



Department for
Communities and
Local Government

Transformation Challenge Award

Winning Bids

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Winning Bids

Babergh and Mid Suffolk

Transformation challenge award – a Transformational approach to sharing local authority services between Babergh and Mid Suffolk District Councils

Proposal Summary

Introduction and Overview

Our aim is to deliver a cutting-edge, innovative and new model of public service. The design of which being achieved collaboratively - with engagement across the public sector, the private sector, the voluntary sector and directly with communities. Through this approach we will ensure that we meet the financial challenges ahead, whilst continuing to deliver positive progress towards our community-focused outcomes. We plan to ensure that the learning from our experiences are crystallised and made easily available, in accessible and useable ways; promoted to organisations both locally and nationally.

TCA funding is sought to support the next phase of our programme of full-scale, comprehensive integration and transformation of two independent sovereign councils. Having already achieved full top to bottom staffing integration and made significant progress on reform of our governance arrangements, we are already Smaller, Smarter and Swifter than others (recognised in our recent 2013 MJ Award for shared services).

Our new governance arrangements now aid effective collaboration, with decision making structures which preserve the sovereignty of both councils - the next phase moves us from integration to fundamental reform and transformation.

The aim of this phase is to transform what we do, including remodelling the way we jointly deliver services, to enable us to deliver the important outcomes that we do, whilst reducing our reliance on government grant. This will provide us with a sustainable financial model for the medium and long term, which incorporates community involvement in the co-design and co-delivery of their public services. This phase is called Transformational Enquiries, with 6 enquiry groups which focus on priority outcomes and not service areas.

Suffolk Future Councils context

Suffolk has a tradition of developing shared services and our programme is part of that agenda, providing a template for transformation that goes way beyond the established process of service based reviews (e.g. old style best value reviews). Through the Suffolk Public Sector Leaders' Group, undertaking work with the New Local Government Network, Mid Suffolk and Babergh are playing a full part in developing a wide-ranging, collaborative approach to the delivery of public services. This County-wide collaborative endeavour has been pragmatic in

identifying opportunities and barriers to the development of shared service delivery. The approach that Babergh and Mid Suffolk are adopting will certainly help develop the confidence, capacity and capability needed to forge ahead and seize the opportunities presented by the shared service agenda. We will energetically continue our track record of shared service development with partners across the county, building on such initiatives as the shared revenues partnership and shared waste management partnership, through the next phase of our programme. The work of the Transformational Enquiries will thereby support and enhance the Suffolk-wide multi-authority TCA bid.

Transferable learning

Our final aim is that we objectively and comprehensively assess the successes and lessons to be learned from this transformation phase in order to share learning across all organisations involved in the delivery of public services. Our focus on key outcomes rather than service areas means that there can be transferable learning outside of local government, across a range of organisation involved in delivering those outcomes.

Mid Suffolk and Babergh – Beyond Shared Services – our strong track record

In just over two years Babergh and Mid Suffolk District Councils have successfully created a single-delivery organisation serving two sovereign councils.

At the heart of our approach has been a shared strategic view at both a political and managerial level. This has allowed us to both confidently and openly engage with staff, councillors and other partners in many different ways – both established and new – in co-shaping what the model looks like without losing the necessary focus demanded of us by both changes to the Government’s funding and localism agendas.

The outcomes of our approach are that management tiers have reduced by 50% and we have already delivered revenue savings of nearly £2m per annum (10% of our net revenue budget). We are targeting our New Homes Bonus on initiatives such as Invest to save, transformation and the promotion of economic growth; and we are exploring how we can release capacity from our Housing Revenue Account to promote both the increase of housing supply and economic growth. Whilst we are making significant strides, we recognise that innovative change and reform require us to go further. This next phase is to design a new business model and embed a new culture of working that meets the challenge of fundamentally changing the way we work; reducing our dependence on government funding whilst ensuring that the needs of our communities continue to be met.

We have developed design principles to inform and guide our transformation journey and those principles have been developed through consultation and dialogue with the entirety of both organisations: Political leaders and councillors as a whole, senior and service management and all operational staff have shaped these principles. This is seen as an important step in delivering sustainable, innovative change, creating a unified sense of direction and purpose. Our design principles are:

Have flexibility built in - allowing us to adapt and respond to future change

Be creative, innovative and adaptable - enabling the development of new ideas

Be highly co-operative - with collaboration approaches to service delivery both internally and externally

Adopt a transformational leadership style - a style of leadership that sets clear goals and then creates the right conditions for operational experts to deliver.

Engage with all the communities they are serving - this means doing things *with* communities rather than *to* them; building community cohesion and capacity.

Be affordable - achieving our outcomes is the most cost effective way possible.

Focus on the customer and the citizen – Accessible and efficient public access

Maximise opportunities to generate income - exploit opportunities to generate income whenever this is possible.

Exploit digital technology- ensuring that this makes life easier for our customers and citizens, builds efficient work processes for Members and staff and/or generates savings.

Smaller, Smarter, Swifter – Babergh & Mid Suffolk’s Transformational Enquiry Programme

We will deliver the next phase of the development of a single structure, through *Transformational Enquiries*. There will be six enquiry groups, which will focus on how we, with our partners in the public, private and community sectors, deliver specific outcomes in the following areas:

Promoting Economic Growth

Enhancing the Environment

Increasing the supply, mix and economic impact of Housing

Supporting and Facilitating Healthy, Safe and Active Communities
Transforming Public Access

Transforming Corporate Organisation and Resources

The specific outcomes that each enquiry group will focus upon have been developed and shaped by a range of community engagement work. This community engagement involved councillors from across the political spectrum in both Authorities attending community meetings, organising opportunities to listen to the ideas and concerns of local groups, businesses and campaigning organisations.

These meetings built our understanding of residents and others, attitudes, aspirations and challenges for the future during a time of prolonged financial cutbacks for public services; and built our understanding of the assets and resources in our local communities. The result of our community engagement exercise was a clear message that our communities wished us to sharpen our priorities and deliver the six specific outcomes set out above.

The focus on these outcomes is a means through which the enquiries will go beyond

individual service based reviews to develop new and financially sustainable ways of working, across service demarcations and directly interacting with our communities and other organisations (public, commercial and third sector) to co-design how transformation will happen.

The enquiries will be root-and-branch, wholesale reviews of our activities and our use of resources. They have been set up to encourage and enable the creative and innovative approaches needed to reduce our reliance on shrinking Government funding and build up our financial sustainability in the years ahead. The detailed proposals for the *Transformational Enquiry Groups* are attached as an annexe to this proposal.

The Bid – What we want and why

Our proposal is for funds to support three important elements of the *Transformational Enquiries*:

Orientation – It is recognised that to be successful in delivering sustainable, innovative change the *Transformation Enquiry Groups* will need to adopt a creative and open mindset. There is also work to do to build on work to further deepen and embed collaborative relationships between officers and Members and in respect of Political collaboration between two sovereign Councils. We need to invest some time and resource at the outset of the process to support the groups in adopting this mindset, which will aid and speed the development phases of the process. Special support will be provided to participating communities, especially „hard-to-hear“ communities. To do this we will establish a short development programme for each of the six groups and will need financial support to fund that development programme.

Evaluation and transferable learning – We aim to produce **accessible** resources and information that will help spread our learning from this process, sharing best practice with local authorities and other public service organisations. Independent and robust evaluation is an important factor in achieving this aim as it will help to ensure that the resources we produce have real value to other organisations. We will need financial support to fund that external evaluation and to produce useable resources and develop support for other organisations.

Implementation – Although the findings and recommendations of the enquiry groups cannot be pre-empted, truly innovative change is likely to involve transitional costs. For example, any new income generating proposals could need financial support in establishing an independent trading structure (e.g. a social enterprise or community interest company). We will also need to further develop our governance arrangements to ensure that independent sovereignty can work hand in hand with innovative shared service delivery. The final part of our bid proposals is to support this phase of the enquiry process.

Summary Costs

	Activity	Cost
Orientation	Training and development work for Enquiry group Members. Enabling the development of relationships to aid Political collaboration and Member/officer collaboration. Effective community engagement, including a focus on „hard to hear“ groups	£52,900
Evaluation and transferable learning	Independent and academically rigorous evaluation. Production and promotion of support packages to aid development across public sector organisations.	£39,000
Implementation – Invest to Save	The creation of an implementation fund to cover transitional costs that will enable innovative, sustainable change to be delivered. To include a specific focus on community involvement in service delivery,	£75,000

Benefits, Savings and Value for Money

Through the process of *Transformational Enquiries* we will reduce both Councils' dependency on central government grant by £8-£10m over the next three years, with implementation of initial projects from April 2014. We will aim to achieve this ambitious but, we believe, achievable goal through transformation: thereby preserving and enhancing our positive impact on outcomes for our communities. We will do this by both seizing opportunities for sustainable revenue streams, by developing our community's capacity and self-reliance and by delivering services with our communities and partner organisations (creating greater efficiencies and reducing duplication). This will provide greater value for money by the intelligent investment of public funds.

Other benefits for both authorities will include:

Creating a more flexible model for delivery, which will be better equipped to cope with future change.

Establishing greater capacity for more creative strategic thought and development of new ideas, creating sustainable internal capacity for future development (reducing the need and dependency on costly external expertise in this respect) and the effective engagement of communities in shaping these new ideas

Further developing collaborative working between two sovereign local authorities.
Enhancing political cooperation between the authorities and the collaborative approach between staff and elected Members.

Benefits to other local authorities and organisations that deliver public services will be achieved through the targeted dissemination of learning as detailed above.

Innovation and Transferability

For some decades local authorities and other areas of the public sector have sought to reduce costs, principally by making efficiency gains. Such an approach to meeting the current financial challenges is short-sighted and thereby unsustainable. There is nothing innovative about this salami slicing approach and a more radical and creative approach is needed.

We recognise this need for radical innovation and are in the vanguard of local authorities delivering innovative solutions. Using this platform of innovation we now seek to go further and fundamentally transform what we do and how we do it.

We have put in place an approach to transformation, which is specifically designed to produce radical ideas, forge collaborative endeavour between staff, councillors and our communities and ensure that sustainable change can be delivered. With financial support from the Transformational Challenge Award we can both maximise this opportunity and much more effectively enable others to learn from what we do.

Through a process that is focused on outcomes rather than the more established method of service based reviews, we will develop ways of working that are truly transformational. The process we have established has this goal as a very clear and well supported aim. The cohesiveness of the support for the process, established through the development of our design principles, means that we are well placed to tap into the potential *ideas well* that is the expertise, experience and leadership of our staff, councillors, external partners and communities.

This potential is enhanced through the development process for the enquiry groups at the orientation phase; the independent evaluation will enable us to learn and develop (sharing that learning); and the implementation of ideas will provide practical models, to be shared across a range of other organisations, for delivering real change

Detailed Objectives, Activities and Costs - 2013/14 and 2014/15

Financial Year	Objective	Detailed Activity	Costs
2013/14	To orientate and prepare enquiry groups and communities to think differently and thereby produce truly transformational ideas	Specialist facilitator for development sessions	£14,400
		Support/Accommodation costs for development sessions	£3,000
		Specialist facilitator to directly engage with communities – to lay the ground for engagement in co-design	£5,000
		<i>Leadership in mind</i> & INLOGOV development work (provide capacity to build deeper and wider relationships)	£13,500
	To ensure effective and meaningful engagement with all communities in the enquiry process and the co-design of ideas	Specialist facilitator to directly engage with communities	£17,000
	To provide an objective assessment of the process of Transformational Enquiries	Commission independent evaluation, engaged throughout the process	£10,000
	To ensure that the learning that we gain from objective evaluation is translated into products that enable transferable learning across the public sector	Development of support resources	£7,500
		Bespoke promotion and publicity aimed at a range of public sector organisations	£4,500
		Formation and deployment of peer support	£7,000
	2014/15	To promote learning in other public sector organisations	Deployment of peer support
To support the effectively implementation of transformational ideas for service reform		Commissioning specialist business and financial planning	£8,000
		Training and development of internal capacity to deliver commercially focused financial planning	£10,000
		Commission specialist support to engage communities directly in the implementation phase (building on co-design engagement)	£10,000
		Development of aligned and streamlined governance/decision making – for all participating sovereign Councils.	£20,000
		Commissioning of specialist advice to enable the sound establishment of alternative delivery models	£15,000
To embed learning and provide sustainable internal capacity for future change		Training and development on legal and commercially focused business and financial planning (development from implementation phase)	£12,000
Total Award sought		£166,900	

This Bid funding will provide additional focused pump priming to enhance and support the Councils own funding from their retained New Homes Bonus that is targeted at Invest to Save, Transformation and the promotion of Economic Growth.

Governance

If successful, the award would be administered by the Integrated Management team steered by our established Joint Member Integration Board and all spending decisions would be made by each of the sovereign councils through their own internal governance arrangements.

There is an established inter authority agreement. All shared expenditure, pooling of resources and spending of any award will be managed in accordance with our established accounting practices and procedures which are supported by both our internal and external auditors.

All spending decisions will be justified through the development of compelling, robust Business Cases

The two councils would discharge the “accountable body” functions for any award jointly and severally.

Summary

There can be confidence that we can deliver. Our track record of innovation and ability to embrace change is a firm basis upon which that confidence is founded. We have a clear understanding throughout the organisations about the need for radical change and see opportunities to become more self reliant by changing the nature of our financial model. We also have a clear path to delivering that change with a fully thought through and articulated model – The Transformational Enquiries. Our track record of delivery includes an already well established tradition of collaborative working, of developing shared services and full engagement in the development of a new collaborative model across the authorities in Suffolk.

What is more, we want others to learn from what we do, this includes learning from mistakes as well as successes – any new venture involves risk and the inevitability that not everything will go as planned. The only way not to make mistakes is not to try too hard. We are wise enough to acknowledge this and open enough to allow proper independent scrutiny of what we do – this approach will ensure that others will be able to learn as much as possible from our endeavours. These factors mean that TCA funding in Babergh and Mid Suffolk is a good investment - which will yield benefits well beyond our organisations and far in excess of the initial funding required to do this.

Bath and North East Somerset Council

Transformation Challenge (Authority Award): Connecting Data across Public Services in Bath and North East Somerset

Statement on purpose and innovation

Local public services generate a staggering amount of data. Advances in computing power give us an opportunity to use, reuse and distribute data about our residents and communities. Properly used, this data creates a great potential to predict behaviour, personalise services and drive efficiencies out of the system and in so doing better coproduce services with local people.

We share The Policy Exchange's view that more effective use of 'big data' in government carries with it a range of benefits¹

Improved personalisation of services, based on an improved understanding of residents and their needs

Predicting future behaviours and more effectively targeting services

Accelerating Efficiency

But there are challenges to us making the best use of this information:

Our culture has been rightly based on promoting security of information, but there is a lack of awareness of the opportunities inherent in data sharing

Information is often held in service delivery silos

Legal frameworks have not kept pace with technology in this field².

Decision makers are not aware of the benefits that can be realised by more effective use and analysis of data.

These challenges leave many agencies and the staff working within them with questions and dilemmas about data use and sharing. Poor information sharing and analysis within and between public sector agencies is currently preventing us achieving the best outcomes for local communities. It also puts at risk a range of projects relating to local or national priorities.

Working with the sector-led Improving Information Sharing and Management project, we want to **think differently about data from across the local public sector in Bath and North East Somerset** to enable the safe and legal sharing of information for strategic planning and operational delivery. Through this we will, in effect, **give data back to our residents and communities** by enabling more informed choices.

As a member of the Public Services Transformation Network, we want to offer Bath and North East Somerset as an environment for investigating new approaches to managing data,

¹ <http://www.policyexchange.org.uk/images/publications/the%20big%20data%20opportunity.pdf>

² <http://www.guardian.co.uk/news/datablog/2013/apr/12/data-protection-law-lagging-behind-technology>

evaluating services and promoting evidence based change in local public services in a way that places individuals at the heart of the decision making process.

