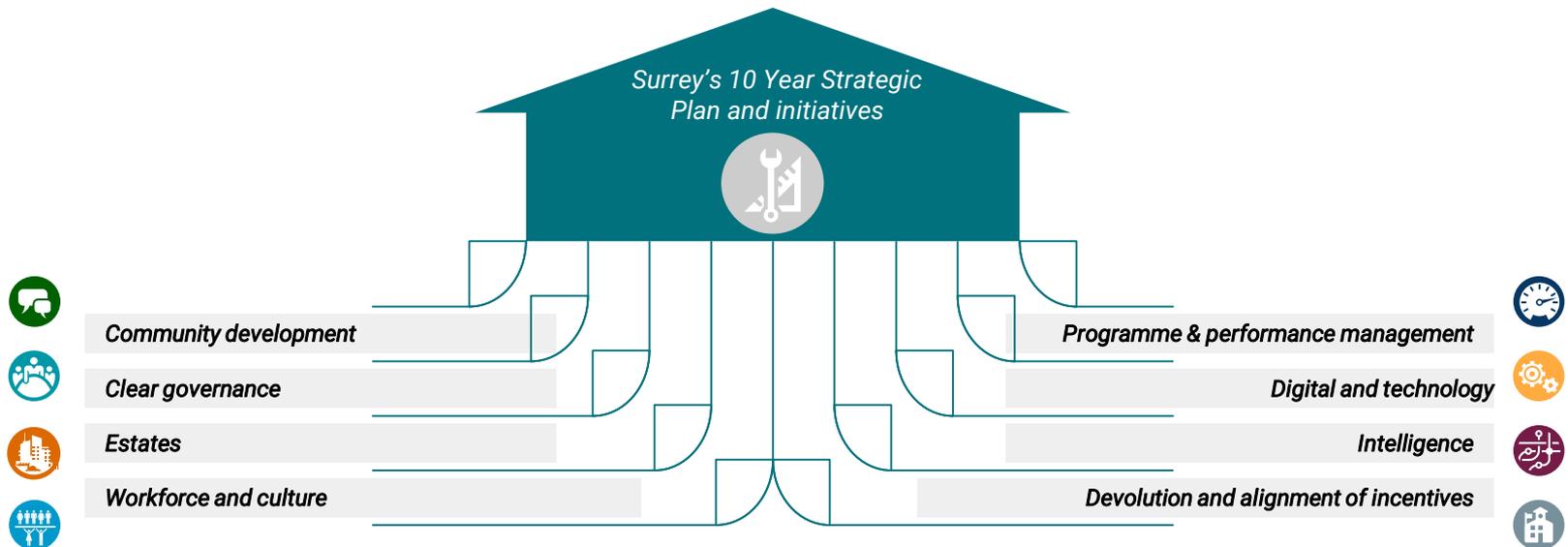# Appendix 7: Building system capabilities

Building our capabilities to deliver our plan

Our target outcomes over the next 10 years give us a clear vision of where we want to go and what we want to achieve for our citizens and organisations in Surrey. We also need to work together in a different way and develop new capabilities to achieve our targets. Breaking down barriers to how the different parts of the Surrey system work together and collaborate will be critical for success, and to driving real system change.

Captured below are the capabilities we are committed to developing and embedding. We recognise that this will include some challenging decisions which must be taken by the partnership through open and honest conversation on what will allow the best outcomes to be achieved.

Surrey's 10 Year Strategic Plan and initiatives

Community development

Clear governance

Estates

Workforce and culture

Programme & performance management

Digital and technology

Intelligence

Devolution and alignment of incentives

The argument for focussing on capability development

As we engaged across the system to develop this plan, we identified some barriers to success that need to be addressed, and a desire to focus on building our capabilities, particularly in digital and workforce. Some of this feedback is shown below, and has informed the areas of focus that we will take forward.

