

SURREY COUNTY COUNCIL**CABINET**

DATE: 29 JUNE 2021

REPORT OF CABINET MEMBER: MS MARISA HEATH, CABINET MEMBER FOR ENVIRONMENT

LEAD OFFICER: KATIE STEWART, EXECUTIVE DIRECTOR- ENVIRONMENT, TRANSPORT AND INFRASTRUCTURE

SUBJECT: SURREY'S GREENER FUTURES CLIMATE CHANGE DELIVERY PLAN (CCDP)

ORGANISATION STRATEGY PRIORITY AREA: SUPPORTING COMMITMENT TO THE COUNTY ACHIEVING NET ZERO CARBON EMISSIONS BY 2050

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Purpose of the Report:

The purpose of this report is to:

- set out the proposed approach and principles underpinning the first five-year Greener Futures Climate Change Delivery Plan (“the Delivery Plan”) and clarify the role of Surrey County Council (SCC) in implementation and progress already made.
- agree the critical role of the community in delivery of the county’s target to achieve net zero carbon emissions by 2050 and outline a strategy for enabling residents and businesses to play their part.
- confirm the essential role of partners as well as SCC in leading, enabling and inspiring delivery, and therefore the importance of engaging, jointly developing and agreeing the Delivery Plan with those partners, including particularly the districts and boroughs.
- propose a strengthened governance framework for delivery of the Climate Change Strategy including a Greener Futures Board and the development of dynamic and inclusive community engagement as essential elements for successful delivery.

Recommendations:

It is recommended that Cabinet:

1. Approve the proposed approach and principles underpinning the development of the Greener Futures Climate Change Strategy Delivery Plan for achieving net zero 2050;
2. Agree to continue to fully engage partners, in particular districts and boroughs, in developing and shaping the Plan;
3. Agree the pivotal role of behaviour change in delivering the county’s net zero targets and the outline approach for engaging and empowering communities to act;
4. Confirm the crucial role that all partners must play in delivery and approve the establishment of a Greener Futures Board to provide countywide leadership to this agenda;
5. Agree that the full county Greener Futures Climate Change Delivery Plan, the Council’s own Net Zero Delivery Plan and a robust Greener Futures Finance Strategy be brought back to Cabinet in Autumn 2021.

Reason for Recommendations:

Having declared a climate emergency and published the Greener Futures Climate Change Strategy in 2020, it is now essential to have an evidence-based delivery plan that shows how Surrey's target of net zero by 2050 can be achieved.

Surrey County Council has a crucial role to play in delivering and driving this agenda and must ensure that the resources and levers that are within its control, and the influence that can be brought to bear, are utilised to maximum effect.

However, the Council is only one part of the solution, and ultimately all partners must play their part in the implementation of a jointly developed, owned and delivered plan, with a strong governance framework to provide strategic direction.

Most importantly, delivering the ambitions of the Greener Futures Climate Change Strategy will require a step change in how our communities live, work and play, and therefore the critical role of enabling residents and businesses to make more sustainable choices is highlighted as a major focus.

Executive Summary:

Strategic Context: Surrey's Climate Change Strategy

1. Climate change is the single most substantial challenge our generation faces. In June 2019, the Government announced that the UK would be net zero carbon by 2050. The following month, Surrey County Council declared a climate change emergency and made a commitment that the county of Surrey would be net zero¹ carbon by 2050, in line with the Government's target.
2. In April 2020, Surrey County Council approved **the Surrey Greener Futures Climate Change Strategy 2020-2050**² ("the Strategy") which set targets for the county to become net zero carbon by 2050.
3. There is not one single prescribed pathway to meet net zero by 2050; several different pathways (or combinations of measures) can be taken.
4. Since publication of the Strategy, officers have been working with partners and the University of Leeds to analyse the county's current emissions, and potential pathways for achieving the targets set within the Strategy. This work is enabling the Council and partners to understand the quantum of change needed in detail, the options available, and the potential levers that we will have to deploy to realise the reduction in emissions required.
5. This evidence is now being used to develop a Delivery Plan in collaboration with partners to be presented to Cabinet in the Autumn. This report sets out the approach with which that plan will be developed and the principles underpinning it.

