

WEDNESDAY 8 FEBRUARY 2023

DELIVERING IN PARTNERSHIP: TOWNS – THE NEXT PHASE

Purpose of report. To:

- i) set out why using a towns footprint is the optimum approach to addressing priorities in individual localities, including reducing health inequalities, improving equality of opportunity and access to services, the delta in life expectancy, community engagement, all of which are known key issues and require a multi-agency, system approach,
- ii) update the Committee on the proposed extension of the programme of delivering in partnership in towns and
- iii) seek the Committee's views and contribution to the next phase of the work, including the suggested priority towns for the next phase, and the ongoing engagement with and role of Members in those towns.

INTRODUCTION

Surrey's context

1. Surrey has a range of unique features, strengths and qualities as well as serious challenges which can be masked by the comparative attractiveness, and prosperity of the county. Some of these challenges include:
 - **Demography** – Surrey has a growing and aging population - 1.19 million residents is expected to grow to 1.21 million by 2030. By 2030 the proportion of working age residents (16-64) and of younger people is expected to decrease with a 29 per cent increase the number of over 85 year olds, meaning more people living with ill health and conditions such as dementia, social isolation, and loneliness, as well as impacting the local labour market.
 - **Health and wellbeing** - Life expectancy varies considerably across the county. Between wards there is a 10-year gap in life expectancy for males (76-86), and a 14-year gap for females (80-94). Average ratings of well-being have deteriorated across all indicators in the year ending March 2021, most profoundly observed with mental health. Ethnic minority groups and LGBTQIA+ people typically have poorer health outcomes and experiences of healthcare.

- **Economy** – Surrey’s strong economy has more recently grown at a slower rate than other parts of the country. While attractive to business, the rate of business births and growth are falling in comparison to regional and national levels. The ‘middle workforce’ (aged 25-44), a key driver of economic growth, is expected to decline by 8 per cent by 2030.
- **Cost of living** – While there are generally low levels of deprivation in Surrey, in some areas over 20 per cent of children are impacted by poverty. Of the 4,197 clients seen by Surrey Citizens Advice between April – September 2022, 1,184 were new to their services. Support was given on approximately 7,000 issues, in particular around benefits, debt, housing and foodbanks. Some foodbanks across Surrey stating they have seen a 300 per cent increase of demand on their services between 2020 and 2022.
- **Environment** – Surrey’s road network carries double the national average traffic flow (4th highest in the country) and is the slowest county to drive around. While CO2 emissions have fallen (by 22 per cent from 2016 to 2020), they need to fall by 46 per cent against 2019 levels by 2025 to meet targets. Surrey has the 4th highest level of transport-related emissions of all counties in England in 2020.
- **Communities** – While one of the safest places in England and Wales, (6th lowest recorded crime rate of the 43 police forces), reported knife crime among young people has increased in the previous two years by 50 per cent. Domestic violence has increased by 16.7 per cent between May 2020 and May 2019.
- **Housing** - In 2021 there were 14,134 households on the Surrey Housing Register. Surrey is second only to Greater London for house prices and has become more unaffordable more quickly, with the ratio of earnings to house prices rising by 50 per cent since 2011. Homelessness and under-occupation are worsening.
- **Education and Skills** – Surrey has generally high-performing schools and training providers. However, feedback from businesses is that the skills system is not flexible enough to respond to their needs and that businesses face significant recruitment challenges. The higher concentration of high-skilled occupations exacerbates the skills gaps for intermediate and lower-skilled occupations, particularly in terms of personal care, nursing, restaurant operations and warehousing.

(A fuller description of Surrey’s context is set out at Appendix A, including a link to the Joint Strategic Needs Assessment)

Background and Vision

2. Following engagement with a wide range of residents, businesses, universities, and organisations from the public, voluntary, community and faith sectors across the county, the Community Vision for Surrey set out that by 2030:

“Surrey would be a uniquely special place where everyone has a great start to life, people live healthy and fulfilling lives, are enabled to achieve their full potential and contribute to their community, and no one is left behind. The county’s economy would be strong, vibrant and successful and Surrey would be a great place to live, work and learn - a place that capitalises on its location and natural assets, and where communities feel supported and people are able to support each other”.

3. The 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
- Everyone gets the health and social care support and information they need at the right time and place
- Communities are welcoming and supportive, especially of those most in need, and people feel able to contribute to community life.