"The existing organisational barriers mean we are still counting our own 'beans'"

"We need honest conversations about what drives our decision making"

"Decision making is not efficient or clear, it needs to be streamlined"

"Any initiative needs to start with the workforce, not end with it"

"For me to engage in the strategy I need the basics - tech that works"

"No doubt the sharing of our respective data would decrease spending overall"

"This is our opportunity to define our system, and ask for the right freedoms"

"The system can change when we reform how the system behaves and is incentivised"

"We want to work together, but existing barriers make this difficult"

"This plan must be strategic, and give us the 'how' for the future"
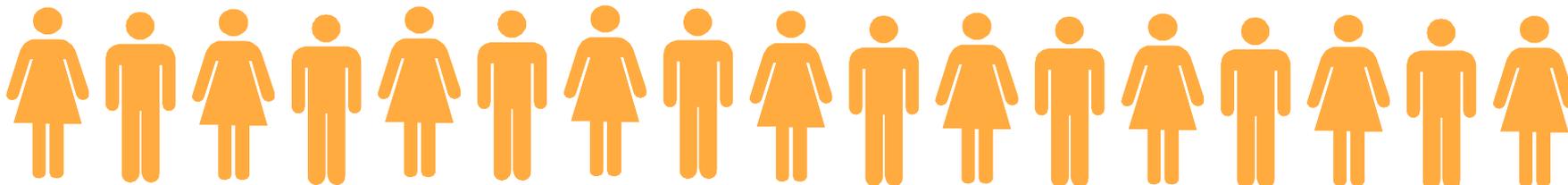
Community development

The co-development of communities is integral to the delivery of a 10 year plan across Surrey. We are committed to building Clear channels through which we can engage with local communities and residents to gain input into local delivery plans, and support community development. Citizens require communication channels that are easy to access and use, with clear, unified and simple messages from Surrey partners. This needs an effective two-way communication capability - between partners and citizens, but also within and between partners. This will support system decisions which are relevant and responsive to the needs of the population.

Areas of focus

We will work to establish two-way feedback mechanisms between the system and citizens, but also within organisations to allow information to be more clearly communicated and responded to. This includes the join-up of existing community development and engagement activities (for example the existing work on Stronger Communities) across the system to create a more consistent approach and decrease existing duplication of efforts.

Key next steps *(next 3-6 months)*

- Establish a system wide community development workstream which identifies how system partners will be involved, developing platforms for greater community participation and involvement, including helping people to help themselves more where it's appropriate. It will be important for all partners to develop this with Surrey's citizens to drive consistent messages, deliver maximum impact, and keep things simple to help all our citizens to understand and engage.
    - Combine existing Surrey Heartlands, Surrey County Council, ICSs and ICPs' community engagement and participation strategies into one single programme. Include input from Frimley Health and Care STP, and Sussex and East Surrey STP.
- Determine what existing engagement strategies exist at a local level in district and borough councils to combine with the strategy.
- Develop an engagement strategy for all partners to develop a shared approach to supporting greater citizen participation in communities,. This should explore what support citizens need to help themselves and each other more, including considering the idea of a 'deal' to co-develop local level initiatives which align to the target outcomes and priority areas for the system..

Community development (cont.)

Challenging decisions
- Partners not currently involved in the development of platforms that support greater citizen participation and the notion of a 'deal' between citizens and agencies must actively become a part of their development and dedicate the appropriate attention and resource to this.
- Nominating a lead partner to drive delivery of this community development programme of work across the system, who will need to be effectively networked and linked in with all other partners.

Critical path
- Establishment of Community Development workstream which is Surrey-wide, and drives community development and consistent messaging with all partners.
- Development of engagement plan to support greater citizen participation and the notion of 'deals' with system partners and engage as one voice.
- Engaging residents on how best to communicate and engage with them.

How do we engage effectively with residents, carers and the entire system to obtain input and buy-in to the plan, and utilise community assets to support delivery?*

Understand and define Surrey's 'natural communities'	Utilise communities wider than just where people live	Engage at a local level through 'natural communities'	Work with employers to engage the working age population	Identify and promote our champions locally
Understand what is important to local communities	Relevant and accessible messaging	Utilise our assets to best reach our populations	Focus on communities that already exist	Make every contact count i.e. as an opportunity to seek engagement/input
Build on feedback to create a trusted dialogue	Communicate early on what is going to be different	Make this a social movement, not just a project	Invest in what we are already doing, do not reinvent the wheel	Create a narrative that is clear and straightforward

* This is a selection of outputs from a system-wide workshop held on Jan 24 2019

Clear governance

We are putting in place decision making that is simple, collaborative and unambiguous, whilst being representative of all partners in Surrey. A refined governance process will hold leadership across Surrey accountable for delivering the strategic plan and its outcomes, and replaces current multiple, overlapping meetings with a single decision-making forum. Challenges and priorities will be discussed and viewed holistically. Partners will be clear on the approval route for multi-partner decisions, and there is joint leadership for the strategic plan.