¹ Net zero means achieving a balance between the carbon emitted into the atmosphere, and the carbon removed from it. This balance – or net zero – will happen when the amount of carbon we add to the atmosphere is no more than the amount removed.

² www.surreycc.gov.uk/climatechange

The crucial roles of the community, the Council and partners

6. It is worth first recognising that whilst the Council and its partners clearly have a major role to play in supporting the delivery of the county's net zero targets, it will be the **choices that each and every individual living and working in the county are able and willing to make** as to the way in which they heat their homes and businesses, the way in which they travel around the county, and the way in which they consume more generally that will ultimately determine whether the county is able to meet its emissions reduction targets.
7. As such, the focus of the county's efforts to reach its targets will have to be on both engaging and enabling individuals to make more sustainable decisions and ultimately the behaviour change that this implies. The county's approach will need to be truly innovative, bringing residents and businesses more fully into the heart of what we do but also shaping how we do it. The Council and partners will need to go beyond traditional approaches to consultation and engagement – it will need to be bolder and more ambitious than any time before in truly empowering communities to be a driving force for change across the county.
8. The Delivery Plan that the county and partners develop, and the way in which we monitor and hold ourselves and others to account in its execution, will therefore focus on creating the right environment and the right infrastructure to enable each and every individual in the county to play their part. With this focus in mind, the Council and the public sector more broadly have several key roles in enabling that change.
9. On one level, the Council **must lead by example**, even though the Council's direct emissions make up less than 0.3% of Surrey's overall carbon emissions. Here, the Council's delivery plan for its own net zero carbon target of 2030 will be vital. This plan is being developed and costed alongside the countywide plan and will also be reported to Cabinet in the Autumn.
10. On another level, the public sector's spending power is significant, and as such, influence can be brought to bear on wider commercial and industry emissions through the public sector supply chain.
11. However, most vitally, the Council and its district and borough partners, have a major role in ensuring that the right environment and infrastructure are offered to enable communities to make sustainable choices, but also to help facilitate the investment to make such sustainable choices possible for all of our residents and businesses.
12. As such, it is proposed that the Council's role in delivery the county's net zero target is threefold:
 - a. **Lead** – leading by example and being ambitious in reducing the carbon emissions of the Council's own operations and services, piloting innovative technologies and ways of working to achieve net zero by 2030 as an organisation. In addition, using our commissioning and procurement approaches to strategically drive change through our supply chain and the services we provide.
 - b. **Enable** – identifying, aggregating and scaling up opportunities and projects that reduce carbon emissions across Surrey, facilitating finance or other resources as a catalyst to attract in external investment.

- c. **Inspire** – maximising opportunities that the Council's interface with residents, business and communities provides to influence behaviour change and empower them to take action that leads to real and sustainable change.
13. Vitality, however, it will be crucial that the Council takes a fourth role – in **collaborating** - in order to deliver each of the above roles, working with districts and boroughs, health and other key partners to ensure that every effort is maximised and that these efforts are joined up wherever possible.
14. As identified in the Strategy when originally published, whatever pathway is chosen, there will still need to be systemic national changes such as housing and planning policy, regulation, decarbonisation of the national electricity grid and significant funding made available if the county is to achieve its targets.

Developing a strategic approach to delivery - key principles

15. Due to rapidly changing policy and technology, it is proposed that the Surrey 2050 target will be delivered through a **series of five year Greener Futures Climate Change Delivery Plans** which will set specific carbon budgets and resulting emissions savings targets, and are flexible enough to adapt if policy or circumstances change.
16. The first of these plans is in development, and over coming months, partners including particularly our districts and boroughs but also environmental, health, education and agriculture partners, will be engaged in helping the county to shape this plan. Opportunities will also be taken to engage the community in helping to develop this plan.
17. The plan will build on and complement progress already made by the Council and partners since the original publication of the Strategy in April 2020. This includes:
- **Public Sector Decarbonisation (PSD) Fund** - £1.6m attracted from Government to install heat pumps, solar PV and energy efficiency measures in eight council buildings, including Woodhatch Place.
 - **Green Homes Local Authority Delivery (GH LAD) Fund** - £12m received to date from Government to decarbonise approximately 1200 fuel poor homes across the county. The Council has provided £750k top up funding to enable more costly carbon reduction measures to be installed through this scheme. More funding from Government is anticipated.
 - **Emergency Active Travel Fund** - £6.2m attracted from Government to deliver ten active travel schemes across the county.
 - **Low Carbon in the South East (LoCASE) programme** – funded by the European Regional Development Fund (ERDF), LoCASE provides small and medium sized businesses (SMEs) with grant funding for energy efficiency and decarbonisation measures. The programme will result in £7m investment in Surrey's SMEs and green supply chains by 2023 through ERDF grants and SME contributions.
 - **Ultra Low Emission Bus (ULEB) scheme** - the Council is investing £32M in ULEB, which will be supplemented with fleet replacement investment from bus operators and community transport operators in the county in order to significantly reduce carbon emissions from Surrey's bus fleets as well as improving air quality.
18. Some of the further emerging programmes which are in development and will be tested with partners and the community in the development of the Delivery Plan are outlined in