Full Description

Scope:

A number of priority activities have been identified to develop specific areas for delivery to 14/15.

All public services in the context of their engagement with local communities in the context of the Connecting Communities project.

Health and social care services covered under the scope of our Health & Social Care integration pioneer bid.

Services delivering to families identified as the Bath and North East Somerset Connecting Families (troubled families) caseload.

Commissioned services starting, or coming to an end within the 13/14 and 14/15 financial years.

It is anticipated through these programmes, that other areas of business will also experience positive outcomes; these are further identified in Section 3 (Benefits) and we want to build to a point where we have a broad scope defined as 'all activities commissioned, delivered or enabled by public services in the Bath and North East Somerset area'. However

We have a history of successful partnership working in this area, with coterminosity between the local authority, Clinical Commissioning Group and Police Basic Command Unit. This proposal is being led by the local authority with full support of our local Public Services Board³. It will also be aligned with planned reviews of information planned by local Safeguarding Boards for 13/14 and 14/15 financial years. We also have a commitment of support from the Institute of Policy Research at Bath University to provide practical and strategic guidance throughout.

We are proposing this work as a project across our partnerships with different central government departments. It has been identified as a key dependency for our developing Health and Social Care Integration Pioneer proposal with the Department for Health and our Universal Credit pilot with DWP, particularly in the context of the recent announcement of Bath jobcentre as a pilot site for UC roll-out.

We will achieve this through three programmes of work:

³ For the context of this project, public services are considered to be the members of the Public Services Board:

- Bath and North East Somerset Council
- Bath and North East Somerset Clinical Commissioning Group
- Curo (RSL)
- Quartet Community Foundation
- Avon and Somerset Police
- Avon Fire & Rescue

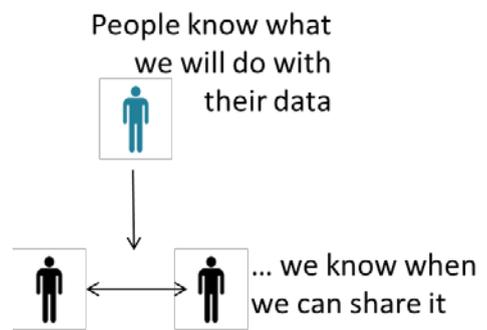
and other partners contained within

- Local Safeguarding Boards

Institute for Policy Research (University of Bath)

2.1 Programme One: Governance

We want to develop a clear approach to the sharing of personal information. This would ensure that communities and service users are engaged in an honest conversation about how and when we use their data and we will work together to improve local services.



For front line staff and managers we are interested in developing consistent structures, training and guidance which makes sense in the context of their work to **change our culture of information sharing**. We will learn from and contribute to the work of the Improving Information Sharing and Management Project. In addition, we will take informed legal advice and engage with the Information Commissioner's Office as appropriate. Overall, this will enable us to develop more effective risk-based approaches to information sharing in the context of effective privacy impact assessments.

Outputs

Minuted or signed agreement from public service leaders setting out commitments to ensure that data can be safely and relevantly shared. as to overarching principles of data sharing.

Alignment of roles and responsibilities around information sharing, revised consents, privacy notices and development of privacy assessments across all relevant agencies, including an understanding of when relevant risk thresholds enable sharing

Delivery of training and engagement events and materials for front line staff and managers on roles and responsibilities for information sharing.

Outcomes

Increase in appropriately shared information flows.

Organisations have a shared approach to managing information security and use it to drive improvements.

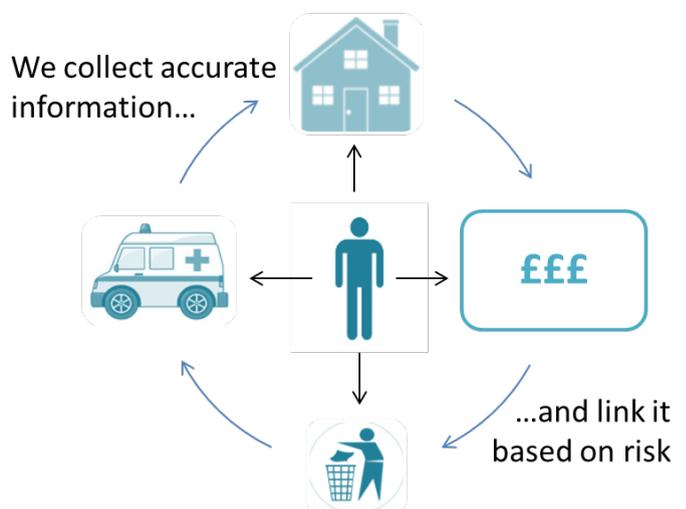
People are aware of how and when public services will use their data

Staff are aware of the importance of information as a local asset and how to articulate changes to members of the public

All members of staff are aware of when and how they can use data individually and when it will be shared within their organisation and beyond.

2.2 Programme Two: Data Management

Whilst an improved understanding of the legal framework will be an excellent starting point, we also need to put in place technology and processes to support robust management of data and data quality. This activity will focus on working with private and academic sector providers to develop practical mechanisms for **linking data in a local public service context**.



We will also use the internal momentum behind this project to bring together a range of data management processes and data sets such as the Local Land and Property Gazetteer, to create a local information architecture based on existing UK Public Sector Information Architecture principles⁴.

Outputs

Agreed information architecture, including principles for personal master data.
Successful procurement of a solution to link data.

Outcomes

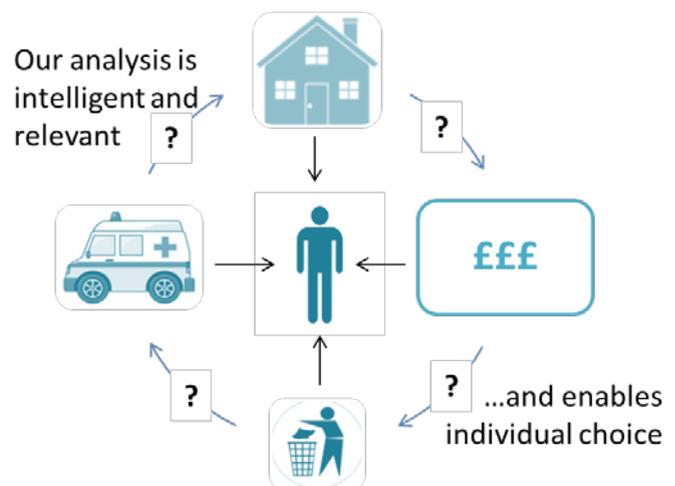
Administrative efficiency savings in data entry and management
Data is available for use in benefits realisation activity

2.3 Programme Three: Analysis and benefits realisation

We will work to create **people focussed data**, presenting information around individuals and families and enabling people to have control of their permissions, initially within a health and care setting, to develop a solution to enable people to use their own data to make informed decisions about their lives.

But data is only as good as the way it is used and the way it influences decision making. We will work with private and academic providers and focus on a **range of analytical activity**

Open data publication and sharing



Through developing the Joint Strategic Needs Assessment, act as a policy laboratory to measure efficiency and effectiveness of commissioned programmes.

Bringing forward the local tech economy/ and local developers through 'hack days' and the creation of other Big Data opportunities.

Improved data visualisation and reporting for strategic purposes.

This work will be complemented by an associated **organisational development programme** focussing on decision makers at all levels. The aim of this work will be to promote the benefits of intelligent, data-driven commissioning and recognise successes.

This will be followed by a final **integration of findings into budget planning round 15/16 and ongoing** to ensure financial planning based on all relevant findings.

⁴ <http://esd.org.uk/esdtoolkit/Documents.ashx?doc=3592&agency=573&v=1>

Outputs

Increased analytical activity which is successfully fed into the commissioning and decision making processes.

Development of a solution to provide customer access to their data, including management of consents and signposting.

Engagement and training activity with decision makers

Increased number of social marketing and 'nudge' campaigns.

Alignment of activity with financial data

Increase in the number of decommissioned interventions when they are shown to be ineffective.

Successfully implemented hack days.

Outcomes

Increase in the number of decisions made based on valid intelligence.

Achievement of budget targets with minimal impact on communities.

Realisation of benefits (see below)

Benefits

We think it is likely that we may challenge existing practice in information governance; as a result we anticipate one of the primary benefits of this project to be the creation of new and more relevant practical case studies which can be disseminated across public service agencies elsewhere through the Transformation Network and the Improving Information Sharing and Management project.

There is a wide range of service specific and cross-cutting policy areas which are currently either suffering from an inability to effectively share and analyse data, or could realise efficiency savings and/or improved customer experiences from so doing:

Programme	Benefits	Instead of...
The Connecting Communities project maximises coproduction opportunities with local communities through the understanding and management of community assets	Effective insight and analysis of complaints and service request data allows effective targeting of communities for nudge and other behavioural economics initiatives.	Failing to identify or maximise opportunities for coproduction We deliver overlapping interventions in communities without common endeavour.

Programme	Benefits	Instead of...
Personalisation for users of care services: (Health and Wellbeing Integration Pioneer bid) brings together choice and control for service users	The person is placed at the centre of their data. This enables more effective decision making by individuals and supports the development of new markets.	Providing health and care services on a prescriptive basis and leaving customers to deal with a complex delivery landscape.
Connecting Families (local response to the Troubled Families initiative)	The programme effectively shares information across a wide range of services to understand how our most complex families access all services provided by public services.	<p>Creating confusion amongst practitioners in different agencies.</p> <p>Only sharing information in the context of existing legal gateways and statutory criteria which are interpreted in different ways by different organisations</p>
Commissioners of all services	Commissions are based on a more sophisticated understanding of what works – moving beyond volume of people receiving services – opportunity to use the area as a laboratory to test what works in a real environment.	<p>Commissioning based on national best practice with limited understanding of local effectiveness.</p> <p>Potentially spending money on locally ineffective interventions</p>
Universal Credit Pilot and implementation of welfare reforms	<p>Effective information sharing takes place in a front office environment. Information is shared between social care and welfare services is vital to ensure that local welfare support services are targeted in the most effective way.</p> <p>Individuals experiencing changes in personal circumstances due to welfare reform are targeted to increase the take-up of employment opportunities</p>	<p>Creating unexpected budget pressures through changing eligibility criteria.</p> <p>Welfare support fund demand dramatically outstripping the available monies.</p> <p>Missing opportunities to support people back into work</p>

Successfully achieving these benefits will bring a range of secondary benefits to other council and public sector programmes:

Programme	Benefits	Instead of...
Safeguarding Children and Vulnerable Adults	Effective Information sharing takes places across all services in an environment of mixed-market delivery in care services.	An environment where staff are not always aware of what can be shared between newly formed agencies in safeguarding settings.
Back-office efficiency programme Delivers savings through channel-shift and lean systems reviews and at the same time improves the effectiveness of support to customers.	More effective data sharing enables channel shift, reduces the number of customer touches required for service delivery and enables a more holistic approach to customer need. Examples include sharing of eligibility information to minimise delays, and a single view of customer activity to reduce potential fraud	Service reviews highlight gaps in information sharing and data collection Front line staff, residents and managers highlight great ideas that cannot be delivered.
Economic Growth.	We use depersonalised data as an asset for local developers and tech companies as to develop their own ongoing innovative offers, through internet hack days and broader offers to be developed with the university.	Leaving information assets untapped

Savings and Value for Money

As defined above, we want to enable the more effective delivery of services and so any cashable savings will be defined in the context of these services, both in terms of achieving efficiencies already planned in the council's budgets, in particular:
Customer Services Change Programme (£1 million)

IT Systems Rationalisation (£900k)

The opportunities from Big Data initiatives are well understood in a commercial setting, with recent research suggesting industry leaders are projecting a 50% return on investment⁵. Value for money will also be realised by stopping those things which don't work and mitigating impacts of other changes, such as the £40m reduction in state welfare spending for the area⁶

The long term sustainability of this work will be dependent on delivering savings through IT infrastructure rationalisation and building linked data requirements into future procurement activity and through the ongoing work of Joint Strategic Needs Assessment project team.

⁵ http://blogs.hbr.org/cs/2013/06/what_the_companies_winning_at.html?utm_source=Socialflow&utm_medium=Tweet&utm_campaign=Socialflow

⁶ <http://ig.ft.com/austerity-map/>

Amount of award sought and Transitional Costs

Activity	13/14 (£000s)	14/15 (£000s)	Amount sought (£000s)	Programme
Additional support for info governance, organisational development/culture change support – including back-fill where relevant	90 (for 18 months)		90	1 & 3
Development of technical solution, including data matching and analysis.	150 (for 18 month procurement)		150	2 & 3
Knowledge transfer partnership with Inst. For Policy Research – University of Bath.	30	30	60	3
Total			300	

Bournemouth

Better Together

The Transformation Partnership: Improving health and social care with people in Bournemouth, Dorset and Poole

Summary

The Dorset area: three-quarters of a million people; Bournemouth and Poole, which together make the second largest conurbation in the South West; several towns and many small villages across a rural landscape; one of the highest proportions of older people with high impact care needs in the country. This, combined with a high number of people with resources to fund their own care, and increasing numbers of carers⁷ puts us at the forefront of the demographic challenges ahead.⁸

The Dorset-area Partnership: three upper-tier local authorities, four NHS Foundation Trusts and a single Clinical Commissioning Group serving the whole Dorset area; already established, and ready to make real a strong and shared commitment to integrated health-care. We have sign up, too, from our Health and Well-being Boards, NHS Boards, Cabinets, Overview and Scrutiny Committees, Wessex NHS England and district and borough partners for this work.

Person-centred, outcome-focussed, preventative, co-ordinated care

This is not something new: it has been at the centre of national thinking and government initiatives for many years. But it has new force – the financial constraints of austerity coupled with a clear demographic direction of travel create the conditions for transformational change.

Initially, we will focus on the main issue: older people with significant long-term health and care support needs. We will integrate functions to create person-centred, prevention-oriented support: enabling the outcomes expressed in *National Voices* and *Making it Real*. Then we will look to expand our programme to include new cohorts and create a unified model of health and care across the Dorset area.

We have a clear approach and a partnership-wide programme to shape, coordinate and drive individual projects across four areas of intervention:

managing demand - universal front-end, information and advice, reablement/intermediate care, technology, accessible homes (via district councils);

improving effectiveness - a new operating model and care management process across the three local authorities supported by one ICT system;

integrating commissioning - shared commissioning functions across the CCG and the three local authorities: use of resources, pooled and aligned budgets, common principles and priorities and market positioning;

⁷ The 2011 Census found that 11% of the population of Bournemouth, Dorset and Poole were providing unpaid care – higher than the national average of 10%. The number of unpaid carers in the area rose by 15% between 2001 and 2011, to almost 83,000. The equivalent national increase was 11%.

⁸ Laing and Buisson estimate that nationally up to 41% of people fund their own residential care, yet only 21% of these engage with local authorities.

integrating service delivery - integration for acute, community and primary health and social care, with enhanced community health and social care co-located services which are fully integrated with all primary health services.

Our strength in delivering this transformation is in the strong, formal commitment from the top of our eight organisations and a strong and inclusive relationship with our Health and Wellbeing Boards. We have the ability to influence other public, independent, and voluntary organisations, including them in the integrated commissioning and delivery model we are building.

We do not have all the answers: we want to engage with Government and other pioneers to find the best approach to joint commissioning, service integration, and the development of the workforce within and across organisations. But we are passionate in our desire to shape, drive and accelerate change. We are on the cusp of a great opportunity and the Transformation Challenge Award, and inclusion on the multi-agency network, would lend our programme huge impetus.