4. The ambitions for place are:

- Residents live in clean, safe and green communities, where people and organisations embrace their environmental responsibilities
- Journeys across the county are easier, more predictable, and safer
- Everyone has a place they can call home, with appropriate housing for all
- Businesses in Surrey thrive
- Well connected communities, with effective infrastructure, that grow sustainably

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| STRATEGIC INTENT |
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5. In the context of the Vision 2030, partners across the county have established priorities and developed strategies and programmes of work and services that contribute to these ambitions (See Appendix B for links to a number of strategies), including:

- The Surrey Health and Wellbeing Board’s focus on three interconnected priorities, drawn from an analysis of the Joint Strategic Needs Assessment:

Supporting people to lead healthy lives by preventing physical ill health and promoting physical well-being - ensuring people are eating healthily and are active, addressing individual lifestyle factors including addiction, ensuring access to diagnostics and immunisations to prevent disease and support is available to live well independently for as long as possible.

Supporting people’s mental health and emotional well-being by preventing mental ill health and promoting emotional well-being - preventing poor mental health and supporting those with mental health needs so people have access to early, appropriate support to prevent further escalation of need, and creating communities and social environments that tackle isolation and build good mental health.

Supporting people to reach their potential by addressing the wider determinants of health - helping residents develop the skills needed to succeed in life and flourish in a safe community, including participation in their own communities and the impact of the built/natural environment on health.

- The Frimley Health and Care system and Surrey Heartlands Health and Care Partnership (formally known as an ‘Integrated Care Systems’ - or ICS for short) of organisations, including the NHS, local government, social care providers, hospices, social enterprise partners, Healthwatch Surrey and the wider voluntary, community, faith sector and charities, focus on the wider determinants of poor health – e.g. pollution, poverty, poor housing, and lack of access to education. The four overarching aims of bringing partners together in this way are to:
 - Improve outcomes in population health and healthcare
 - Tackle inequalities in outcomes, experience, and access
 - Enhance productivity and value for money
 - Help the NHS support broader social and economic development)

The Surrey Heartlands ICS strategy sets out three ambitions in pursuit of the above:

Prevention – drawing on the Health and Wellbeing Strategy three priorities focused on supporting people to lead physically healthy lives, have good mental health and emotional wellbeing, and creating the context in which those individuals and communities can reach their potential

Delivering care differently – creating a model of care which is responsive to residents’ needs and puts them at the centre of decision, with two main aims for the transformation of how we deliver care: i) Making it easier for people to access the care that they need when they need it; ii) Creating the space and time for our workforce to provide the continuity of care that is so important to our populations. The implementation of the Fuller Stocktake report (See Appendix B for a link to “Next steps for integrating primary care”) and the subsequent development of place and Neighbourhood teams will drive how care is delivered across Surrey Heartlands.

The functions needed to support delivery of the ambitions - this includes new ways of working with, and empowering communities, new

approaches to workforce development and employment practices, improved use of data to drive decisions and service provision, new approaches to assets and estates, with multi-purpose, community-oriented facilities.

The County Council, in addressing the Community Vision 2030 has set out a guiding mission ('no one left behind') and four key areas of focus:

- **Growing a sustainable economy so everyone can benefit** - creating the conditions for sustainable economic growth within Surrey, to maintain the county's position as the strongest economy outside of London and ensure all residents can benefit as a result, while tackling economic inequality across the county to make sure economic growth is inclusive.
 - **Tackling health inequality** - helping residents to stay healthy and well is key to improving residents' quality of life and tackling inequality of life expectancy.
 - **Enabling a greener future** - ensuring that Surrey remains an attractive place full of opportunities, offering clean, safe and green communities, tackling the causes of climate change and accelerate reductions in carbon emissions.
 - **Empowered & thriving communities** - characterised by more people participating, engaging and having a role and say in how things are done on matters that impact them and where they live.
6. An analysis of Surrey's 11 District and Borough Councils' strategic plans shows a high degree of commonality and alignment with the above priorities. In addition, District and Borough Councils make significant contributions to the quality of life and health and well-being of Surrey residents through statutory functions such as Planning, Housing and Environmental Services, as well as Leisure, Open Spaces and countryside management.
7. Many other organisations, bodies and agencies play key roles in the achievement of the Community Vision 2030 – e.g. Surrey Police, both strategically and at a local level through Borough Commanders; businesses, independently and in associations, guilds, chambers and forums; and local communities themselves formalised in residents' associations or more loosely coming together in the interests of their people and places.