Table 1 below. This is not an exhaustive list, but it is provided to give an indication of the kind of initiatives and options being explored.

Table 1. A summary of potential and emerging programmes and initiatives, Greener Futures Delivery Plan

Greener Futures Programmes	Description
One 'net zero' public sector estate	Reducing emissions through decarbonising public sector buildings, fleet and supply chains. Measures include retrofitting heat pumps, electrifying fleet and LED lighting. Reducing emissions from services through applying circular economy principles, especially with regards to food waste.
Energy positive communities	Taking a whole place approach to the decarbonisation of communities through retrofitting homes and buildings, decarbonising heat, installing EV infrastructure, and supporting the creation and development of green businesses.
Renewable Energy Generation Solar Surrey +	Maximising Surrey's huge potential for roof and ground mounted solar, which could allow the creation of local supply chains and an opportunity to realise economies of scale through bulk purchasing.
Surrey Transport Plan 4 - Development and Implementation	Surrey Transport Plan, which will be out to consultation over the summer, includes initiatives to reduce emissions from passenger and freight transport through avoiding the need to travel, shifting to active and public travel and improving the energy efficiency of transport modes.
Natural capital and land use management	Capturing and storing (sequestering) carbon through changing land uses, prioritising biodiversity and nature recovery.

19. There are a number of principles on which our approach to delivery will be based. These will feature in the first Delivery Plan, which will be presented to Cabinet in the Autumn following engagement with partners and the community. These are that the Council will:
- **put residents, communities and behaviour change** at the heart of the Delivery Plan, working with communities to deliver real change.
 - **work wherever possible with partners who are critical to delivering the county's targets:** Achievement of the Surrey 2050 net zero target will require action from partners across Surrey from the public and private sector and the community. It is essential therefore that the Delivery Plan and the climate change plans of our partners align and complement each other, so there is countywide ownership of it.
 - **continue to lobby for change in Government policy and investment:** As much as the Council can do to enable the transformational change needed to achieve the county's targets, changes in Government policy and levels of investment in this agenda will still be a pivotal success factor in achieving Surrey's targets. The

Strategy³ set out 17 key asks of Government, and many of these asks remain relevant. Therefore, continued lobbying of Government for key changes and support will be an essential element of the Delivery Plan. For instance, it is our intent to join UK100 and ADEPT Clean Growth Blue Print Coalition to support such lobbying efforts.

- **be bold in putting carbon reduction at the heart of each and every decision it makes:** It must be recognised that achieving our climate change ambitions is about everything we do, and we must ensure that all Council decisions on policy, strategy, commissioning and procurement are seen through the lens of their impact on the environment and ultimately, contribute to the delivery of net zero carbon.
- **utilise and develop new and innovative finance mechanisms where appropriate as these will be critical to enabling the Council and partners to deliver efficient and sustainable infrastructure:** The level of investment needed to deliver our net zero carbon targets will be significant. There will be a need to develop a robust finance strategy which identifies new ways of funding the initiatives and infrastructure needed to deliver net zero carbon that maximises external investment and complements public sector funding. It is proposed that a Greener Futures Finance Strategy be developed and brought back to Cabinet in Autumn 2021, alongside the Delivery Plan.
- **require some degree of offsetting, but this offsetting must be meaningful:** In order to achieve our 2050 and 2030 targets, it is likely that there will be a need for an element of carbon offsetting. How much offsetting is undertaken will be minimised as much as possible. Where there is a need to offset, the offsetting activity will be used to drive real change as locally as possible, for example to offset the Council's emissions by supporting development of renewable energy across Surrey, or focusing on targeted nature recovery.
- **make every effort to ensure that no one is left behind in the delivery of the county's targets:** It should be recognised that implementing the Delivery Plan may sometimes result in unintended consequences and that some Surrey residents or Council staff could be adversely affected if care is not taken to consider these potentially unfair impacts. This will be avoided where possible and mitigated if not, and will form part of the Delivery Plan's approach to Equalities Impact Assessments (see Equalities and Diversity section below).