Areas of focus

Aligning the focus and decision-making across existing forums and groups across the Surrey-wide system, which includes giving back time to system leaders who currently attend multiple partnership meetings with duplicated remit and authority. This would include detailed mapping of the existing decision making responsibilities across governing bodies to redefine a much clearer and streamlined model for decision making, with clear accountabilities and terms of reference. This should be linked to the system architecture and assurance work ongoing from Surrey Heartlands ICS development.

Ultimately the HWBB will be responsible for the delivery of the 10 year strategic plan, therefore this governance framework will need to link to the membership and responsibilities of this board. It will also need to remain conscious of the various levels of governance that sit below the HWBB, such as local Health and Wellbeing Boards across the Districts and Boroughs.

Key next steps *(next 3-6 months)*
- Detailed mapping of the responsibilities and functions of all forums / boards / meetings across the Surrey-system to identify areas of duplication and therefore opportunities for simplification.
- Redefine the remit, responsibilities and membership of the Health and Wellbeing Board in light of a more streamlined decision-making system in Surrey.
- Develop the required governance documentation, including terms of reference and roles & responsibilities.

Clear governance (cont.)

Challenging decisions
- A more streamlined governance system capable of making decisions efficiently will require combining or eliminating existing forums which may not be contributing to this goal - decisions will need to be made about the future of existing boards. We have already begun to address this with the introduction of the System Board.
- A streamlined system also requires the use of delegated authorities from organisations to individuals so that there is a more appropriate balance of representation around the decision-making table (e.g. 1 representative for CCGs, LAs, GPs, Police etc.)

Critical path
- Stripping back to a single decision-making forum across the system to make decisions more efficiently.
- Design of decision-making governance for the strategic plan including the Health and Wellbeing Boards responsibilities.

Estates

We will establish a unified estates and assets approach across all of Surrey which focuses on: using a one-Surrey estates ethos to consolidate collective estates across the patch; multi-use, accessible, community based estates for operational uses; and delivering sustainable housing, supported accommodation and income-driving solutions across the county. All partners are signed-up to unified approach, and the appropriate decision-making powers are given to the relevant group who are charged with driving this through for Surrey.

Areas of focus

Bringing together all estates and assets transformation work that is currently ongoing across Surrey underneath one system-wide umbrella; Surrey County Council has already begun to combine their estates workstream with Surrey Heartlands' Estates programme. An exercise to map all estates across all partners in Surrey will be needed to understand the baseline position - Surrey County Council has already started some of this work with the Districts and Boroughs. This programme of work can then drive co-development of a unified Estates and Assets Strategy for Surrey with all partners. Critically, this work will need to involve all key decision-makers (e.g. NHS Property Services at a national level; Districts and Boroughs etc.).

Key next steps *(next 3-6 months)*

- Bring together all ongoing estates and assets transformation work across Surrey under one umbrella - including links into Frimley Health and Care STP, and Sussex and East Surrey STP.
- Complete comprehensive estates mapping across the county.
- Agree membership of Estates group to drive this work forward.
- Engage all key decision-making bodies/individuals and design decision-making process linked to core system governance.

Challenging decisions

- Willingness of partners to consolidate estates and assets strategy, and decision making, into a unified stream of work.
- Decisions by all partners on potentially relocating services to different places and sharing estates with partners; and to dispose of obsolete or estates not required as part of the strategy - benefits and risk-sharing agreements may be needed between partners.

Estates (cont.)

Critical path
- Establishment of unified Estates and Assets workstream which is Surrey-wide with the right decision making powers and resources to deliver the work.
- Development of a unified Surrey Estates Strategy across all partners that jointly agrees how best to use Surrey's estates and asset base, with a clear plan for delivery.

Workforce and culture

Surrey requires a modern and radical workforce approach that will create and develop a future workforce that is equipped to manage the demands of the future and work effectively and collaboratively to deliver the outcomes set out in this plan. This will require a strong, collaborative workforce strategy and approach across all partners, that develops the right culture, values, behaviours, skills, training, and leadership within the workforce. Other areas such as adequate housing and transport for local workers also needs to be considered.