Introduction

This document is a response by our partnership to the Department of Communities and Local Government's Transformation Challenge Award. A similar submission has been made in response to the Department of Health *Pioneer* initiative. It describes a consolidated programme of initiatives – a transforming programme - that will develop the necessary structures, behaviours, incentives, financial models, information, processes and systems to deliver this vision for the people served by our organisations. We welcome the offer of support and in return are more than willing to engage in the wider community, actively sharing our learning and developing cooperative forums to build momentum for change across the country. We plan to use our proposed shared Programme Board and lead officers in each of the agencies to contribute to national forums and learning. Our work with the LGA on Systems Leadership across the partnership will also be of benefit to others.

The bid and the transformational programme it describes has been signed by: the Chief Executives of Bournemouth Borough Council, the Borough of Poole and Dorset County Council; The Chief Executives of the four NHS Foundation Trusts (Dorset County Hospital, Poole Hospital, The Royal Bournemouth and Christchurch Hospitals and Dorset HealthCare University); and the Chief Officer of Dorset Clinical Commissioning Group.

The bid received formal endorsement from the Dorset Health and Well-being Board on 12 June 2013, and from the Bournemouth and Poole Health and Well-being Board on 19 June 2013.

For Bournemouth Borough Council, The Leader of the Council [Redacted] endorsed and supported the bid on behalf of the Council on 28 June 2013, in line with his scheme of delegation as set out in the Council's constitution.

For the Borough of Poole, the bid was supported and endorsed by the Health & Social Care Overview & Scrutiny Committee on 25 June 2013, and formally approved by the Leader of the Council, [Redacted], on 5 July 2013.

For Dorset County Council, the bid was supported and endorsed at Member level by the Adult and Community Services Overview Committee on 24 June 2013 and the Cabinet on 26 June 2013.

Across Bournemouth, Poole and Dorset, we have a successful track record of good quality working relationships and partnerships. We have, for example, a single Public Health

Team across the three authorities, a joint Archives Service, a joint Skills and Adult Learning Service, and a single Local Enterprise Partnership. The Leaders and Chief Executives of our authorities, alongside those of our six district and borough councils, meet together regularly to discuss issues of common concern – a forum that is supported by a formal officer structure hosted by Dorset County Council. With the NHS, we have a single Clinical Commissioning Group – the third largest in the country. The success of our partnership arrangements has been reflected in many successful inspections in recent years, particularly in health and social care.

Nevertheless, we all recognise that without change, the increasing demands placed on our health and social care services by Dorset's ageing population will make those services unsustainable in the longer term, financially and in terms of available resources, skills and expertise. Our own audits and individual feedback show that, despite our efforts, there is significant waste in the system. This occurs within the operations of a single agency and between organisations delivering services to the same people. Single agencies may be able to address waste in their own organisation through tactical re-design and continuous improvement initiatives, but to reduce the waste that exists across organisations requires a transformational approach across the whole system.

Most people regard the care they receive to be acceptable or good, and often excellent. However, too many people tell us that their experience of care across the system is characterised by duplication, and of becoming 'lost' in a system. Lack of flexibility with some interventions which can be driven by the incentives and penalties inherent in the system leave people feeling helpless and confused. These are not good ingredients for promoting self help and independence. We are at the start of our journey and do not have all the answers. The practical realities of operational integration are still at a formative stage. And at a strategic level it is clear for example that we will need to develop a detailed understanding of the rules surrounding choice and competition. We will need to reshape our organisational relationships within the partnership and develop more porous boundaries – enabling talent and resource to move more freely and purposefully around the system, as part of our commissioning role.

The partnership has the will to reach out for support to develop, test and implement new models: to Government and its expertise, particularly, DCLG and DH; and to those councils and health organisations across the country that have already made the first steps exploring new and integrated commissioning and delivery models. We therefore represent many areas that are at the same stage of development. We have a history of engaging in peer learning and review and regard this as essential for improvement.

Programme vision: Integrated care and support

“Bringing services together to respond to what is important to the people we serve”

The *Dorset-area Partnership* is committed to transforming health and social care services across the Dorset area, to enable and deliver a sustainable improvement in health and care outcomes through:

Person-centred, outcome-focussed, preventative, co-ordinated care

Information and advice: The “front end”

People's experiences have helped us prioritise what changes need to happen first to improve the effectiveness of our services. Our aim is to overcome the existing organisational, system, cultural and financial barriers that can get in the way of delivering co-ordinated care and support to the people and communities that we serve. We know that straightforward and convenient access to information and consultation through a range of channels (e.g. on-line and electronic, telephone and face-to-face) enables people to understand their needs, their condition, their care or treatment options (including financial options), and what they need to do to access services. They will need to find this coherent. We want the experience to be one of a coordinated set of services.

Early intervention and prevention

The person will be offered services that are more community-based, and are preventative, whether these are clinical or care-based (for example screening and diagnostic services; respite and support for carers, or other interventions designed to prevent or minimise the risk of a person's condition deteriorating to require secondary care and admission to hospital). Similarly, those who have to be admitted will be able to access the necessary support – both clinical and care-oriented - that will prevent an early return to hospital, particularly as an in-patient. Wherever it is clinically and economically appropriate, out-patient services will be increasingly community and home-based to reduce the personal disruption that accompanies visits to often remote hospitals.

Coordinated care

They will find that services, and just as important, the process to access services (e.g. making appointments, co-ordinating tests, managing travel to specialist services) will be effective and efficient, reducing stress and time-use by the person, as well as being more cost-efficient for the provider.

A person will often have unpaid carers (family, friends, etc) who will find that they are considered as invaluable co-producers and who may be in need of support themselves. They will experience a similar coordination of services that are easy to identify and access, that support them in their role of carer and are themselves coordinated with services that may be required to support the carer's own health condition and care needs.

Person-centred care

The person's experience described here will be consistent, across all conditions, especially those with multiple or long-term conditions (LTCs). The people providing care and health services will regard the person as the focal point around whom everything else is coordinated. They will manage and operate processes that are designed around the person and connect seamlessly to ensure that information flows are optimised and that all the necessary steps in a process are coordinated, and have flexibility from the person's point of view.

Outcome-focussed

The organisations will work collaboratively to deliver the required outcomes for the person and have incentives to do so. These outcomes are described below under **Benefits: Financial and non-financial.**

A new system: whole system integration

As a total health and social care community, we spend £1.2 billion a year across Dorset. To address growing demand and increasing public expectations in the context of constrained and reduced resources, the partners recognise that we have to radically rethink how we approach managing, and reducing, this demand.

In setting up a new system of integrated care the Dorset-area Partnership will need to consider several types of integration. For example the recent national evaluation of the Department of Health's Integrated Health Pilots⁹ described four main types of integration: functional; organisational; professional; and clinical. The breadth and degree of integration should also be considered, such as horizontal integration which focusses on linking services that are on the same level of the process of healthcare. In doing so it may involve competing or collaborating organisations, networks or groups. Vertical integration focusses on bringing together different levels of care under one management umbrella (e.g. drawing together hospital and community services). We are not looking for a model in which one size, or one approach, fits all.

The degree or nature of integration can also work at a **macro** (population wide); **meso** (for a care group); or **micro** (individual) level. These considerations are important when assessing the impacts of integration on an individual's experience of care and treatment. The overall evidence for the impact of integrated care appears to be limited and much of it comes from Europe and the United States. It is possible to identify evidence for improvements in experience outcomes for people but much harder to evidence cost savings. Unfortunately much of the evidence base to date focusses on small scale change, which does deliver benefits, but it is the larger scale change that may be required to deliver the reduction in fixed costs especially between agencies.¹⁰ These aspects are recognised in our approach specifically in achieving change at the scale needed to make a difference. We need to work at sufficient breadth and degree to affect individual and population outcomes.¹¹

⁹ RAND Europe, Ernst & Young LLP (2012) National Evaluation of the Department of Health's Integrated Care Pilots: Final Report. London: Department of Health

¹⁰ Thistlethwaite P. Integrating health and social care in Torbay. London: The King's Fund.

¹¹ Curry N, Ham C (2010) Clinical and service integration: the route to improved outcomes. London: The King's Fund.

The Nuffield Trust suggests that a focus on *either* horizontal or vertical integration – rather than *both* – at any one point in time, could result in disruption between integrated primary and community services on the one hand, and vertically integrated care pathways (that take patients from first contact to specialist to ongoing care) on the other.¹²

The context of the Dorset, Poole and Bournemouth partnership demonstrates that we have the key ingredients and commitment to support the development of a new system. This will be based upon an approach which uses lead commissioning, draws on evidence from localities (13 across Dorset, Poole and Bournemouth), recognises the benefits of horizontal and vertical integration and has a common understanding of the challenges, principles and ambition it is working to.

The Dorset-area Partnership will progress integration based on evidence of what works locally, and the development of integrated locality health and social care teams will be fundamental to addressing the increasing emergency attendances and admissions and supporting the work of the Dorset Urgent Care Board (see *Appendix A: Better Together Programme Brief* diagram 1).

Our starting point therefore will be on how we collectively commission services together in order to help address a funding gap of £110 million by 2017 (see *Appendix A: Better Together Programme Brief*, p9, Financial Information – Funding Gap).

The core components of the new system are:

- a) Increasing the pace and scale of initiatives aiming to provide ‘care closer to home’ to achieve targets on shifting from institutional care to self-help and community based systems
- b) Develop whole systems outcome based commissioning to reflect best value. The range of outcome measures that would drive these commissioning intentions are described under the *benefits* section.
- c) Develop new ways of working within and between agencies which aim to maximise and measure the added value of providing direct support to people who need help.
- d) Working with communities and individuals to help themselves by providing timely enabling interventions which reduce the need for crisis or longer-term statutory services.
- e) Informed by evidence of what works locally, nationally and internationally and from the experience of our populations and people who use our services when developing new approaches.

The partners recognise that we must deliver these core components within the next five years to be able to achieve a sustainable Health and Social Care system for the future. Our high level programme priorities reflect the immediate actions needed

¹² Shaw S, Rosen R, Rumbold B (2011) What is Integrated Care – Research Report, Nuffield Trust

to improve service responsiveness and start to divert and manage the increasing demand for institutional and acute care. The longer-term objectives reflect our intention to re-commission services against a clearer set of whole-system outcomes which are delivered through integrated commissioning arrangements. The programme for integrated commissioning will include focussing on demand management, developing the new infrastructures for services and sharing market management, contracting and procurement responses.

The focus on outcomes and the dependency of multiple providers to deliver the outcomes will require clear and transparent governance and a contracting approach that rewards collaboration and mutual support and does not allow providers (in extremis) to cause failure in others through any inadequacy. The commissioners will also allow providers time and scope to invest in service re-design, support for coordination (e.g. integrated information systems) and drive continuous improvements.

Our organisations that make up the Dorset-area Partnership and its commissioned delivery organisations will be administered efficiently and effectively to maximise the value of building and other assets.

Based on earlier work on *Total Place*¹³, and performance information, we recognise that current arrangements for financing the existing structure of services can and do work against delivering our ambition of achieving a person centred, co-ordinated system of health and social care, and the best use of resources. In developing the new integrated commissioning model we intend to test and then implement new financing tools which support rather than work against our ambition. These will include:

- Shared financial planning by aligning and then, where it is needed, pooling budgets to support whole system working.
- Use an overarching framework or agreement for using pooled funds supported by specific schedules which can be added for agreed shared activity, thereby reducing the work associated with numerous separate agreements.
- Governance arrangements such as Health and Well-being Boards and shared joint scrutiny arrangements which recognise legal duties and accountabilities but also evaluate quality and value for money and reporting success against outcomes.
- Chief Officer over-sight of the macro use of resources between partners to monitor the impacts and demand and changes across the health and social care system, supported by a common set of financial and performance information.
- Investment in locality and community initiatives which seek to promote self help and divert demand.

¹³ Bournemouth, Dorset and Poole Total Place Pilot – Final Report 2009

Leadership across the new system will need to be developed to drive the cultural change that is needed within and across agencies. Leadership facilitation and support will be provided by the Local Government Association (LGA) to the Chief Executives of the partner organisations as the programme sponsors. The facilitated Leadership workstream will develop the principles expected to be applied to their respective organisations. It will also evaluate and address cross-agency issues that are getting in the way of achieving an integrated service experience for the population.

The front-line cultural change for the multi-agency teams will be supported by an external facilitating partner using customer-focussed approaches. The intention is to get change working at the leadership and front-line level based on putting the individual first and practising the principles in the vision. It would be expected that front-line teams will identify barriers to progress which will be raised as issues for the leadership or sponsor group.

Within the programme, establishing a shared ICT and more importantly shared business processes between the local authorities and into the future with health partners is regarded as an essential. Customer focussed approaches highlight the amount of waste or activity that adds no direct value to the person needing help. The programme would seek to 'baseline' this and measure productivity. As an illustration a 5% improvement in productivity across the agencies could contribute £60 million towards the funding gap. This is based on a total expenditure of £1.2 billion.

Tailoring services to the individual will be fundamental to achieving best value. Off-the-shelf or generalised programmes of care and treatment can miss what interventions can be most effective. Dorset was a pilot for personal health budgets which was based on similar approaches used by local authorities for direct payments and personal budgets. The new models for commissioning would be looking to build on this to allow greater flexibility between agencies to meet needs – for example setting up individual pooled budgets.

The programme: Integrated care and support

Four layers of intervention that the Programme will include are described below. Prior to this, however, the Programme Management Office will need to address some overarching requirements to deliver the change. These are:

- Maximising the supports available from the LGA Systems Leadership Programme and the DCLG Transformation Network'
- Undertake and coordinate communications, consultation and engagement work across the various projects and programmes as well as for the overall vision. The role of HealthWatch will be very important in developing and monitoring this work.
- Coordination of Human Resource expertise across the agencies and broader workforce development activity, for example in market analysis work.
- Utilising financial and information management expertise nationally and

locally to inform and provide evidence for strategic decisions.

- Bournemouth, Dorset and Poole Local Enterprise Partnership is also prioritising Social Care and Health workforce issues from an economic perspective, and mutual benefits of the Better Together Programme for the work of the LEP will be explored.

The governance diagram in the Programme Brief at Appendix A represents these areas of work. The programme itself consists of four layers of intervention to achieve the vision.

They are:

Managing demand

- Developing a shared “front end” of support between the partners with specific initiatives on:
 - a) A new web-based information and advice system.
 - b) An advice and support service in hospitals for those who do not meet the criteria for local authority social care services.
 - c) A universal information and advice service to help anyone wanting to access or buy care (in their home or residential care) to receive good quality financial advice and to buy additional support services (such as help with choosing a care home).
 - d) Shared reablement and intermediate care model across Poole, Bournemouth and Dorset.
 - e) Working with the district and borough councils of Dorset to develop integrated information and support to improve access to aids, assistive technology, adaptations and accessible home.
- Complementary work is planned immediately by the Dorset Urgent Care Board to take action to address pressures on the urgent and emergency care system. Specific initiatives include:
 - a) Increasing the number of frail older people receiving proactive case management.
 - b) A greater risk stratification approach when targeting interventions.
 - c) Increasing the number of people supported by rapid response services seven days per week.
 - d) Strengthening GP and other out-of-hours services.
 - e) Supporting care homes to avoid emergency referrals particularly focussing on quality improvements and skill development especially for end-of-life care.
 - f) Expanding single point of access and education of people on the use of emergency services.
 - g) Rolling out of NHS 111 arrangements, including increasing call handling capacity.

Improving effectiveness

- To provide cultural and service change by undertaking customer-focused approaches with specific cohorts of people and developing improved responses. The cohorts will include carers, those with long term conditions, those awaiting discharge from hospital and end-of-life care.
- Develop a new operating model between the three local authorities supported by one ICT system. This will involve a “root and branch” review of processes, aiming to reduce bureaucracy and save costs on future ICT procurement.
- Jointly commissioning multi-disciplinary teams across the 13 localities with the right skills mix and capacity to deliver consistent integrated working with local primary care services.
- The Dorset Urgent Care Board will resource, through an investment of £4m, plans to work at a number of levels by:
 - a) Auditing at a practice level all emergency admissions and using the evidence to inform the improvement plan.
 - b) Reviewing the effectiveness of virtual wards and multidisciplinary wellbeing.
 - c) Reviewing response rates for access to key parts of the process informing admission decisions such as blood and radiological test results.
 - d) Developing a seven-day response across health acute, community, and social care services, recognising that this development needs to take place across the services to be effective.
 - e) Having a designation of expected date of discharge on admission as the default position to improve planning.
 - f) Flexing community service capacity to include in-reach to reduce length of stay in hospital.
 - g) Reviewing continuing care processes and linking to new approaches to commissioning care in an integrated way.