Harnessing the power of residents and communities

20. Residents' desire to inform and lead Surrey's carbon reduction and wider environmental agendas has been demonstrated through numerous consultation and engagement activities to date, including the Greener Futures Design Challenge⁴ in 2019/20, where the Council held a competition encouraging community groups to submit proposals within their local areas. Ten projects were selected, and the Council provided support and funding to the groups to develop their proposals into defined projects, several of which received external funding which enabled them to be launched.

³ Surrey County Council, *Surrey Climate Change Strategy 2020 – 2050*, April 2020, p.16
www.surreycc.gov.uk/climatechange

⁴ The Greener Futures Design Challenge was shortlisted for an IEMA Sustainability Impact Award in 2020
<https://iemaawards.net/shortlist-2020/>

21. The Council is committed to continuing to build upon the power of communities to take a leading role in shaping and delivering the way we decarbonise the county. Over the summer, officers and members will work together to drive engagement activity on the emerging Delivery Plan, making connections with communities. This will be achieved through a range of approaches which could include focus groups, citizens assemblies, digital engagement platforms, and informal dialogue. This approach will enable the Delivery Plan to build in local opportunities and priorities.
22. We are also reliant on residents taking a leading role in delivering carbon reduction programmes and initiatives in their communities. To this end, in August we will launch an initiative to encourage and support the formation of community energy groups in Surrey, as the basis for creating 'Energy Positive Communities'. This will build on the number of local, community funded (and owned) renewable energy generation, community heat, EV infrastructure schemes in the county and will enable these new groups, and the communities that they serve, to access relevant funding opportunities.
23. By harnessing the power of our residents and communities, we will ensure that the Delivery Plan is supported and owned by local communities in Surrey, improving the chances that meaningful carbon reduction is achieved and Surrey's green economy flourishes. It will also result in residents feeling more connected to their local communities, with the tools to deliver local priorities.
24. In addition to the proposed resident engagement, we will also engage with district and borough councils, and stakeholders from key sectors such as wider environmental partners and those from health, education and agriculture sectors through a series of both online and in person workshops, seminars and other events prior to launching to continue to shape the emerging Delivery Plan.
25. This engagement will crucially depend on partners proactively coming to the table to work with the Council and others as part of this process. It will ensure that the countywide plan builds on and adds value to the delivery and action plans that many of these key partners have in place already, identifies opportunities for further collaboration, and ultimately ensures that the sum total of individual organisations' plans add up to the targeted reductions needed to deliver net zero by 2050. The Delivery Plan will demonstrate strong collaboration between all partners, linking all our ambitions for tackling climate change and ensuring inclusivity.

Establishing a new governance for driving change

26. As outlined above, partnership and collaboration will be crucial to achieving our carbon reduction targets as a county. To that end, it is proposed that a countywide approach to governance is established.
27. The proposed approach is a strategic, cross sector, multi-agency partnership approach which includes partners, decision makers and the community – all of which have a key role in delivering the environment and climate change agenda across Surrey.
28. It is proposed that a **Greener Futures Board (GFB)** is established, with senior representatives from Surrey's public and private sectors and MPs, as well as relevant representatives with expertise in the climate change and related agendas. This board will provide a high-level steer and leadership from an environmental, social and economic perspective. A draft terms of reference is provided at **Annex 1** which sets out the

proposed scope and objectives, as well as representation that will be sought for the GFB. The detail of these terms will be finalised with the Board when established.