How the system might achieve this

Move towards a unified and multi-skilled 'Surrey workforce' for the public sector - focused on driving towards the outcomes of this plan and that is able to work collaboratively together regardless of their specific employer. This could be enabled through the joining up of the existing workforce, or to effectively create a 'workforce passport' which enables employees to share knowledge and experiences across the system. A Surrey public sector skills academy could help to develop and deliver training, building consistent values, behaviours and culture across all employees, as well as promoting cross-disciplinary learning. Any approach should be co-developed with all partners to form a Surrey workforce strategy and approach.

Key next steps *(next 3-6 months)*

- Develop a single system-wide Surrey workforce strategy, building on Surrey Heartlands workforce development work, which includes some wider system partners and sets out the required values and culture. Include input from Frimley Health and Care STP, Sussex and East Surrey STP and District & Borough Councils.
- As part of strategy development, co-define and articulate the culture and values for the future with all partners. Agree how this will begin to be embedded across all partners e.g. by updating values statements and recruitment documents locally to incorporate the new 'Surrey values'.

Workforce and culture (cont.)

Challenging decisions

- Agreement from all partners to align culture, values and behaviours to 'Surrey values' - including embedding this into recruitment processes, and other workforce development activities.
- Agreement on the core skills that all Surrey workers should have and to embed these as a basic requirement into all job descriptions - built on the foundation that addressing the outcomes set out in this plan is the collective responsibility of all partners.
- Changes to lead responsibilities for delivering particular areas of service, with the aim of providing more person-centric support e.g. rehabilitation and reablement for frail and elderly to sit under a single pathway and potentially lead provider.
- There are specific barriers to growing the required workforce for delivering health and care in Surrey, namely around available housing and transport access. These challenging decisions must be addressed by the strategy and system partners directly to ensure the strategic plan is designed with its workforce in mind, rather than as an afterthought.

Critical path

- Establishment of a Surrey-wide Workforce Strategy including a clear articulation of culture and values, and embedding this into all partners' organisations.

Programme and performance management

We are establishing a programme management capability which can manage multi-partner programmes and delivery effectively across Surrey, including effective navigation of existing system work (STPs/ ICSs, ICPs, Surrey County Council transformation programme etc.). Ability to monitor performance of delivery of the 10 year plan: tracking metrics, monitoring delivery from individual partners, convening partners when required to focus on underperforming areas. Ability to coordinate resources across Surrey programmes, recognise and manage interdependencies, and support interactions with other regional systems as required.

Areas of focus
Establish a partnership programme management office (PMO) with the clear remit and responsibilities for the delivery of the 10 year plan. This could be hosted by any of the existing PMOs that exist across Surrey currently, or seek to consolidate the multiple PMOs into fewer/one office to manage all programmes. The office would have clear accountabilities to the decision-making group for the 10 year plan; including regular progress reports, escalation of risks and barriers for resolution etc. All partners would be aware of the office and actively feed in on progress, risks and opportunities. The use of a technology platform to enable collaboration should be considered to enable project documents to be consolidated - this is particularly important given that the programme will be multi-agency.

Key next steps *(next 3-6 months)*
- Establishment of the PMO for the 10 year strategic plan which reports to the HWBB. This may mean bringing together and developing existing PMO capabilities that already exists across the partnership to create greater cohesion and eliminate duplication.
- Develop process for reporting on the progress of the 10 year plan including monitoring progress and delivery against outcomes.
- Explore opportunities for using technology (e.g. digital PMO) to support the programme.

Challenging decisions
- How existing PMO capabilities and resources will be joined up or consolidated to both (i) manage delivery of the 10 year plan, and (ii) maintain pace of delivery of other programmes of work across the system.

Critical path
- Establishment of the 10 year strategic plan programme management office.
- Defining the PMO's remit, responsibilities and process for reporting on progress and key performance indicators. This is to be captured in clear Terms of Reference and a Strategic Plan Programme Management Handbook.

Digital and technology

We will prioritise system interoperability which allows for seamless, efficient transfer of knowledge and information sharing; greater collaboration; and better visibility and transparency over performance data. There must be a baseline level of digital and technological maturity across the partnership - setting the foundations for further development of technology opportunities e.g. technology that allows for better and faster engagement with citizens, technology for collaboration between partners. The baseline requirement needs to be defined and established, with investment made in areas with significant gaps. A strong digital and technology approach is also key to supporting the delivery of the intelligence (data and analytics) capability across the county.