PRACTICAL DELIVERY

8. As partners have worked on the practical delivery of the 2030 Vision and strategic priorities, a particular focus has been given to prevention and early intervention and working more locally together, and with communities. New health policies, structures, and ways of working are being implemented that have a stronger relationship with partners at a local level, with a high priority being afforded to the wider determinants of health, the services and resources that impact them, and the role of Local Government.
9. During the Covid-19 pandemic, and since then, the critical role played by Charitable, Voluntary and Faith organisations was apparent in contributing to

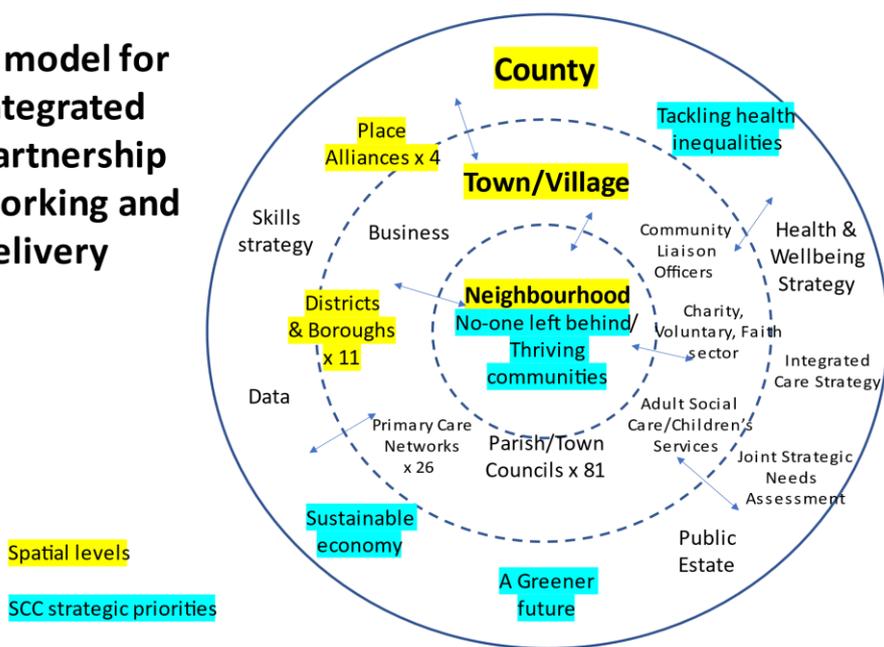
the health and quality of life of Surrey residents. There is an opportunity to build on this, which will be more readily facilitated by working in localities with a high degree of connectivity with local communities, better enabling many of the 6,000 plus charitable bodies and faith groups across the county to engage in supporting shared priority ambitions.

10. The work of the Council's Community Link Officers (CLOs) who are engaging, working alongside and supporting local communities, has clear links with any work being done across towns. Whilst each CLO is attached to a District and Borough area, they are actively focused in key smaller spatial areas to enable meaningful engagement and local activity, working closely with County Council Members and District and Borough Ward Councillors. The work of the CLOs and wider asset-based community development approach of the Communities team with partners, contributes to and can draw from (and will not be subsumed by) the partnership delivery activity, structures and member engagement associated with towns-based work.
11. Alongside this, an improved local partnership approach to asset rationalisation and optimisation, e.g. co-location, development, that draws interested parties together to better co-ordinate and align their ambitions and plans for their assets, is emerging.
12. There is an opportunity to improve the local co-ordination and delivery of public realm/'place-making' enhancements and the regeneration of the built and natural environments and communities within the County Council and between partners, including enhancing partnership work around stimulating local economic activity, especially in High Streets/Town Centres.
13. Through experience, engagement and analysis, towns have been identified as the optimum spatial level at which to do this. By working more effectively together in defined localities, health, councils, police, community, voluntary and charitable and business partners can work with residents to identify what matters to them in their local area and work to deliver on it, e.g. reducing health inequalities, protecting the environment, growing the economy, and supporting the local community.

TOWNS – THE NEXT PHASE

14. The diagram below sets out a model of defined spatial areas and some of the activity that occurs within them, that are increasingly being used and referred to as the building blocks for partnership work and delivery:
 - County-wide (x 1)
 - Health 'Place Alliances' (x 4)
 - District and Borough Councils (x11)
 - Towns/Primary Care Networks (x 26-29) – not coterminous, though broadly similar in size
 - Local Super Output Areas (x 709), 21 of which have been identified by the Health and Wellbeing Board, through an analysis of the Indices of Multiple Deprivation, as being most disadvantaged for targeted action.