The Transformation Challenge Award, alongside Pioneer support from the Department of Health, will help us accelerate these initiatives to achieve the change we are looking for by using national expertise and experience.

Integration of commissioning

- To develop shared commissioning arrangements across the CCG and the three local authorities using:
 - a) A common set of principles and priorities.

- b) Shared resources through pooled and aligned budgets, supported by macro-level shared financial planning.
 - c) A common market position statement and shared market management between the local authorities and the NHS, to promote quality and value for money.
 - d) A review of local authority directly provided services.
 - e) Sector-wide workforce planning to assess gaps in skills availability and cross-agency trends, and then respond with joint workforce developments.
- To attract new suppliers to make investments into the area by virtue of being a large-scale commissioner, thereby stimulating local economic growth.

Integration of directly provided services

- To develop vertical and horizontal integration, which could include acute, community and primary health and social care.
- To commission new multi-disciplinary teams working closely with primary care services and jointly using capital assets between partners.
- To support closer working at a GP locality level, through identified practitioner links and risk stratification work – especially for people with Long Term Conditions.

The programme approach will support existing initiatives where there are shared objectives. Specific interfaces will include:

- a) The Dorset Urgent Care Improvement plan
- b) The Dorset Integrated (Accessible Homes and Independent Living) Project
- c) Agency efficiency and savings programmes
- d) The Dorset, Bournemouth and Poole Health and Wellbeing strategies

Benefits: Financial

We propose to work with the DCLG and the LGA through the Public Services Transformation Network and through our existing involvement in the Systems Leadership programme to implement the changes set out in Better Together. One of the most challenging areas for us to address is financially assessing cross-agency benefits and measures in a way which is robust enough to form the basis for macro resource co-ordination and reallocation.

The Public Service Transformation Network experience on developing and evaluating community budgets will be invaluable in getting to the level of detail needed to provide sufficient agency confidence to release or move resources. We are particularly interested in the learning from Manchester, West Cheshire and Essex on

investment across boundaries and the technical development of cost-benefit models.

We intend to draw upon technical expertise to analyse our current set of demographic activity and financial data and then formulate baseline positions. We believe such approaches would be very helpful for other areas too, as the model is comprised of one county council, two unitary councils and six district and borough councils.

We have established a cross agency finance officers group who will be working with specialist advisors and technicians to generate the cost benefit models for the Chief Officer and Member Sponsors. For example we will need to assess spending patterns and identify fragmented high- cost interventions as well as estimate the cost impacts of change. This should be based on evidence but weighted to reflect accuracy assumptions ie sensitivity analysis, optimism bias. These tools will help us in determining levels of confidence, both locally and possibly nationally with learning.

We are undertaking complementary work with the LGA Systems Leadership programme to address the cultural issues that work across organisations and to build up the relationships needed to lead the changes. We have dedicated support for 20 days over the year for this purpose.

Benefits to be explored and quantified during the early stages of the programme include:

- **Enhanced market and local economic development** arising from more opportunities to invest at scale in health and care private, social enterprise and voluntary and community provision.
- **Benefits accruing from economies of scale** e.g. single not multiple teams, simplified access to services (including information and advice services), single IT system, commissioning/ buying power, single access points.
- **Enhanced commissioning and planning capacity** to build successful strategies, plans and delivery capability linked to shared workforce alignment, capital investment and joint asset management. This will be supported by refined intelligence on demand and optimum interventions which could be applied in other settings.
- **Benefits accruing from integrated services**, e.g. reduces the need/requirement for often expensive dialogues between organisations about who pays for/provides a service.
- **Benefits accruing from economies of flow** – movement of work between services and around the system.
- **Benefits accruing from the right response** made in a more timely way.
- **A more attractive business proposition for service providers**, making social enterprise and local authority trading companies a more viable proposition e.g. services which in one authority are not a viable proposition

become viable when three authorities are considered.

- **Reduced levels of inappropriate demand** as a consequence of improved work flow, business processes and shared information.

Work is underway between the partners to establish baseline positions on performance and the use of resources. The three councils are undertaking the ADASS Use of Resources toolkit self assessment exercise to assist with performance and efficiency issues. Indicative information shows that councils are at different places across different measures, but work is needed to achieve an optimum balance of resources between community based provision (Communityland) and residential and nursing care (Careland). Best practice indicates a 30% expenditure in Careland provision against a current performance (2011-12) such as 57% for Dorset. Part of the macro overview of the new system by Chief Officers will include this expected shift of 20%¹⁴.

Similar macro resource measures are being explored within the health community to reflect best practice, for example the balance of expenditure between acute and community health care. Currently we spend £484m, 53% of the CCG resource on Acute Services and £94m, 10% on Community Health Services (excluding mental health £108m, 12%).

There are a number of financial outcome measures that can assist us with the macro, meso and micro view of resource usage. These measures will form part of the system performance information for Chief Officers. They include:

- Use of hospital resources: Delayed transfers of care from hospital, e.g. (ASCOF2C)¹⁵.
- Non-elective length of stay and occupied bed days for >65s.
- Emergency department attendances for >65s and emergency admissions for acute conditions that would not normally require hospital admissions (NHSOF3A)¹⁶.
- Acute re-admissions within 30 days of discharge from hospital (NHSOF3.6) and proportion of older people who are still at home 91 days after discharge from hospital / into reablement / rehabilitation services (ASCOF2B / NHSOF3.6).
- Proportion of people using social care who receive direct payments (ASCOF1C), and numbers of people receiving personal health budgets.
- For use of residential and nursing home resources: Permanent admissions to residential and nursing homes, per 100,000 population (ASCOF2A).

¹⁴ Boulton J (2009) Use of Resources

¹⁵ Adult Social Care Outcomes Framework 2013-14

¹⁶ National Health Service Outcomes Framework 2013-14

Benefits: Non-financial

We will describe and then measure the non-financial benefits in a number of ways, such as:

- **Achieving personal outcomes:** Simplified system/ processes for customers – fewer boundary related issues, better lives, more control, more choice and greater dignity.
- **Reduced inequalities of outcome** across our local populations.
- **Enhanced staff outcomes:** Improved quality and quantity (availability) of staff within the whole local sector; better jobs and job roles; improved productivity, attendance, morale and work satisfaction resulting from reducing the frustration associated with waste, blockages and crisis management which impact on their ability to help people; more development opportunities due to cross-agency delivery; reduced turnover in the sector.¹⁷
- **Political collaboration** in this area can be applied in other areas of public service to achieve benefits for the whole population, and make the most efficient use of the “public pound”.

The measures that could be used to assess the baseline position for people’s experience of services and quality of life outcomes could include:

- **Patient / Service User feedback:** HSCIC¹⁸ User Experience Survey adult social care. 7 core integration questions used as interim measures for patient experience at the interfaces between NHS services; overall satisfaction of people who use services with their care and support (ASCOF3A); and proportion of people who use services and carers who find it easy to find information and support (ASCOF3D). Measures for the sharing of information to monitor people “telling their story” more than once.
- **Staff feedback surveys and analysis of complaints/ compliments** from participating agencies.
- **Carers’ feedback** such as: HSCIC User Experience survey of carers; Overall satisfaction of carers with social services (ADCOF3B); and proportion of carers who report that they have been included or consulted in discussions about the person they care for (ASCOF3C).
- **People’s confidence and control over managing their own care** could include: proportion of people who use services who have control over their daily life (ASCOF1B); proportion of people feeling supported to manage their own condition (NHSOF2.1); proportion of people using social care who receive self directed support (ASCOF1C).

¹⁷ National Minimum Data Set (NMDS) Sector-wide data on caring professions, Skills for Care

¹⁸ Health and Social Care Information Centre

- Quality of life outcomes for people with long-term conditions (NHSOF2); in social care (ASCOF1A); and for carers (NHSOF2.4 / ASCOF2D).

The role of the Health and Well Being Board, and particularly HealthWatch, will be key in both supplementing the feedback on the effectiveness of services and monitoring the financial and non- financial benefits of the changes to a new system of support.

Conclusion

The vision and programme outlined in this document is ambitious and wide-reaching. We intend it to be pursued with pace: the next five years will see a fundamental change to the way our organisations work together to commission and deliver world-class, person-centred health-care to the people of the Dorset area.

It is a massive challenge, notwithstanding the shared commitment and drive of the *Dorset-area Partnership*. We will experience significant change at all levels: new governance and structures around integrated commissioning; new approaches to outcome-oriented contracting with incentives for investment, sustainability, and market development; developing integrated processes, and information systems; and not least, encouraging new behaviours, skills and capabilities in our – and our providers' - people.

We are confident that we have the passion, drive and commitment to deliver our programme, and the ability to overcome organisational, financial and behavioural crises that are inevitable with such far-reaching change.

We are not complacent. We recognise that we need help and support, and we want to reach out to others on similar journeys. We welcome the opportunity to be part of the Transformation Network, working with DCLG, the Department of Health and fellow Pioneers and Network members to implement our solution and make it real for the people of the Dorset area, and by extension, to add our weight to the wider National initiatives. We will be better together.

Cherwell DC/South Northamptonshire DC/Stratford-on-Avon DC

Transformation challenge award

BID NAME:	Organisational Change
LEAD OFFICER:	[Redacted] Head of Transformation
AWARD TYPE:	SMALLER AWARD
COLLABORATION:	Cherwell District Council (CDC) South Northamptonshire Council (SNC) Stratford upon Avon District Council (SDC)
AWARD SOUGHT:	£366,932k

Overview of Bid

In December 2010 Cherwell and South Northamptonshire District Councils approved a business case to implement a shared senior management team (see Council Resolutions for further information).

The shared team was formed in October 2011 and as a result is generating savings of in excess of £1.2m across both Councils. The two Councils have also implemented a number of shared service teams and collaborative procurements, primarily in the back office (finance, procurement, ICT, democratic/elections, performance) with a view to generating savings, enhancing service resilience and improving service quality.

A positive report on a 12 month review of joint working arrangements was taken to CDC and SNC Councils in February 2013 outlined cumulative savings of £2.3m and procurement savings of £0.7m.

The two Councils are now working with Stratford on Avon District Council with a view to extend shared services working across the 3 authorities, in a full or collaborative basis. This bid concentrates on the transformation programme that is planned to deliver significant organisational change across all three councils, and is associated with the Programme Office resources to drive and manage those changes.

The key objectives of this project are to deliver:

The best customer experience for the residents of Cherwell District Council, South Northamptonshire Council and Stratford on Avon District Council

Financial savings, greater efficiency, service resilience, employee development

A clearly understood and bought-into culture of ambition, innovation, forward thinking, high performance, continuous improvement, value for money and commercial awareness.

Greater employee engagement and recognition

Service processes which are streamlined, automated, and documented

An embedded continual service improvement loop, maintaining our streamlined processes by continually identifying and removing duplication of effort/resources and generate greater efficiencies and financial savings across all services, in all three councils

A clearly defined organisational development strategy that sets out the journey of change; providing a description of how the culture of the three councils will change, and how that change will be delivered

Harmonised JE, pay, terms and conditions of employment and HR policies

A set of new core competencies for managers and staff which link directly to the vision and values of the three councils, which facilitate increased performance and employee development

Flexible/agile workforces in each organisation, governed by appropriate organisation change policies and approach

Transformation in relation to the way in which employees perform their work and their place of work.

A paper-light working environment that seeks to reduce the councils' carbon footprint through the use of EDRMS while also enabling a "work anywhere" culture.

What will the project put in place to achieve the objectives?

In order to ensure that we capture all of the elements necessary to deliver the change required at SNC and CDC we have established 8 different workstreams reporting in to a member led project board, each of which has a lead officer responsible for delivering a particular element of the overall project. Those workstreams are defined below:

Service Reviews

- Completion of all service reviews from a “shared service” perspective
- Completed reviews in Environment & Community Directorate
- Completed reviews in Development Directorate
- Approved changes planned
- Implemented changes/shared services

Business Process Review

- Delivery of an appropriate business processes review programme in order to identify and remove non-value adding effort, information collection and storage, etc. comprising:
 - An agreed engagement and communications plan
 - A completed procurement of an appropriate supplier/methodology (e.g. LEAN)
 - Training for employees
 - An agreed schedule of reviews
 - An agreed change management plan
 - A set of reconfigured processes (documented as a key tool of business continuity)

Digital by Default

- Adoption of a “Digital by Default” policy towards service redesign and delivery, comprising:
 - An agreed engagement and communications plan
 - Integration with the BPR workstream
 - A customer service engagement and training programme

Electronic Document and Records Management System and paper-light working practices

- Existing paper mountain dealt with
- Prevention of new paper mountain being created
- Data security
- Development and adoption of a consistent Information Storage, Retention, Retrieval and Disposal policy

Harmonisation of JE, pay, terms and conditions of employment and HR policies

- All HR policies reviewed, comprising:
 - Audit of existing policies
 - Fitness for purpose assessment/comparison of which serves the councils’ best
 - Develop a single package of terms and conditions
 - Move to a common JE scheme and single pay structure
 - Consultation
 - Approval process
 - Adoption
 - Training, awareness, implementation

Workforce Planning

- An agreed approach to workforce planning adopted and implemented, comprising:

The development and implementation of a workforce planning strategy and framework

An agreed recruitment and retention policy adopted

Skills audit

Management/Employee Development

An appropriate management development programme delivered, comprising:

A completed skills identification and needs assessment

Development Programme scope agreed, with measurable outcomes

Linked to core competencies and business priorities

A delivered and evaluated programme

New ways of working

New flexible and home working policies and statement of working practices

A distributed workforce following flexible working practices

Appropriate policies adopted to facilitate a distributed workforce as “business as usual”

Whole staff training – reports and management

Implementation of distributed, flexible working

Review of implementation

Project scope

All services

All staff

All service processes

All HR policies, terms and conditions and pay and grading

All council customers

Any exclusions/Out of Scope items

Housing and Planning Services are excluded from service reviews.

JNC Chief Officers will be excluded from the job evaluation process

Project Outcomes and Benefits – why is it in the Councils’ interest to do this?

Exploiting technology

By exploiting technology and using innovative ways to maximise the availability of resource to deliver services will be key success criteria in this project and a parallel programme of work.

Innovations delivered through technology will also enable our staff to work more effectively and efficiently.

Estimated Transitional Costs 2013/14 and 2014/15 (this should equate to amount of bid)

Whilst the programme itself is significant, this bid is associated with the funding of the programme management resource required to support it and to:

Reduce the risk of significant financial investments and high profile strategic projects failing to deliver the planned for efficiencies and benefits, with the likely negative impact that this would have upon the councils' reputation if this were to occur.

Ensure that the project has the capacity, capability and continuity required for its lifetime

Ensure that appropriately skilled and experienced project managers, with specific experience in the types of projects being undertaken by the councils are engaged to oversee each project.

Ensure that the resources are commissioned and managed as variable /temporary resources and do not incrementally become part of the permanent establishment of the councils.

Programme	Project	Job Title/Role	Anticipated costs	Duration	Comments
Transformation	ICT and Transformation	Programme Manager	£60,000 p.a.	2 years	
Transformation	ICT	Project Manager	£47,779 p.a.	2 years	Still required even if CDC and SNC proceed to a 3 way shared ICT service with another partner. Would report to Joint Programme Manager.
Transformation	Transformation	Project Manager	£47,779 p.a.	2 years	The precise nature of the whole project has yet to be determined and approved, but the principle of having a Transformation Project has been established and approved at both councils. It is anticipated that this Project will include in the region of 8 sub projects of its own. Would report to Joint Programme Manager.
Transformation		Project Support Officer	£27,908 p.a.	2 years	Both programmes are currently supported by a temporary Project Support Officer funded from the Capacity Building Fund, which runs out in March 2013. This temporary post has proved to be an invaluable resource to supporting both programmes. Would report to the Project Manager (Programme Support).
Total Costs			£366,932 pa.		