Areas of focus

Mapping the current digital maturity across all Surrey partners to identify gaps or barriers to creating system interoperability, building on maturity assessment work being done by Surrey Heartlands. Understand specific areas requiring investment or a change in digital tools utilised. Creating a clear and level baseline of digital maturity would be enabled by understanding those gaps, but also understanding what the long-term goal or digital ambition of the Surrey-wide system is for working with its population to improve outcomes.

Key next steps *(next 3-6 months)*

- Undertake a digital maturity assessment of all partners across Surrey, identify key gaps and areas requiring investment.
- Develop a digital and technology strategy for Surrey - building on and refreshing the existing digital roadmap - to accelerate change and support delivery of the 10 year strategic plan.
  - Include detail on to close gaps identified within the maturity assessment exercise - to reach a defined digital and technology baseline requirement.
  - Define system ambition for digital and technology, and how partners will collaborate digitally together and with citizens.
  - Include liaison with Frimley Health and Care STP and Sussex and East Surrey STP to understand their digital strategies and therefore opportunities for further collaboration.

Digital and technology (cont.)

Key next steps (cont.)

- Identify quick wins that could be addressed at pace e.g. sharing knowledge and parts of a technology operating model from partners who are more digitally mature to those who are less mature; consolidation or rationalisation between partners where there is duplication for productivity and efficiency gains.
- Map links to larger regional digital programmes that may have an impact e.g. Local Health and Care Record Exemplar underway covering Thames Valley and Oxfordshire.

Challenging decisions

- There may be a requirement for investment, either in specific technology or in the development of the workforce's digital and technological literacy and skills.
- Agreement is required across the patch on some technical convergence to create enough system interoperability - this may require a digital / technology body to be responsible for the delivery of a Surrey system digital roadmap, led by Chief Technology Officers from across the county. Clear governance will be required to support these decision - to maintain partner alignment to the Surrey system direction or strategy e.g. a design authority type power and body to be linked into the governance structure and managed with the PMO.
- Commitment to invest in workforce digital literacy and acumen to embed this new way of working; at all levels (strategic leadership, management, frontline etc.).

Critical path

- Digital maturity assessment.
- Develop the Digital Strategy for the Surrey-wide system.
- Investment and implementation to bring all partners up to the required baseline.
- Workforce development on digital and technical skills.

Intelligence

We will build data sharing and intelligent analytics which underpin effective decision-making and provide clarity on system performance.This should embed the practice of data sharing across all partners, who understand the benefit and need for effective sharing and maintaining quality information and data. It also includes an intelligence and predictive analytics capability that understands risk factors and can identify potentially high-risk individuals and groups who should be targeted for prevention. Lastly, it would also easily track the metrics required to monitor progress against outcomes in the 10 year plan.

Areas of focus

Work has already been done to start building an analytics infrastructure across the Surrey Heartlands system, that provides data-driven insights - the Surrey Office of Data Analytics (SODA). This is a virtual way of working to promote use and value of data currently held across different parts of the system. SODA will also provide a resource that can utilise new shared data infrastructure when it becomes available. This initiative, if expanded to include all Surrey partners, would effectively support the delivery of the 10 year strategic plan, though it is integral the entire system is active in utilising the capability to maintain its relevance and maximise impact.

Key next steps *(next 3-6 months)*

- Progress establishment of SODA, to include wider Surrey partners outside of Surrey Heartlands and link in with Frimley Health and Care STP and Sussex and East Surrey STP.
- Establish the data and information SODA will monitor and provide to the HWBB to support management of this plan. Identify gaps in metrics that will need to be measured moving forward (e.g. specific wider determinants for specific cohorts).
- Ensure digital/technology and interoperability requirements for delivering SODA are built into the Surrey digital roadmap/ plan.

Challenging decisions

- Agree final scope and membership of SODA across the system, to ensure it is able to fully support delivery of the 10 year plan.
- Commitment of sufficient resources to SODA from partners.
- Partners must also agree that projects will need to be prioritised based on a framework to allow parity of access and use.

Critical path

- Achieving the relationships and organisational culture needed to use data in this way and enable system transformation.
- Public engagement to enable secure sharing and analysis of anonymised data between organisations to improve planning and delivery of public services.