A model for integrated partnership working and delivery



(It is important to note that below the county level, the spatial areas are different ways of subdividing the county and not distinct and separate from each other).

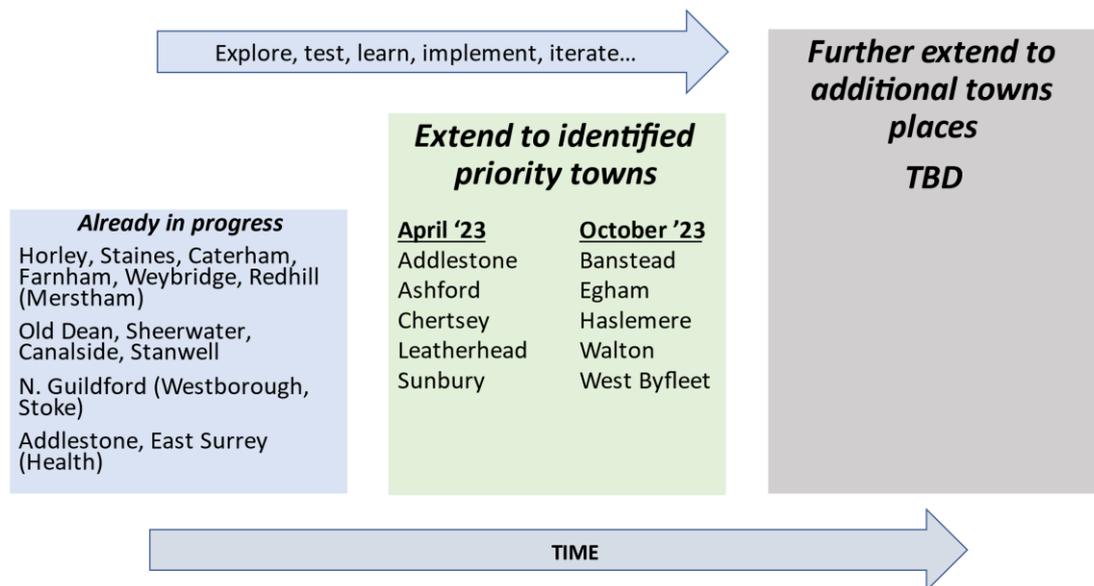
15. Good local working relationships and partnership work has already been developed and is underway in a number of towns (See Appendix C for a summary of current activities, projects and outcomes in Caterham, Farnham, Weybridge, Staines and Horley).
16. This work and the programmes, developments and projects arising from it, are founded on the following key characteristics and benefits:
 - Improved sharing of data, evidence and perspectives
 - Ensuring partner engagement with local people, in places they recognise and associate with, is happening, co-ordinated and used to drive delivery
 - Convening, co-ordinating and aligning people, finance and assets
 - Co-designing and implementing new multi-agency service models
 - Shared oversight and assurance of delivery and remedial action
 - Delivering identified partnership projects.
17. All of which is aimed at securing more effective and efficient delivery and better outcomes for Surrey residents and businesses. Some of these outcomes and the measures used to assess them might include:
 - Improved overall life expectancy and reductions in differentials
 - Levels of employment and ability of employers to recruit
 - Qualitative happiness scores
 - Reductions in smoking/alcohol/drug usage and dependency
 - Improved quality of public realm
 - Positive impacts on climate change and CO2 emissions reduction

- Community activity, social capital and civic engagement

The next phase of the towns programme

18. In order to extend the approach being taken using towns as the key building blocks and spatial level at which practical delivery in partnership with others can best be secured, an independent socio-economic analysis of our 27 strategic towns and 2 village areas, was commissioned. Appendix D shows the towns and the relationships each has with District or Borough Councils, key neighbourhoods, Primary Care Networks and Place Alliances.
19. A set of multi-dimensional, socio-economic and health criteria and data, along with local intelligence, have been used to identify the towns to be prioritised for 2023/24. This has included an assessment of the co-ordinated partnership activity already in place in localities (e.g. Cranleigh, Camberley).
20. A wide range County Council services as well as health partners, through the Surrey Heartlands Neighbourhood Board, have been engaged with and consulted and have provided helpful feedback.

Towns- a phased approach



21. The intention, subject to the consultation responses and further engagement, is to phase the roll out of five towns every six months, over the coming two years, based on updated assessments of socio-economic and health factors. As a result, all towns will in due course be included, albeit that they may come forward later in the programme.