2013/14 = £183,466

2014/15 = £183,466

Supporting Statement

Collaboration

This proposal delivers significant collaboration between three Councils, who happen to be within 3 different county council areas and 3 different regions.

Cherwell and South Northamptonshire have had a robust and consistent approach to the sharing of services since 2011 and are each committed to exploring all options to share services where there is a business case to do so based on cost reduction, enhanced resilience and/or improved quality of service for customers (internal and external).

Collaboration with Stratford on Avon has progressed since 2012. We have a unique opportunity as we cover 3 geographical regions.

Ability to collaborate with others and work with partners

Value for Money

It is envisaged reductions of between 10-20% will be delivered to each of the 3 councils within support service budgets

Details of Council Resolutions supporting the Collaboration

CDC and SNC Council meetings December 2010 – s113 agreement for shared management team

<http://modgov.cherwell.gov.uk/documents/b2971/Business%20Case%20and%20Appendices%20Wednesday%2008-Dec-2010%2018.30%20Council.pdf?T=9>

<http://modgov.southnorthants.gov.uk/CeListDocuments.aspx?CommitteId=117&MeetingId=430&DF=08%2f12%2f2010&Ver=2>

Each of the Councils have formally agreed to see how they can work together collaboratively and have formed a 3 way Joint Arrangements Steering Group to consider collaborative proposals and recommend business cases to each Sovereign body to pursue through respective democratic processes. (see Appendix 1)

Each Council has formally supported the submission of this bid at the following Council meetings:

CDC – Executive 1 July 2013

<http://modgov.cherwell.gov.uk/documents/s18472/FINAL%20Transformation%20challenge%20award.pdf>

SNC – Cabinet 8 July 2013

<http://modgov.southnorthants.gov.uk/ieListDocuments.aspx?CId=118&MId=1908&Ver=4>

SDC – Leader Decision (Executive Arrangements) 12 July 2013, plus consideration of Shared Services at Cabinet on 17 June 2013

<https://democracy.stratford.gov.uk/mgConvert2PDF.aspx?ID=21438.>

Further information contact: [Redacted]

Head of Transformation

Email: [Redacted]

Tel: [Redacted]

Cheshire West and Cheshire UA/Cheshire East UA/Warrington BC/Halton BC/Cheshire Constabulary/Cheshire Probation/ Cheshire FRA

Foreword

Transforming community safety across Cheshire, Warrington and Halton

We are pleased to submit this **bid for Transformation Challenge Award funding of £420k** which would enable our sub-region to move towards a new model of Community Safety radically transforming our current delivery, **improving outcomes for our communities** and potential **savings of £16.5m per annum** by adopting the following approaches:

1. **Shared, strategic core processes** - with partners moving to a 'do it once' model for strategic planning, commissioning, business intelligence and performance reporting;
2. **Increased sharing of leadership** – greater sharing of processes and managerial resources;
3. A greater 'commissioned' market of providers – including, for example, the commissioning of single providers across the sub-regional footprint, or providers with better results;
4. **An on-going role for locality teams** – co-located multi-agency teams with shared caseloads
5. **Increased consistency** – for example in managing the 'front door' of some services such as anti- social behaviour, assessing at point of contact and redirecting to community groups where appropriate, other providers or no service to minimise cases entering the system;
6. **Early intervention and prevention** – through a series of specified approaches and also anticipating that as the quality of information about local needs increases, partners will be better placed to target preventative activities

The project will enable us to overcome a range of current issues that our research and engagement has highlighted. These include fragmented initiatives, with over 100 projects consuming £37.8m of spend; reactive rather than proactive service delivery (only 10-20% of cost is in preventing demand); internally provided rather than strategically commissioned services and highlighted areas of improvement in strategic capacity and efficiency (e.g. inadequate performance information).

As the Sub-regional Leaders Board for Cheshire & Warrington, we are fully supportive of this project and the step-change in delivery that we will achieve collectively. Community Safety is a significant cross-cutting issue for us all and we have stated our commitment to tackling associated issues by making it one of our top 3 priorities.

The Transformation Challenge Award would allow us to recruit the necessary project team late Summer, progress through to delivery with pace, and realise partner ambitions by delivering significant operational progress in 2013/14.

The political and executive sponsorship provided by us collectively demonstrates an assurance that the project will be driven forward and supported, resourced and promoted in order to achieve the challenging outcomes outlined. The Sub-regional Leaders Board is comprised of the political Leaders or their equivalents for the core public sector partners operating across the Cheshire, Warrington and Halton footprint.

Executive Summary

Introduction

Cheshire Probation Trust, the Police and Crime Commissioner, Cheshire Constabulary, Cheshire Fire and Rescue Service and the **four local authorities** in Cheshire, Warrington and Halton¹ propose a model where partners will jointly set and manage priorities, work together to commission the right services in the right place, and focus on early intervention and reducing demand.

For the last 6 months, this work has been led by leaders in all of the partners and has developed a compelling case for change. This **bid for Transformation Challenge Award funding of £420k** would enable our sub-region to move towards a new model of Community Safety radically transforming our current delivery, **improving outcomes for our communities** and delivering a **potential saving £16.5m per annum**. This is our current thinking which may develop and change as we progress. The benefits have been calculated using the best available evidence and will be further refined as the project develops.

Objectives of the proposed collaboration

We are excited about this opportunity to reduce incidents of crime (including domestic abuse) and anti-social behavior; to improve the resilience of our communities and the people within them; and to break cycles of abuse and offending for victims and perpetrators. In particular, we anticipate that the changes we are proposing will:

- Reduce repeat domestic abuse incidents by up to 10%;

- Increase the number of perpetrators attending voluntary perpetrator programmes;

- Increase the number of victims who are intensively supported;

- Reduce the number of anti-social behavior complaints which are escalated to the police;

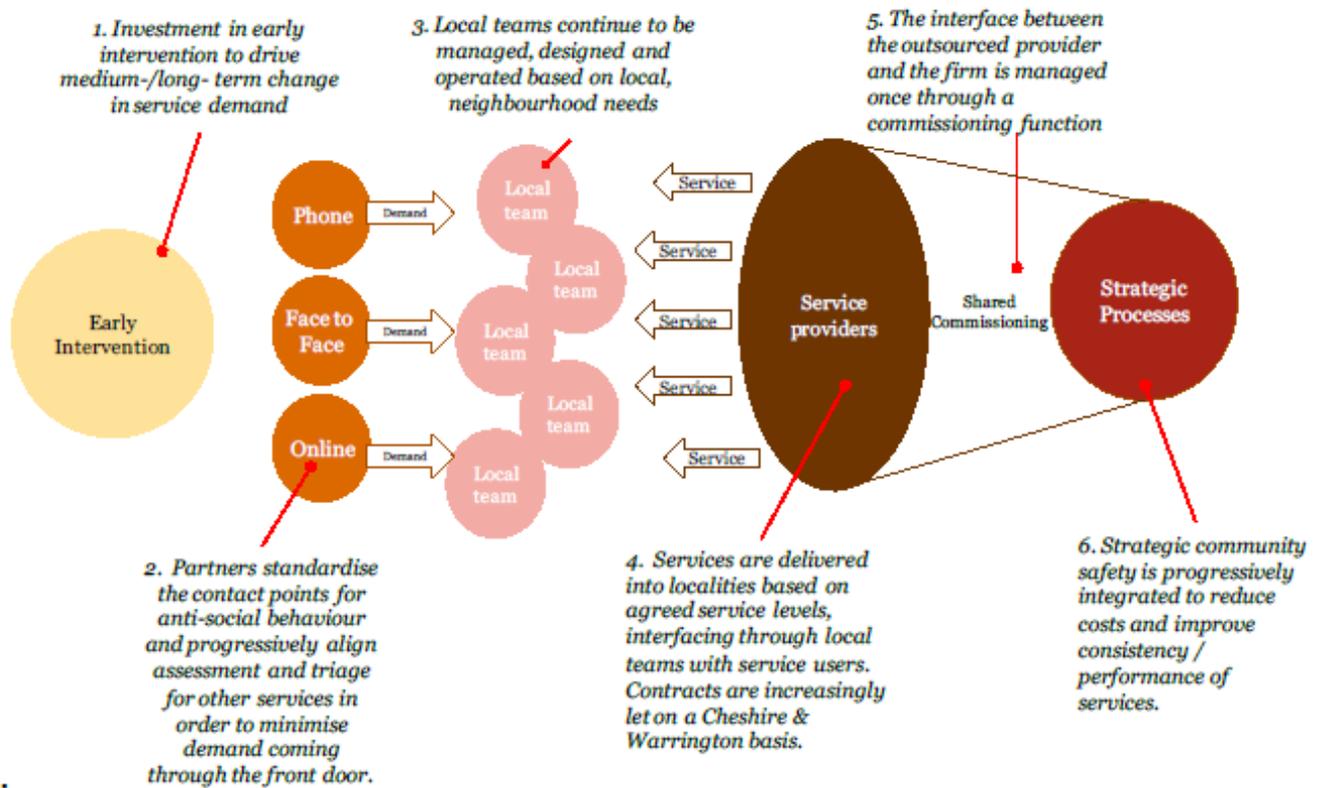
- Simplify contact channels for anti-social behavior;

- Reduce re-offending, levels of crime and numbers of victims.

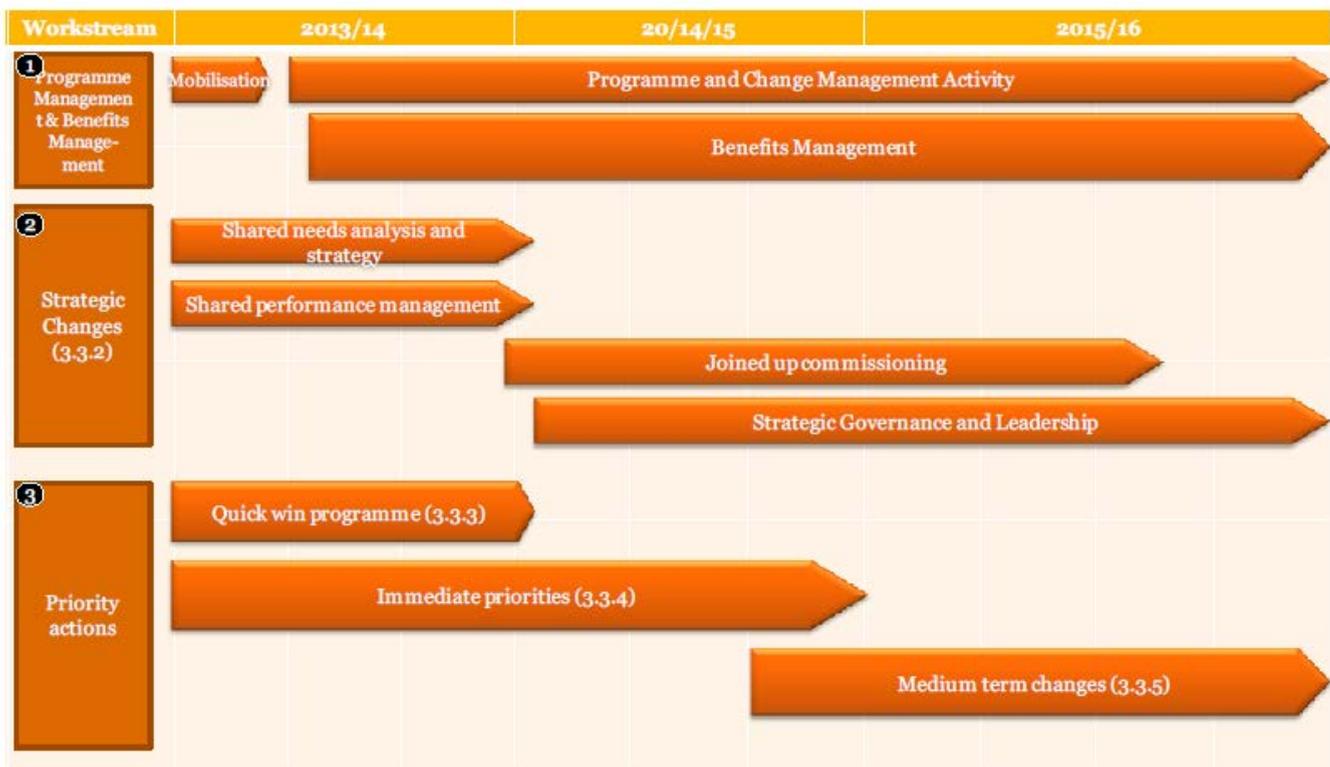
Implementation Programme

Our implementation programme is designed to implement a radical new model of Community Safety in Cheshire and Warrington. This model is built on our experience of community budgets and collaborative working locally, and reflects how we can best support national policy agendas such as Police and Crime Commissioners and Transforming Rehabilitation. Our proposed model is summarized in the diagram below and explored in more detail in section 1.

¹ Cheshire East Council, Cheshire West and Chester Council, Halton Council and Warrington Council



We have identified 20 discrete projects which will deliver this new model. Each of these is supported by an outline business case. A detailed implementation plan is set out elsewhere in this submission and our business case includes key dependencies and interdependencies, risks and resourcing requirements (which underpin our submission). The key streams of activity are summarised below:



Our programme is genuinely cross-partner – we have developed a governance structure which ensures that we are united in our vision, objectives and approach to implementation. Our proposals will be delivered by cross-partner teams which draw together all our experience.

Conclusion

Partners know that the challenge now is to move from developing the case for change into implementation. We believe in the changes which are being put forward have the potential to drive major improvements, save money and provide a prototype for areas up and down the country. The key features of our bid are:

It will be an exemplar for other areas – nationally, community safety holds significant opportunity for savings and improving the lives of citizens but existing structures are silo based and do not maximise the impact of interventions. We will help to export our learning to other areas through a dedicated website and online presence, development of tools and templates, sharing the opportunities which work and the evidence base which we develop, hosting summits, encouraging visits to see the changes locally and through speaking at conferences;

It supports the national agenda – we believe our approach will support the PCC to make a bigger impact, faster and will help local partners to adapt to and take advantage of the Transforming Rehabilitation agenda. It grows out of national programmes such as Community Budgets and integration of blue light services, where we have already proven our ability to lead the field and deliver change;

It moves shared services out of the back office – we already have a successful shared back office which we are looking to extend. However, these proposals extend sharing and collaboration to a set of services which really make a direct difference to citizens and neighbourhoods. We believe that this is essential if we are to make the most of our funding and deliver the best outcomes for local people.

There is a clear business case – this programme of work is a safe bet: we have already invested our own time and money in developing the proposal and case for change in significant detail. We are committed to implementation and our proposal is supported by all partners, who have been actively involved in developing the proposals, projects and business case. There is a sound business case which we have rigorously tested.

The Award will make a difference – we believe the Award will support us to deliver our proposals 9 – 12 months faster. Over 6 years, this is equivalent to an additional £17m in benefits for the public sector – around £3m of this in benefits to local partners.