Devolution and alignment of incentives

Devolution affords freedoms and flexibilities which will allow the Surrey system to align incentives across partners and eliminate financial and performance barriers to collaboration. More innovative payment mechanisms are required to align partners' incentives to invest in prevention, influencing/signposting, and early support; and to enable partners to make operational decisions which focus on driving towards a citizen outcomes above service delivery. Devolution provides an opportunity to seek the relevant powers and freedoms to do this, although devolution only covers part of the Surrey geography and therefore partners.

Areas of focus

Establishing a commercial model which links payments to the achievement of the target outcomes, including a risk and gain share which incentivises organisations to focus on prevention for the long-term benefit of Surrey and its population. Pooled budgets, as an example of a risk-sharing arrangement, would allow for the breakdown of barriers between organisations and a mechanism through which to jointly hold partners to account for collective deliver against outcomes.

In addition, the Devolution deal for Surrey Heartlands affords the region some power to negotiate additional freedoms or requests from central government that could benefit the whole of Surrey. A clear review and assessment of what may be required and potentially requested would need to be completed and agreed by Surrey's senior leadership before entering into negotiations with government. This may include requests for freedoms or deviations from the national policy in areas such as payment by results (PbR) etc.

Key next steps *(next 3-6 months)*

- Undertake an assessment, building on the strategic plan financial and activity baseline, and defined target outcomes, to identify areas of misalignment between spend and outcomes.
  - This will require understanding the impact of the existing payment model on the population at present, and therefore may require mapping the incentives and behaviours based on existing initiatives or newly implemented initiatives.
- The identification of existing misalignments will provide a long list of areas for change which can then be jointly prioritised across the system based on areas of maximum impact or potential quick wins.
- Senior leadership led review of potential asks for future freedoms and authorities from central government.

Devolution and alignment of incentives (cont.)

Challenging decisions
- Commitment to operational change by each partner to support alignment of incentives. The implementation of initiatives such as payment reform or outcomes based payments is not the entirety of the solution, substantial change comes from implementing a wider strategy to align incentives including complementary operational changes to make sustainable change.
- To request the appropriate freedoms and flexibilities the system must be open and honest about the challenges of the current system, and the extent of the commitment to work collectively as one system and ignore organisational boundaries. Without a clear understanding of the ambition of the system and the reason for the freedoms and flexibilities afforded by the devolution agreement the goal cannot be reached.

Critical path
- Agreement and buy-in across system-wide partners for any formal methods to align incentives to the target outcomes.

Building capabilities - roadmap

An indicative timeline of system activities that could contribute and support delivery of the 10 year plan, at a high level, is depicted below.

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10
Community Development	Surrey 'Deals' development — Launch — Continuous and regular community engagement mechanisms activated across Surrey; Develop community engagement tech tool — Launch; Community assets investment plan — Community assets investment programme									
Clear governance	Establish new governance for prog.; Develop consolidated system governance — Launch new system governance — Continuous review of responsibilities and functions to minimise duplication across the system.; Health and Wellbeing Board govern and direct the activities of the strategic plan.; Agree roles & responsibilities to deliver plan									
Estates	Map estates and develop estates strategy — Review and reshape collective estate in line with strategy; Establish decision group — Deliver quick wins									
Workforce and culture	Agree workforce strategy — Public sector academy development — Public sector academy implementation and rollout of core training modules; Surrey values & culture charter — Continuous refinement of the workforce strategy based on emerging needs and trends.									

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Building capabilities - roadmap (cont.)

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10
Programme and performance management	◆ Establish PMO PMO collaboration technology review & implementation ◆ Establish digital governing body	Utilisation of the digital strategy to prioritise projects and programmes to roll-out digital & technology, and control the design of new systems.								
Digital & technology	Digital maturity assessment Develop digital & technology strategy → Workforce development rollout ◆ Agree SODA scope and partners	Review and reflect payment reform reqs								
Intelligence	SODA dev't plan → Implement SODA Requests and negotiations for additional powers and freedoms									
Devolution & alignment of incentives	Develop payment reform roadmap Identify and agree misalignments → Design new payment model based on agreed elements → Shadow running of new payment system	Model and system refinement including implementation and reporting of benefits realisation.								