29. As indicated in **Annex 1**, supporting governance will be established to ensure a truly partnership approach is in place to deliver the strategic direction set by the GFB. The **Greener Futures Strategic Delivery Board (GFSDB)** will bring together the key local partners, including districts and boroughs, at a senior level responsible for delivery of the agenda and will be responsible for driving implementation providing strategic delivery advice, guidance and challenge. It will also provide a link to other relevant partnerships.
30. The **Greener Futures Environment and Climate Change Delivery Network** will bring together those responsible for implementation of action on the ground and will ensure joined up delivery across key partners including particularly the 12 local authorities, as well as key agencies including the Environment Agency.
31. Within the Council itself, it is suggested that as part of these new governance arrangements, there is a dynamic cross party approach to scrutiny of this agenda – driven by the Council’s Communities, Environment and Highways Select Committee and building upon the approach which was adopted in 2019 for the development of the Climate Change Strategy. As part of this approach, it is also suggested that new ways in which communities are engaged in providing input will be explored and reported as part of the Delivery Plan when it is presented in the Autumn. The Select Committee’s views will be sought to shape this approach.

Risk Management and Implications:

32. To support the Delivery Plan, a risk management plan will be developed, identifying the immediate and long-term risks to both its achievement and impact. This risk management plan will be a live document that is monitored and reviewed as and when required, but at a minimum annually. In addition, financial and non-financial risks will be considered by programme managers for each of the actions, projects and initiatives independently.

Financial and Value for Money Implications and Section 151 Officer Commentary:

33. It is proposed that a key role for the Council, working with local authority colleagues, will be to facilitate financing across the public, private and community sectors. As a core principle, where possible external grant funding sources will be maximised first, and projects will be developed on an invest to save basis. SCC will be one of many partners, and how those partners work together will be critical to the success of delivery of the county’s 2050 target.
34. Where Council investment is proposed, e.g. for measures on its own estate or where there is market failure, the aim will be to repay that investment through future savings, including reduced energy costs, wherever possible. Any investment by the Council will be subject to approval through the appropriate decision route.
35. In order to enable the Council and partners to effectively work together to finance the scale of investment needed, a Greener Futures Finance Strategy is being developed by officers, alongside appropriate financial expertise. This will come back to Cabinet in the autumn alongside the Delivery Plan.

Legal Implications:

36. Although delivering against the county's and SCC's own net zero carbon target is considered by the Council to be one of its top four organisational priorities, there is currently no legal obligation for the Council to deliver against its or the UK Government's net zero carbon target. However, it is expected that the Government's own Net Zero Strategy, expected to be published in coming months, may include incentives or requirements for local authorities to deliver on these targets.
37. In addition, the measures identified in the Delivery Plan will have their own legal implications, which will be considered and reported as part of the appropriate decisions taken in respect of these projects.

Equalities and Diversity:

38. An initial equalities impact assessment (EIA) has been completed for the development of the Delivery Plan.
39. The findings from the EIA identify that this Plan will impact upon everyone who lives, works and travels in the county, including residents and communities, SCC staff and public and private sector organisations.
40. It is critical that the Council and partners recognise and mitigate negative impacts on any groups of residents – not just those within currently regulated protected characteristics, but also considering differences in socioeconomic conditions. In respect of the latter, for instance, it will be critical to ensure that disincentives for carbon emissions do not unfairly impact those that have lower than average income.
41. As such, further EIAs will be undertaken as early as possible in the development of the initiatives to ensure that these impacts are understood and that no one is left behind.

Other Implications:

42. 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 arising from this report
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report
Environmental sustainability	An Environmental Sustainability Assessment (ESA) will be required for the actions developed as part of the Greener Futures Climate Change Delivery Plan.
Public Health	Some of the actions developed as part of the Delivery Plan will have public health benefits. These will be

	highlighted in the relevant reports as these initiatives are developed.
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What Happens Next:

43. Next steps include:

- a. The approach to the development of the Delivery Plan 2021-25 will be discussed at a Special Select Committee meeting which will take place on 22 June 2021;
- b. A period of resident and stakeholder engagement will be undertaken on the emerging Delivery Plan following Cabinet approval of the recommendations in this report;
- c. Officers will continue to develop the following documents which will be brought to Cabinet in Autumn 2021:
 - Greener Futures Climate Change Delivery Plan
 - Greener Futures Finance Strategy
 - Fully costed Delivery Plan for the Council's 2030 net zero target;
- d. The Delivery Plan will be formally launched at a 'Surrey Greener Futures Summit' in November to align with COP26