Summary Table

Key issue	Response
Description of the proposal	<p>Radical new model for Community Safety in Cheshire West and Warrington, bringing together blue light services, probation and local authorities.</p> <p>Under this model, partners will jointly set and manage priorities, work together to commission the right services in the right place, and focus on early intervention and reducing demand.</p>
Purpose of the proposal	<ul style="list-style-type: none"> - Reduce incidents of crime (including domestic abuse) and anti- social behaviour - Improve the resilience of our communities and the people within them - Break cycles of abuse and offending for victims and perpetrators
Expected costs, benefits and savings	<p>The project estimates that around £3m in annual benefits relate to spend by partners locally and a further c£14m in fiscal benefits being generated beyond the existing partnership Based on the forecast implementation costs, the programme would pay back on its investment after 2 years.</p>
How the proposal offers value for money	<p>Based on a thorough analysis of our current expenditure – and of the overall costs of demand on the public sector as a whole – we believe we can save the public sector over £16.5m per annum (against a gross expenditure of more than £300m per annum). In 2013/14 and 2014/5, we anticipate around £1.5m in net investment will be required to drive and manage the changes we need to make and to invest in early interventions ahead of the savings being realised.</p>

<p>Why the proposal is innovative and would make a good exemplar</p>	<ul style="list-style-type: none"> - Approach will position Cheshire and Warrington at the leading edge of Community Safety and of integrating services across public partners. We want to go beyond simply sharing some management and governance arrangements – to make a shared commitment to change in a complex service area. - Proposals which save money, improve outcomes for local people and align with the national policy agenda (for example Transforming Rehabilitation). While there are pilot schemes of partners working effectively together on a limited scale – for example One Peterborough – we are not aware of any proposals of this level of ambition or scale nationally
<p>Amount of Award Sought</p>	<p>£420,000</p>
<p>How will the award be used?</p>	<ul style="list-style-type: none"> - Project Implementation Costs – small team, predominantly drawn from internal resources across the partners which will be accountable for the mobilisation, development and implementation of the 20 specific projects. Their role will be to accelerate momentum around implementation and ensure that benefits are realised. The funding bid assumes that resources will need to be backfilled by partners in the current year in order to focus on this new work. (£225,000) - Mobilisation of commissioning – this is an individual with experience in commissioning and procurement of services who can (1) review the current market and identify necessary activity to grow the maturity of the marketplace; and (2) design and drive implementation of commissioning arrangements as required to deliver on shared priorities. (£52,500) - Additional early intervention costs – the Appendix to this paper sets out a number of quick wins which will invest in early intervention to reduce costs. We require a limited amount of resource to target initial activity, following which savings elsewhere will be used to fund further changes. (£140.920)

1. Introduction

Scope and Purpose

This bid is focused on delivering a radical new model for Community Safety in Cheshire West and Warrington. Under this model, partners will jointly set and manage priorities, work together to commission the right services in the right place, and focus on early intervention and reducing demand.

Cheshire Probation Trust, the Police and Crime Commissioner, Cheshire Constabulary, Cheshire Fire and Rescue Service and the **four local authorities** in Cheshire, Warrington and Halton¹ have come together to propose a model where partners will jointly set and manage priorities, work together to commission the right services in the right place, and focus on early intervention and reducing demand.

We are excited about this opportunity to reduce incidents of crime (including domestic abuse) and anti-social behavior; to improve the resilience of our communities and the people within them; and to break cycles of abuse and offending for victims and perpetrators.

Based on a thorough analysis of our current expenditure – and of the overall costs of demand on the public sector as a whole – we believe we can save the public sector over £16.5m² per annum (against a gross expenditure of more than £300m per annum). In 2013/14 and 2014/5, we anticipate around £1.5m in net investment will be required to drive and manage the changes we need to make and to invest in early interventions ahead of the savings being realised.

We are particularly excited because we have been unable to identify another local area which has similarly worked together to transform the whole system of community safety – we believe our model can be replicated nationally and want the opportunity to develop the tools, ways of working and practice that will be needed to do so. We have broad support locally – the Police and Crime Commissioner has agreed to be our political sponsor and the Sub- Regional Leaders Board for Cheshire and Warrington has made this one of its top 3 priorities for the coming financial year.

However, we recognise that there are challenges for us to overcome – for example, we will be delivering against a backdrop of change, with *Transforming Rehabilitation* having a major impact on services. A particular challenge is funding change in the short term – for this reason, we are bidding for an Award of £420k to support us to make the changes needed this year. Without this award, we will progress – but not as quickly: the Award will enable us to significantly accelerate delivery and deliver savings faster.

¹ Cheshire East Council, Cheshire West and Chester Council, Halton Council and Warrington Council

² Net annual benefits after 5 years

Why does Community Safety require a new approach?

We are excited about this opportunity to reduce incidents of crime (including domestic abuse) and anti-social behaviour; to improve the resilience of our communities and the people within them; and to break cycles of abuse and offending for victims and perpetrators. In particular, we anticipate that the changes we are proposing will:

Reduce repeat domestic abuse incidents by up to 10%;

Increase the number of perpetrators attending voluntary perpetrator programmes;

Increase the number of victims who are intensively supported;

Reduce the number of anti-social behaviour complaints which are escalated to the police;

Simplify contact channels for anti-social behavior;

Reduce re-offending, levels of crime and numbers of victims.

Levels of crime and anti-social behaviour in Cheshire and Warrington are already below national and regional averages and partners have been effective in reducing crime and tackling anti-social behaviour. Around 61% of the population consider that the police and local authorities are tackling the crime and anti-social behaviour issues which matter to them.

However, there are around **50,000 offences, 51,000 incidents of anti-social behaviour** and **6,000 incidents of domestic abuse** across Cheshire every year. Based on national and local research, the project team are able to estimate the overall cost to the public and private sectors, and to residents of Cheshire of these incidents.

In total, the **financial impact of these is estimated as over £300m each year** (including the crime impact of alcohol misuse). This is not the amount spent by local partners, but an estimate of the broader social, public and private costs of **reacting to** anti-social behaviour, offending, domestic abuse and drugs and alcohol. The regional breakdown of this financial cost is illustrated opposite.

Set against, this **partners have identified that they spend around £37.9m** on providing services which either prevent or react to demand in their priority areas. The key features of the current service model are:

- Local autonomy – each Community Safety Partnership sets its own strategy, manages its own budget and partners work within their own organisational boundaries to deliver services against these strategies.
- Partner autonomy - There is no common model of service provision for the majority of services, with partners agreeing to work in particular ways in particular localities or providing / buying services within those localities. Partners have full control of their budgets with limited pooling of funds;
- Selective integration for high risk services – For some, higher risk services

(such as domestic abuse and prolific and priority offenders), there is integration of service delivery and / or case management across partners – this can be either county-wide or within CSP areas; and

- A diverse funding model – the funds which support service delivery come from a range of mainstream, time limited grants or annual other sources.

However, this approach is financially unsustainable – at the time of our analysis, more than £2.5m of services were directly at risk in future funding rounds. This excludes additional pressures such as further budget reductions for partners and the requirement to “do more with less” – such as providing probation services to prisoners released from sentences of less than 1 year or the ongoing pressures on local authority financing.

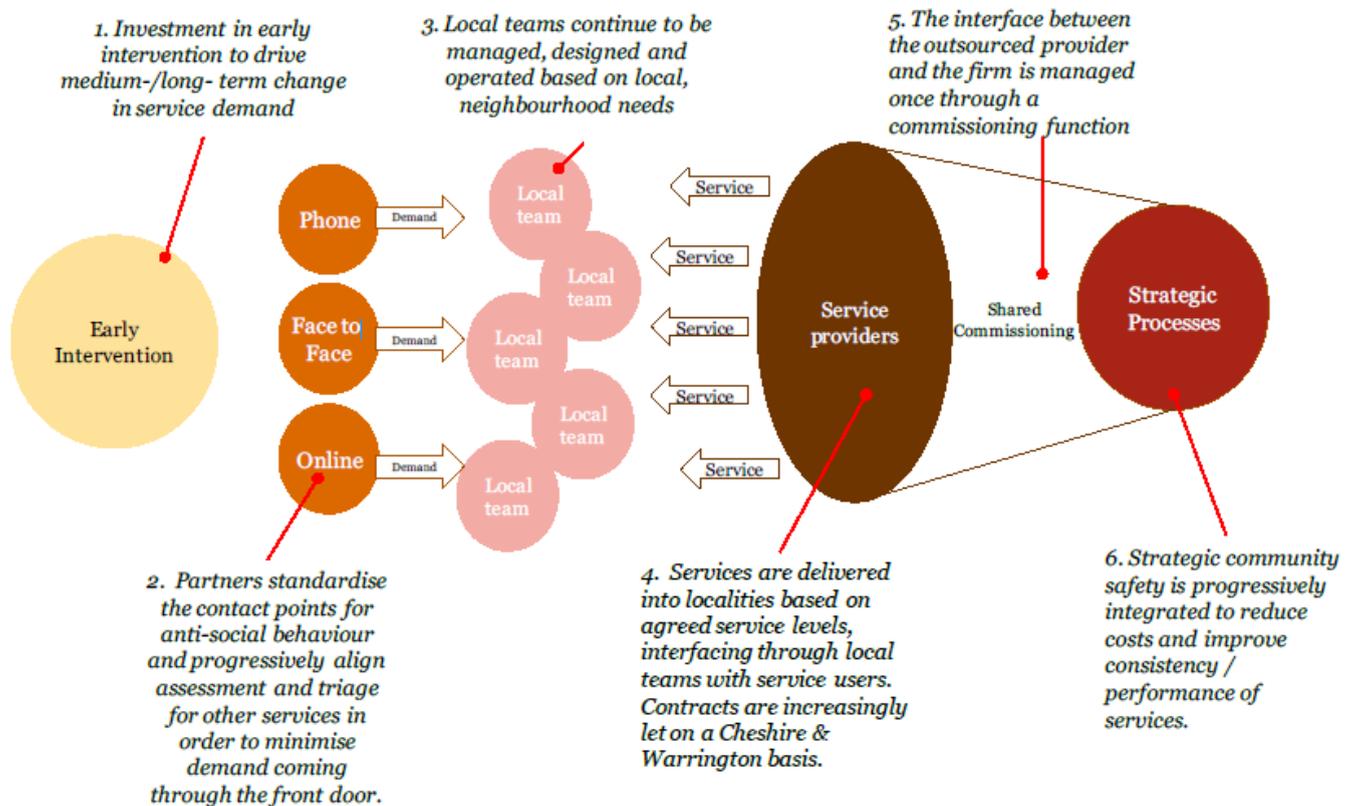
There are a range of other key challenges which partners identified in current services:

- **Fragmented** – over 100 initiatives consume £37.9m, with a number of parallel and duplicated services;
- **Reactive, not proactive** – only around 10% - 20% of cost is in preventing demand, the rest is reactive;
- **Internally provided** - excluding Drug and Alcohol Action Team spend, less than £2m of services are formally commissioned;
- **Strategic capacity and efficiency** – over £1.8m of cost is in strategic capability, performance information is not adequate and there are areas of inefficiency in provider functions.

As a result, it is likely that outcomes for citizens impacted by disjointed and more costly public services.

Our proposals for change

We brought together around 100 managers and practitioners drawn from across Cheshire to describe how a new strategic approach would operate across Cheshire. This is illustrated below:



Full details of the proposed model are contained later in this report. The model is summarized in the picture pictured above and is based on:

Shared, strategic core processes - The partners will move to a “do it once model” for strategic planning, commissioning, business intelligence and performance reporting. This will include, for example, a single governance forum; a single needs assessment for Community Safety, a single strategy document with an agreed set of priorities; shared performance metrics and performance management arrangements and a shared process to commission relevant interventions from the market;

Increased sharing of leadership – over time, as processes and provision are increasingly standardized and commissioned, it is anticipated that there will be greater sharing of specialist and managerial resource around the community safety agenda;

A greater “commissioned” market of providers – this would be procured through the commissioning processes across the partners, with providers being sought who are able to deliver services across the Cheshire footprint in the right place at the right time. This could include, for example, the commissioning of a single mediation service to provide support to resolve neighbor disputes; the commissioning of a single target hardening provider to support domestic abuse victims live in their own homes; or the commissioning of an alcohol reduction provider who can provide rapid access to

support in the community where they live.

An ongoing role for locality teams which are tailored and designed according to the needs of local communities – these will increasingly be co-located, multi-agency teams with shared caseloads;

Increased consistency in the way cases are managed through the front door in order to manage the demand flowing into the system. In future, we would anticipate greater integration of the front door for some services (for example, for anti-social behavior reporting but not for domestic abuse); a more consistent approach to managing individual reports so that they are assessed at point of contact and – where appropriate – immediately redirected to community groups, private providers or no service in order to minimize cases entering the system;

Early intervention and prevention – our proposals include a number of identified areas for early prevention; however, it is anticipated that as the quality of information about local needs increases, partners will be able to target preventative activities in communities more effectively, further reducing demand.

During workshops, the project also worked with partners to identify a range of short term changes which they believed would deliver radical improvements to services, efficiencies and reductions in the overall system cost of community safety by reducing demand. Partners identified around 30 to 40 opportunities across the workshops held and the project worked with them to prioritise these into 4 to 5 per priority area. These are radical proposals for change – shifting resources to early intervention and new ways of working. We have described the detailed proposals in Appendix 1.

We have already broken our proposals down into around 20 priority projects which partners will take forward.

Innovative approach

Our approach will position Cheshire and Warrington at the leading edge of Community Safety and of integrating services across public partners. We want to go beyond simply sharing some management and governance arrangements – to make a shared commitment to change in a complex service area.

Local partners believe that we have a unique opportunity to develop proposals which save money, improve outcomes for local people and align with the national policy agenda (for example Transforming Rehabilitation). While there are pilot schemes of partners working effectively together on a limited scale – for example One Peterborough – we are not aware of any proposals of this level of ambition or scale nationally.

Our proposals are unique in that they link changes to the way we work strategically to changes in the things we do operationally – and use the combination of these changes to improve the lives for the people of Cheshire and Warrington.

The key features of our bid would, in our view, support the government to promote good practice and successful change in a complex service area. Pending success in this bid, we would plan to:

Implement new processes, structures and arrangements in a common way – this will enable us to develop the tools, learning and thinking in a way which will allow other areas to quickly implement changes locally, confident that they have learnt from our experience;

Consistently and clearly track the impact of what we do – we will develop an evidence base to support success and enable other areas and national policy makers to more accurately predict and model the impact of “what works” for Community Safety;

Open up our doors to other areas so that they can see – first hand – what has changed and the difference this is making.