Practical experience of delivering as part of a towns approach

22. As different towns have different histories, locations, communities, assets, issues and priorities, the following is a generalised picture, drawn from real-world examples, of how work in a 'town' can typically develop:
- A lead individual or individuals identifies and convenes partners, including health agencies, Members/Councillors and public representatives, to review and discuss the current situation 'on-the ground': e.g. key stakeholders, local issues, partnership activity, historic and existing community consultation, engagement and development, state of assets/public realm, etc. to identify priorities, ideal outcomes and performance measures.
 - This is captured in a shared narrative and statement of the community's aims and ambitions for the town (possibly a 'Vision') and the agreed approach to be taken to working in partnership.
 - A group (or 'crew') comprising representatives from local agencies, organisations, bodies and communities is formed, who lead and guide the co-ordination and practical delivery of work, including aligning existing funding, business case development, identifying funding sources and as necessary, funding applications
 - District or Borough Ward Members, County Council Divisional Members (and where applicable Town or Parish Councillors) play a critically important role. (For instance, in Tandridge, District Council Ward Councillors and County Council Divisional Members have met periodically, under the chairmanship of the Leader of Tandridge District Council, with the local MP and District and County Council officers (the 'crew') to provide local knowledge, a deeper understanding of the local community, it's people, assets, history and local priorities, to steer the progress of the work and monitor progress and any necessary remedial action, holding the crew and other partners to account for delivery).
 - The above work is carried out alongside public engagement and community development activity and has regard to other service developments, programmes, projects and 'business as usual' in the area
 - Light-touch oversight and the sharing of experiences and lessons learnt are undertaken through partner agencies' own arrangements.
23. Experience to date of working in the above way, albeit not without its challenges, when committed to by partners, has demonstrated how centring activity, resource and partners around a defined town makes the delivery of the vision more effective, more manageable and more tailored to the actual (as distinct from perceived or assumed) issues and needs of that community and locality. It enables a deeper and shared understanding of those communities and finding a way of cutting through established organisational structures and relationships that can sometimes operate in 'silos', by bringing people together to create a local eco system that really delivers.

Further considerations as the programme is expanded

24. Work is underway to address the following matters, in advance of the implementation of the next five towns from April 2023:

- where and how a light-touch oversight function would be best be located, to support connectivity, communication, learning and reporting between and from the towns to ensure effective links into other, county-wide partnership work/bodies,
- the potential benefits and need for some expert external support to help the development of an effective, empowering, co-ordinated, multi-disciplinary delivery approach in each of the prioritised towns,
- the optimum arrangements for engaging with relevant elected representatives in each town, including County Council Divisional Members, District and Borough Councillors and Town and Parish Councillors, where appropriate, (see Appendix E showing SCC Divisional Members, by 'town')
- which organisations/services and individuals are best placed to lead the work in each town.

Conclusions

25. Given Surrey's largely dispersed and discrete settlements ('polycentricity'), towns offer an optimum spatial level at which to galvanise partners and communities to work together to bring about improvements, change and empowerment.
26. A measured approach to the expansion of the current work and relationships will allow exploration, testing, learning and a more dynamic implementation over time.
27. Critical to the success of the programme, the work in individual towns and delivery of outcomes, will be the engagement, contribution and commitment of local elected representatives.

Recommendations:

28. That the Committee comment on the proposed expansion of the towns programme, especially with regard to:
 - a) the towns identified for priority implementation of the approach in April 2023 and October 2024
 - b) the approach to engagement and securing the contributions and commitment of elected representatives in each priority town.

Next steps:

29. Further work will be undertaken to reflect the engagement responses from with the Council and from partners, as well as the comments of this Committee, and a refined proposal brought forward. This will be reported to Cabinet in February, with a proposed implementation date for the next five towns of April 2023.

Report contact

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Sources/background papers

Appendix A – Our County: Strategic context

Appendix B – Links to key strategies

Appendix C – Towns: Key activities and outcomes

Appendix D – Surrey’s towns

Appendix E – Surrey County Council’s divisional Members by ‘town’

Community Vision for Surrey 2030

Joint Strategic Needs Assessment

Surrey Health and WellBeing Strategy

Surrey Heartlands ICS Strategy

Surrey Economic strategy statement

Surrey Skills Plan

Surrey County Council Organisation Strategy 2023-2028

Metro-Dynamics report on Surrey Towns

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