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Consulted:

Details of consultation are included above. Consultees include:

- Residents and community groups (through targeted focus groups feedback from Greener Futures Commonplace platform)
- Officers from relevant services including Transport, Finance, Communities, Legal, Planning
- Borough and district officers with responsibility for mitigating and adapting to climate change
- Select Committee
- Cabinet
- Coast to Capital and Enterprise M3 LEPs

Annexes:

Annex 1 – Greener Futures Board and Partnership Terms of Reference

Annex 1

GREENER FUTURE BOARD DRAFT TERMS OF REFERENCE

Purpose:

The Greener Future Board brings together a powerful alliance of key stakeholders, partner organisations and influential parties to strategically lead the delivery of Surrey's Greener Futures ambition and specifically the delivery of the Climate Change Strategy, whilst also working with other Surrey Ambition Boards to deliver wider social, health and economic benefits.

Objectives

1. Provide strong collective and collaborative leadership on the Greener Future agenda and specifically climate change and net zero carbon emissions, driving and supporting stakeholders to take effective action now, while maintaining a long-term perspective, ensuring cohesion between relevant Surrey-wide strategies and plans.
2. Secure agreement on, connect, align and mobilise key stakeholders to enact the Greener Future Climate Change Strategy and Delivery Plan at the scale needed to achieve the county's challenging targets.
3. Act as a voice for Surrey on the Greener Future ambition and on climate change, raising the profile of the agenda and making links to Government, sub-regional partnerships and agencies and utilities, to support delivery.
4. Act as a trusted and independent body on climate change in Surrey fulfilling a 'critical friend' role, monitoring and challenging progress and ambition and holding partners and stakeholders to account.
5. Make the connections between the climate change agenda and Surrey's other major strategic ambitions – growing a sustainable economy, tackling health inequalities and empowering communities – maximising opportunities to link the delivery of these aspirations where appropriate and particularly where such links help to deliver greatest value for money.
6. Engage on, communicate and raise awareness of issues, priorities, activity and delivery and promote and celebrate success, to reinforce positive attitudes and behaviours that underpin the achievement of the county's ambition to address climate change.

Membership

Core membership will include, but not be limited to representation from Surrey County Council; district or borough councils; health sector; education sector; voluntary, community, faith sector; the business sector; and a selection of relevant experts in climate change.

Responsibilities

The Greener Future Board will not be directly responsible for managing and running services, but will consider the quality and impact of activities and services across partner organisations. The Board does not have direct responsibility for funding and budgets, other than in the event that

these are assigned to it. The Board will provide advice to partner organisations' senior decision makers supporting the strategic decision making process.

The views, involvement and experiences of local people will be central in influencing the priorities, work and decisions of the Board and Partnership. The Board's work will therefore be informed by engagement with local residents through a variety of channels.

Supporting governance

The **Greener Future Strategic Delivery Group**, will bring senior decision makers responsible for delivery of the agenda across local Surrey partners, including the County Council, district and borough councils, and other partners in the health, environment and education sectors. The Strategic Delivery group will be accountable to and report into the Greener Futures Board. It will be responsible for driving and ensuring implementation and will provide advice, guidance and challenge around the delivery and co-ordination of individual projects and programmes.

The **Greener Future Officer Network** will bring together those officers responsible for direct delivery on the ground, and will ensure joined up communication and delivery across key partners including particularly the 12 local authorities, as well as key agencies including the Environment Agency. The Network will report into and be responsible to the Strategic Delivery Group.

Way of working

The Board will seek to achieve consensus through discussion. Any vote will be by a simple majority of members in attendance. The Chair has the casting vote if needed.

The manner in which the Board conducts its work will support a collaborative culture and foster good partnership working. Where issues and/or decisions of the Board require input and/or ratification by other bodies, the relevant Board Member shall seek such input/ratification whenever possible, in advance of any meeting of the Board or promptly thereafter.

Frequency of meetings

The Greener Future Board, Strategic Delivery Group and Network will meet at least quarterly, although there may be a need for additional meetings as required.