2. The financial case for change

Overview of the financial case

Partners estimate that the financial benefits from the proposals contained in this report could deliver significant levels of savings in terms of both:

- Direct, cashable savings in current service costs through changes to ways of working; and

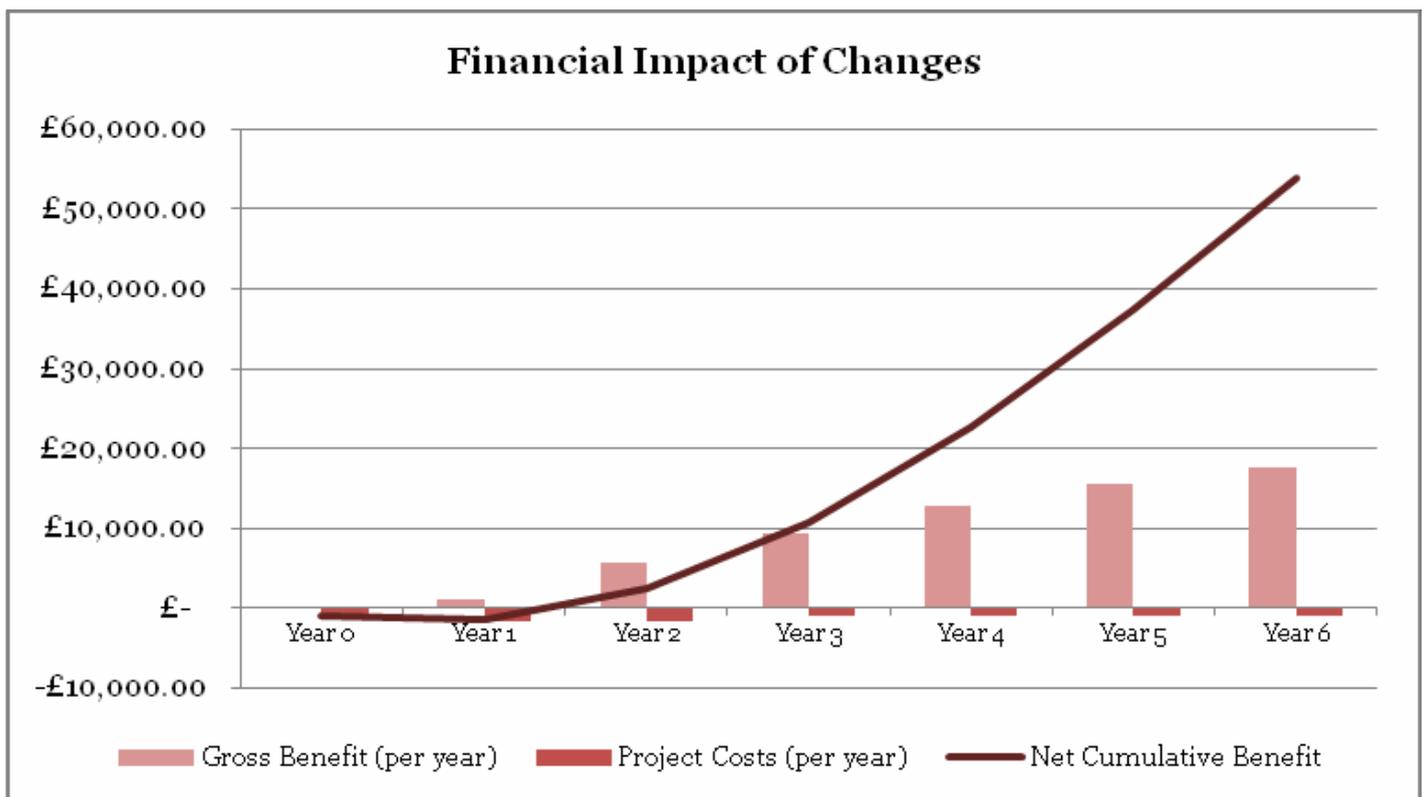
- Savings through reduced demand on partners services.

However, the business case requires investment in terms of:

- Implementation resource to drive system-wide change; and

- Investment in early intervention activities which will not release immediate benefit.

The financial projections that follow assume that this Award bid is successful. Based on this analysis, the chart below summarises the financial case:



The project estimates that around £4m in annual benefits relate to spend by partners locally¹ and a further £14m in fiscal benefits being generated beyond the existing partnership.² Based on the forecast implementation costs, the programme would pay back on its investment after 2 years.

¹ Based on 16% of the total financial impact of demand in the system being cost incurred by the partners involved in this work

² Based on estimates produced by partner staff in workshops during May 2013

This is our current thinking which may develop and change as we progress. The benefits have been calculated using the best available evidence and will be further refined as the project develops.

The project has reviewed a number of scenarios to ensure that these numbers are as robust as possible based on current information. In particular, the project looked at the following scenarios and measured both the impact on payback period and on overall return on investment. Under all scenarios, the estimated payback period is 2 – 3 years, with only a significantly “worse case” scenario lowering return on investment significantly:

Scenario	Payback period	Return on investment
Base Case	2	633%
Delay Start to next financial year	3	496%
Costs are 20% higher than anticipated	2	511%
Benefits are 20% lower than anticipated	2	486%
Costs / benefits 20% worse	2	388%
Costs / benefits 50% worse	3	99%

Direct benefit to local partners

The overall benefit figures include estimates of financial benefits to both local partners involved in this work and the broader public sector (e.g. health, central government). A key challenge has been estimating the direct benefit to partners of changes in the way they operate and the direct benefit of reduced demand for services as a result of (for example) more successful early intervention.

The project has taken conservative assumptions about the level of direct benefits, except where there is a clear link between an opportunity in the business case and the cost base of partners. The key assumptions made are:

Partners spend around 16% of the total public sector cost of servicing community safety demand locally – therefore an assumption has been made that they will gain 16% of improvements through reduced demand; and

Changes to the strategic leadership, performance management and commissioning can be cashed by partners as they impact on funds directly within their control (although partners will need to make future decisions on the extent to which they wish to take benefits as cash or re-invest in services).

The table below illustrates the direct financial benefit to partners of the business case:

Financial Estimates (in K £)	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total (in K £)
Benefit	£ -	£ 453.05	£ 1,624.02	£ 2,545.06	£ 3,130.73	£ 3,593.06	£ 3,922.62	£ 15,268.55
Cost	£ 1,027.10	£ 1,916.70	£ 1,693.40	£ 1,018.40	£ 1,018.40	£ 1,018.40	£ 1,018.40	£ 8,710.80

	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	
Cost Profile	£ 1,027.10	-£ 1,463.65	-£ 69.38	£ 1,526.66	£ 2,112.33	£ 2,574.66	£ 2,904.22	£ 6,557.75

Priority business cases

Individual business cases have been prepared for the four key priority areas. Again, these are provided in appendix and summarised below:

Priority	Overall case																																
<p>Alcohol</p> <p>Overall financial impact of alcohol is £363m;</p> <p>Key initiatives include:</p> <ul style="list-style-type: none"> Sub-regional commissioning Payment-be-results Local access to services Minimum unit pricing for alcohol 	<p>Alcohol Misuse</p> <table border="1"> <caption>Alcohol Misuse Data</caption> <thead> <tr> <th>Year</th> <th>Gross Benefit (per year)</th> <th>Project Costs (per year)</th> <th>Net Cumulative Benefit</th> </tr> </thead> <tbody> <tr> <td>Year 0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Year 1</td> <td>0</td> <td>~£500</td> <td>~-£500</td> </tr> <tr> <td>Year 2</td> <td>~£3,500</td> <td>~£500</td> <td>~£3,000</td> </tr> <tr> <td>Year 3</td> <td>~£3,500</td> <td>~£500</td> <td>~£6,500</td> </tr> <tr> <td>Year 4</td> <td>~£3,500</td> <td>~£500</td> <td>~£10,000</td> </tr> <tr> <td>Year 5</td> <td>~£3,500</td> <td>~£500</td> <td>~£13,500</td> </tr> <tr> <td>Year 6</td> <td>~£3,500</td> <td>~£500</td> <td>~£17,000</td> </tr> </tbody> </table>	Year	Gross Benefit (per year)	Project Costs (per year)	Net Cumulative Benefit	Year 0	0	0	0	Year 1	0	~£500	~-£500	Year 2	~£3,500	~£500	~£3,000	Year 3	~£3,500	~£500	~£6,500	Year 4	~£3,500	~£500	~£10,000	Year 5	~£3,500	~£500	~£13,500	Year 6	~£3,500	~£500	~£17,000
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<p>Anti-social behavior</p> <p>Key initiatives include:</p> <ul style="list-style-type: none"> Single point of contact Youth services Strategic leadership Mediation services 	<p>Anti Social Behaviour</p> <table border="1"> <caption>Anti Social Behaviour Data</caption> <thead> <tr> <th>Year</th> <th>Gross Benefit (per year)</th> <th>Project Costs (per year)</th> <th>Net Cumulative Benefit</th> </tr> </thead> <tbody> <tr> <td>Year 0</td> <td>0</td> <td>~£250</td> <td>~-£250</td> </tr> <tr> <td>Year 1</td> <td>0</td> <td>~£500</td> <td>~-£750</td> </tr> <tr> <td>Year 2</td> <td>~£350</td> <td>~£450</td> <td>~-£100</td> </tr> <tr> <td>Year 3</td> <td>~£350</td> <td>~£50</td> <td>~£300</td> </tr> <tr> <td>Year 4</td> <td>~£350</td> <td>~£50</td> <td>~£650</td> </tr> <tr> <td>Year 5</td> <td>~£350</td> <td>~£50</td> <td>~£1,000</td> </tr> <tr> <td>Year 6</td> <td>~£350</td> <td>~£50</td> <td>~£1,350</td> </tr> </tbody> </table>	Year	Gross Benefit (per year)	Project Costs (per year)	Net Cumulative Benefit	Year 0	0	~£250	~-£250	Year 1	0	~£500	~-£750	Year 2	~£350	~£450	~-£100	Year 3	~£350	~£50	~£300	Year 4	~£350	~£50	~£650	Year 5	~£350	~£50	~£1,000	Year 6	~£350	~£50	~£1,350
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Priority	Overall case																																
<p>Domestic Abuse</p> <p>Key initiatives include:</p> <ul style="list-style-type: none"> Voluntary perpetrator programme Target hardening Hospital based IDVA Skill up communities Early intervention through schools 	<p>Domestic Abuse Service Delivery</p> <table border="1"> <caption>Estimated Data for Domestic Abuse Service Delivery</caption> <thead> <tr> <th>Year</th> <th>Gross Benefit (£)</th> <th>Project Costs (£)</th> <th>Net Cumulative Benefit (£)</th> </tr> </thead> <tbody> <tr><td>Year 0</td><td>0</td><td>0</td><td>0</td></tr> <tr><td>Year 1</td><td>200</td><td>100</td><td>100</td></tr> <tr><td>Year 2</td><td>1000</td><td>200</td><td>800</td></tr> <tr><td>Year 3</td><td>1500</td><td>300</td><td>1200</td></tr> <tr><td>Year 4</td><td>2500</td><td>400</td><td>1800</td></tr> <tr><td>Year 5</td><td>2800</td><td>500</td><td>2300</td></tr> <tr><td>Year 6</td><td>2800</td><td>600</td><td>2700</td></tr> </tbody> </table>	Year	Gross Benefit (£)	Project Costs (£)	Net Cumulative Benefit (£)	Year 0	0	0	0	Year 1	200	100	100	Year 2	1000	200	800	Year 3	1500	300	1200	Year 4	2500	400	1800	Year 5	2800	500	2300	Year 6	2800	600	2700
Year	Gross Benefit (£)	Project Costs (£)	Net Cumulative Benefit (£)																														
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<p>Reducing re-offending</p> <p>Key initiatives include:</p> <ul style="list-style-type: none"> Prisoner engagement Social value act Navigate home Troubled families 	<p>Reducing reoffending</p> <table border="1"> <caption>Estimated Data for Reducing reoffending</caption> <thead> <tr> <th>Year</th> <th>Gross Benefit (£)</th> <th>Project Costs (£)</th> <th>Net Cumulative Benefit (£)</th> </tr> </thead> <tbody> <tr><td>Year 0</td><td>0</td><td>0</td><td>0</td></tr> <tr><td>Year 1</td><td>0</td><td>0</td><td>0</td></tr> <tr><td>Year 2</td><td>0</td><td>0</td><td>0</td></tr> <tr><td>Year 3</td><td>3000</td><td>1000</td><td>2000</td></tr> <tr><td>Year 4</td><td>5000</td><td>1500</td><td>3500</td></tr> <tr><td>Year 5</td><td>7500</td><td>2000</td><td>5500</td></tr> <tr><td>Year 6</td><td>10000</td><td>2500</td><td>7500</td></tr> </tbody> </table>	Year	Gross Benefit (£)	Project Costs (£)	Net Cumulative Benefit (£)	Year 0	0	0	0	Year 1	0	0	0	Year 2	0	0	0	Year 3	3000	1000	2000	Year 4	5000	1500	3500	Year 5	7500	2000	5500	Year 6	10000	2500	7500
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Year 6	10000	2500	7500																														

Impact of not getting this award

The key areas of funding required in 2013/14 (Year 0) of implementation are illustrated in the table below.

	Year 0	Proposed bid		
Project Implementation Costs	£ 225.00	£ 225.00		New work - no resource available
Mobilisation of commissioning	£ 52.50	£ 52.50		New work - no resource available
Additional early intervention costs	£ 704.60	£ 140.92		Assume 20% pump priming - other funds to be released by partners as they become available
Strategic planning project costs	£ 10.00	£ -		This activity is currently carried out across all partners - resource can be redirected

Performance management project	£	35.00	£	-	This activity is currently carried out across all partners - resource can be redirected
Total	£	1,027.10	£	418.42	

Partners have agreed to submit a bid for £420k to support implementation costs where there is no available resource.

As set out in the table above, the Award bid covers three key areas of the implementation plan:

Project Implementation Costs	This is a small team, predominantly drawn from internal resources across the partners which will be accountable for the mobilisation, development and implementation of the 20 specific projects. Their role will be to accelerate momentum around implementation and ensure that benefits are realised. The funding bid assumes that resources will need to be backfilled by partners in the current year in order to focus on this new work.
Mobilisation of commissioning	This is an individual with experience in commissioning and procurement of services who can (1) review the current market and identify necessary activity to grow the maturity of the marketplace; and (2) design and drive implementation of commissioning arrangements as required to deliver on shared priorities.
Additional early intervention costs	Additional early intervention costs – the Appendix to this paper sets out a number of quick wins which will invest in early intervention to reduce costs. We require a limited amount of resource to target initial activity, following which savings elsewhere will be used to fund further changes.

Other resource costs will be met either by redirecting resource from other activities to focus on programme delivery; or by diverting resources as early wins funded through the Award have a positive impact on costs locally.

As part of the sensitivity analysis of the business case, we modeled the likely implications of not being successful in this bid. This would mean:

- Inability to commence implementation until 2014/5, as this would be the earliest opportunity to influence partners' budgets; and

- A 9 – 12 month delay in implementation as a result of the delay, with a consequent reduction in the benefits.

The financial impact of this over the business case timeframe is around £17m in lost benefit.

3. Implementation Programme

Project-based approach

Partners have already broken down the detailed areas of work behind our proposals into a number of high level activities in the diagram below. The key projects are summarized below, which shows 22 projects across five themes.

