17. The Council has a duty to ensure its expenditure does not exceed the resources available. As such, the Section 151 Officer confirms the financial information presented in this report is consistent with the Council's general accounting ledger and that forecasts have been based on reasonable assumptions, taking into account all material, financial and business issues and risks.

Legal Implications – Monitoring Officer:

18. The Council is under a duty to set a balanced and sustainable budget. The Local Government Finance Act requires the Council to take steps to ensure that the Council's expenditure (that is expenditure incurred already in year and anticipated to be incurred) does not exceed the resources available whilst continuing to meet its statutory duties.

19. Cabinet should be aware that if the Section 151 Officer, at any time, is not satisfied that appropriate strategies and controls are in place to manage expenditure within the in-year budget they must formally draw this to the attention of the Cabinet and Council and they must take immediate steps to ensure a balanced in-year budget, whilst complying with its statutory and common law duties.

Equalities and Diversity:

20. Any impacts of the budget monitoring actions will be evaluated by the individual services as they implement the management actions necessary In implementing individual management actions, the Council must comply with the Public Sector Equality Duty in section 149 of the Equality Act 2010 which requires it to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

21. Services will continue to monitor the impact of these actions and will take appropriate action to mitigate additional negative impacts that may emerge as part of this ongoing analysis.

What Happens Next:

22. The relevant adjustments from recommendations will be made to the Council's accounts.

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Consulted: Cabinet, Executive Directors, Heads of Service

Annexes:

Annex 1 – Detailed Outturn position

Service	Cabinet Member	Net budget	Forecast	Outturn variance
Public Health	M Nuti	£36.7m	£36.7m	£0.0m
Communities & Prevention	M Nuti	£3.0m	£3.0m	£0.0m
Adult Social Care	S Mooney	£470.6m	£477.4m	£6.9m
Adults, Wellbeing & Health Partnerships		**£510.2m**	**£517.1m**	**£6.9m**
Family Resilience	C Curran	£66.8m	£66.8m	£0.0m
Education and Lifelong Learning	C Curran	£26.2m	£26.2m	£0.0m
Commissioning	C Curran	£2.3m	£2.3m	£0.0m
Quality & Performance	C Curran	£86.7m	£94.1m	£7.4m
Corporate Parenting	C Curran	£111.4m	£111.4m	£0.0m
Exec Director of CFLL central costs	C Curran	-£1.7m	-£1.7m	£0.0m
Children, Families and Lifelong Learning		**£291.6m**	**£299.0m**	**£7.4m**
Highways & Transport	M Furniss	£68.3m	£68.3m	£0.0m
Environment	M Heath/ N Bramhall	£82.8m	£84.7m	£2.0m
Infrastructure, Planning & Major Projects	M Furniss	£2.5m	£2.5m	£0.0m
Planning Performance & Support	M Furniss	£3.4m	£2.5m	(£1.0m)
Land & Property	N Bramhall	£23.8m	£23.8m	£0.0m
Economic Growth	M Furniss	£1.2m	£1.2m	£0.0m
Environment, Infrastructure & Growth		**£182.1m**	**£183.1m**	**£1.0m**
Surrey Fire and Rescue	K Deanus	£40.4m	£40.4m	£0.0m
Safer Communities	K Deanus	£1.0m	£1.0m	£0.0m
Emergency Management	K Deanus	£0.7m	£0.7m	£0.0m
Trading Standards	D Turner-Stewart	£1.8m	£1.8m	£0.0m
Surrey Fire and Rescue Service		**£43.9m**	**£43.9m**	**£0.0m**
Armed Forces and Resilience	K Deanus	£0.1m	£0.1m	£0.0m
Comms, Public Affairs & Engagement	T Oliver	£2.7m	£2.7m	£0.0m
Communications, Public Affairs and Engagement		**£2.8m**	**£2.8m**	**£0.0m**
Active Surrey	D Lewis	£0.0m	£0.0m	£0.0m
Coroners	K Deanus	£4.6m	£4.6m	(£0.0m)
Customer Services	D Turner-Stewart	£3.1m	£3.2m	£0.1m
Customer Experience	D Turner-Stewart	£0.0m	£0.0m	£0.0m
Customer and Communities Leadership	D Turner-Stewart	£0.7m	£0.7m	£0.0m
Design & Change	D Lewis	£2.9m	£2.7m	(£0.2m)
Heritage	D Turner-Stewart	£0.9m	£0.9m	£0.0m
Information Technology & Digital	D Lewis	£21.4m	£21.4m	£0.0m
Libraries Services	D Turner-Stewart	£7.8m	£7.8m	£0.0m
People & Change	T Oliver	£9.3m	£9.3m	£0.1m
Registration and Nationality Services	D Turner-Stewart	-£1.7m	-£1.7m	(£0.0m)
Surrey Arts	D Turner-Stewart	£0.4m	£0.4m	£0.0m
Transformation Programmes	D Lewis	£0.0m	£0.0m	£0.0m
Customers, Digital & Change		**£49.3m**	**£49.3m**	**£0.0m**
Finance	D Lewis	£9.0m	£9.2m	£0.3m
Joint Orbis	D Lewis	£6.2m	£6.2m	£0.0m
Legal Services	D Lewis	£6.2m	£6.2m	(£0.0m)
Democratic Services	D Lewis	£3.9m	£3.9m	£0.0m
Director of Resources	D Lewis	£0.1m	£0.1m	£0.0m
Leadership Office	D Lewis	£1.8m	£1.5m	(£0.3m)
Corporate Strategy and Policy	D Lewis	£1.2m	£1.1m	(£0.0m)
Pensions	D Lewis	-£0.7m	-£0.7m	£0.0m
Performance Management	D Lewis	£0.2m	£0.2m	£0.0m
Procurement	D Lewis	£0.1m	£0.1m	£0.0m
Twelve15	D Lewis	-£1.0m	-£1.1m	(£0.1m)
Finance & Corporate Resources		**£27.0m**	**£26.9m**	**(£0.0m)**
Central Income & Expenditure	**D Lewis**	**£101.5m**	**£101.5m**	**£0.0m**
Directorate position		**£1,208.4m**	**£1,223.7m**	**£15.3m**
Corporate Funding		**-£1,208.4m**	**-£1,208.4m**	**£0.0m**
Overall		**-£0.0m**	**£15.3m**	**£15.3m**

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