Workstream	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12
Programme Management & Benefits Management	<ol style="list-style-type: none"> 1. Defining resource requirements, sourcing resource and mobilisation of design and delivery team 2. All programme management responsibilities (reporting, risks and issue, planning, escalation) 3. Change management plan / stakeholder management and communications 4. Track performance and financial measures 											
1 Delivering system change	<ol style="list-style-type: none"> 1. Consolidation of governance, strategy and research 2. One approach to assessing income cases 3. Improvement and consolidation of performance management 4. Service review and commissioning 5. Management and supervision of Community Safety 											
2 Tackling Domestic Abuse	<ol style="list-style-type: none"> 1. Voluntary Perpetrator Programmes 2. Target Hardening 3. An IDVA in every hospital 4. Skill up our communities to tackle the root cause 5. Early interventions through education 											
3 Tackling anti-social behaviour	<ol style="list-style-type: none"> 1. One point of contact for the public 2. A shared, strategic group for ASB 3. A shared mediation service 4. Shared youth service provision 											
4 Tackling offending	<ol style="list-style-type: none"> 1. Prisoner engagement 2. Making the most of the Social Value Act 3. Navigate Home 4. Early intervention with troubled families 											
5 Tackling alcohol	<ol style="list-style-type: none"> 1. Minimum unit pricing for alcohol 2. Payment by results for alcohol recovery 3. Local access to services 4. A preventative service for schools 											

For each of these projects, the project anticipates that the following broad phases of activity will be required:

Design – used to design the changes required in detail, mapping out the impact both across the partnership and for individual partners so that the changes are well understood and the impact is effectively managed; this would focus on optimising the delivery of benefits;

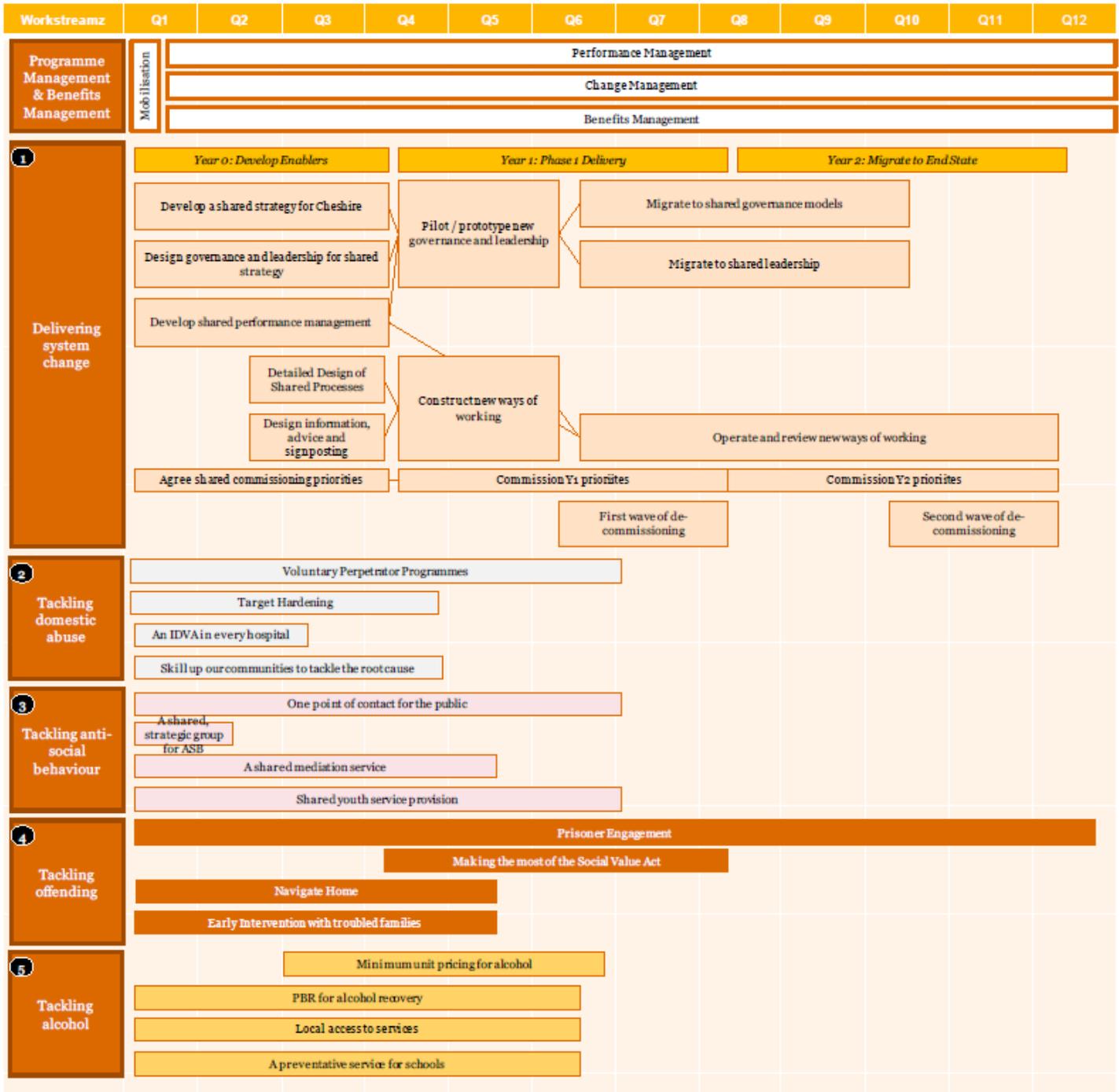
Construct – used to build and test the changes to the organisation's operating model to ensure they deliver the expected benefits;

Implement – used to successfully implement the operating model changes and plan for subsequent benefits delivery;

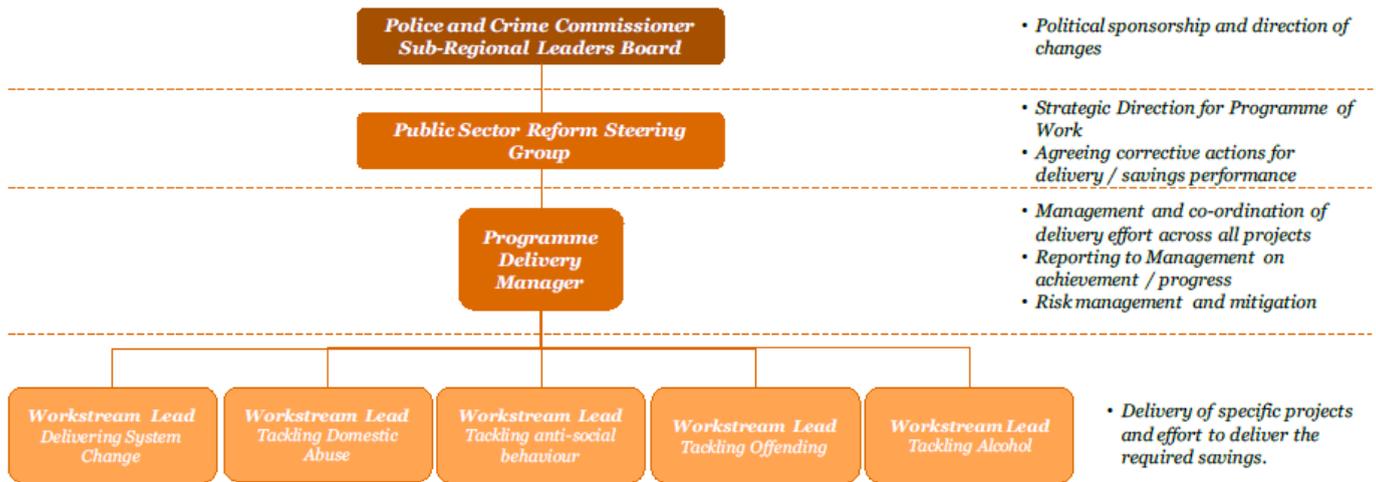
Operate and Review – used to hand over the operating model changes to business as usual, realise the expected benefits and set the foundation for

continuous improvement.

With this in mind, a proposed high level plan has been developed that outlines the approach required to take the specific projects forward. This needs to be developed further, in conjunction with partners, to align to other strategic initiatives, as part of mobilisation:



To be successful, partners will need to manage the projects as an interdependent programme of activity. The diagram shown [below], sets out a proposed model which will enable partners to drive implementation of the changes forward.



It is proposed that:

Political sponsorship is provided by the Police and Crime Commissioner
Executive Sponsorship of the programme is provided by the sub-regional Public Sector Reform Steering Group, to ensure all partners can exercise control over the direction of the programme of work;

A Programme Delivery Manager who will be responsible for ensuring that the scope of delivery, delivery plans and risks are actively managed and reported on to Executive Management and that all relevant stakeholders are engaged; and

Each workstream is led by a senior, experienced professional from the partners who will be focused on delivery of the projects within their area, with the support of a dedicated project manager who drives day-to-day activity.

Beyond programme governance, active and ongoing management of stakeholders will be required to ensure that projects are successful and achieve their desired benefits. For the next phase of work, the project would recommend broadening stakeholder engagement at a senior level to include the following:

Key government agencies and departments – particularly the Ministry of Justice, Home Office and Department of Communities and Local Government. This will support partners to address risks relating to national policy – for example, the implementation of Transforming Rehabilitation – and to maximise dialogue on key areas where the national and local agendas align – e.g. local resettlement of prisoners;

Health partners – all areas of this agenda have a direct link into the health economy, and maximizing local impact on these areas will require broad engagement with both commissioners and providers;

Education and Children and Young People's Services – all areas identified that early intervention to prevent future service demand needed to commence in schools and with young people's services. As a result, a number of projects will need to link more effectively into Children's Services.

Management of risk

There are a number of strategic risks which partners will need to monitor and mitigate as work progresses. These are summarized in the table below:

Risk	Proposed Mitigation
<p>1. Although political and leadership commitment is strong, this may change over the lifetime of the proposals, resulting in decreased focus on delivering the proposals.</p>	<p>Effective joint governance at both member and officer level across the partners.</p> <p>The PCC will act as the political sponsor for proposals and will work with Cheshire and Warrington Leaders Group to lead implementation.</p> <p>An Officer group – the Public Service Reform Network – will have operational ownership of implementation.</p>
<p>2. Changes in the national policy context may impact on the ability of partners to commit to changes – for example, this initiative is being implemented against the backdrop of transforming rehabilitation.</p>	<p>Ongoing dialogue with relevant government departments by local agencies.</p> <p>Designs for the new service will be developed so as not to cut across anticipated national changes</p>
<p>3. Other agencies (outside the existing partnership) do not sign up to make required changes or to share benefits.</p>	<p>Early and active engagement with key partners – for example, local health partners; children’s services – in order to gain buy in and commitment.</p> <p>Partners are implement within their existing agencies to model success for other potential partners.</p>
<p>4. The market is not sufficiently strong to provide services which are required.</p>	<p>It may be necessary to undertake market development work to enable the partners to commission services as anticipated. This will be identified as part of the commissioning strategy and appropriate interventions planned.</p>

<p>5. Demand profiles do not change sufficiently rapidly to enable a shift to investment in early intervention.</p>	<p>A key element of the proposal is a shift – over time – from reactive intervention to proactive, early intervention. The effectiveness of this programme will be closely monitored as part of benefits realisation to ensure that investment has the desired outcomes. A simplified performance framework across partners will enable us to focus on what matters.</p>
<p>6. Benefits cannot be cashed or are eroded by savings elsewhere.</p>	<p>There is a risk that benefits cannot be cashed, either because (1) they have already been taken as part of internal efficiency programmes by host agencies; or (2) they cannot be clearly linked to changes and activities undertaken. Partners will have a clear, jointly agreed approach to benefits realisation and will have clear measures in support of this in order to enable partners to secure tangible benefits.</p>

4. Conclusion

Partners know that the challenge now is to move from developing the case for change into implementation. We believe in the changes which are being put forward have the potential to drive major improvements, save money and provide a prototype for areas up and down the country. The key features of our bid are:

It will be an exemplar for other areas – nationally, community safety holds significant opportunity for savings and improving the lives of citizens but existing structures are silo based and do not maximise the impact of interventions. We will help to export our learning to other areas through a dedicated website and online presence, development of tools and templates, sharing the opportunities which work and the evidence base which we develop, hosting summits, encouraging visits to see the changes locally and through speaking at conferences;

It supports the national agenda – we believe our approach will support the PCC to make a bigger impact, faster and will help local partners to adapt to and take advantage of the Transforming Rehabilitation agenda. It grows out of national programmes such as Community Budgets, where we have already proven our ability to lead the field and deliver change. It also supports broader changes to blue light services;

It moves shared services out of the back office – we already have a successful shared back office which we are looking to extend. However, these proposals extend sharing and collaboration to a set of services which really make a direct difference to citizens and neighbourhoods. We believe that this is essential if we are to make the most of our funding and deliver the best outcomes for local people.

There is a clear business case – this programme of work is a safe bet: we have already invested our own time and money in developing the proposal and case for change in significant detail. We believe there are up to £16.5m in annual benefits available. We are committed to implementation and our proposal is supported by all partners, who have been actively involved in developing the proposals, projects and business case. There is a sound business case which we have rigorously tested.

The Award will make a difference – we believe the Award will support us to deliver our proposals 9 – 12 months faster. Over 6 years, this is equivalent to an additional £17m in benefits for the public sector – around £3m of this in benefits to local partners.

Contact Information

Organisation	Department for Communities and Local Government
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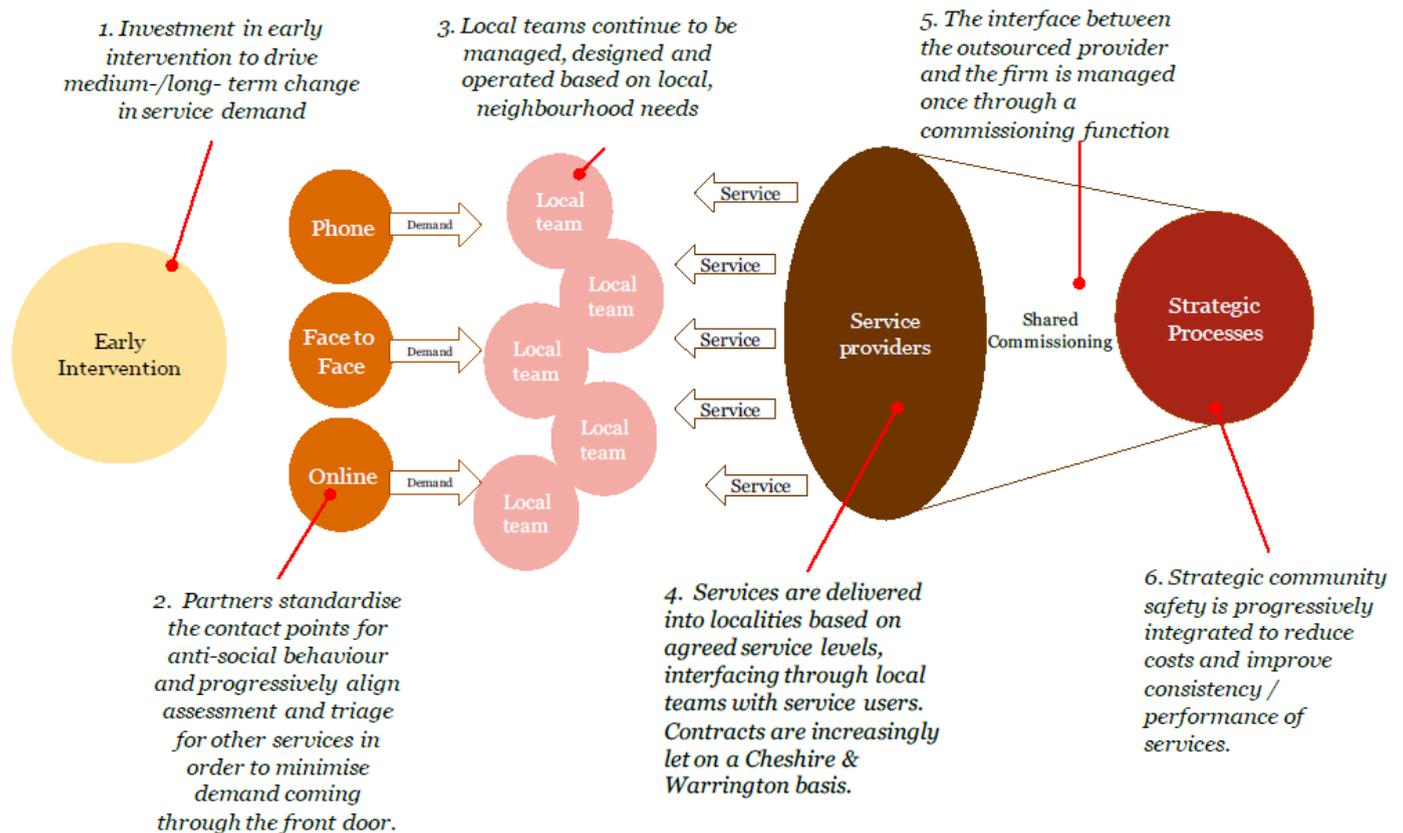
Organisation	Cheshire West & Chester Council
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Telephone	[Redacted]

Appendix 1: A redesigned system

1. Overview

The project held a workshop with around 20 managers and practitioners drawn from across Cheshire to describe how a new strategic approach would operate across Cheshire. This is illustrated below:



Full details of the proposed model are contained later in this report. The model is summarized in the picture pictured above and is based on:

Shared, strategic core processes - The partners will move to a “do it once model” for strategic planning, commissioning, business intelligence and performance reporting. This will include, for example, a single governance forum; a single needs assessment for Community Safety, a single strategy document with an agreed set of priorities; shared performance metrics and performance management arrangements and a shared process to commission relevant interventions from the market;

Increased sharing of leadership – over time, as processes and provision are increasingly standardized and commissioned, it is anticipated that there will be greater sharing of specialist and managerial resource around the community safety agenda;

A greater “commissioned” market of providers – this would be procured through the commissioning processes across the partners, with providers being sought who are able to deliver

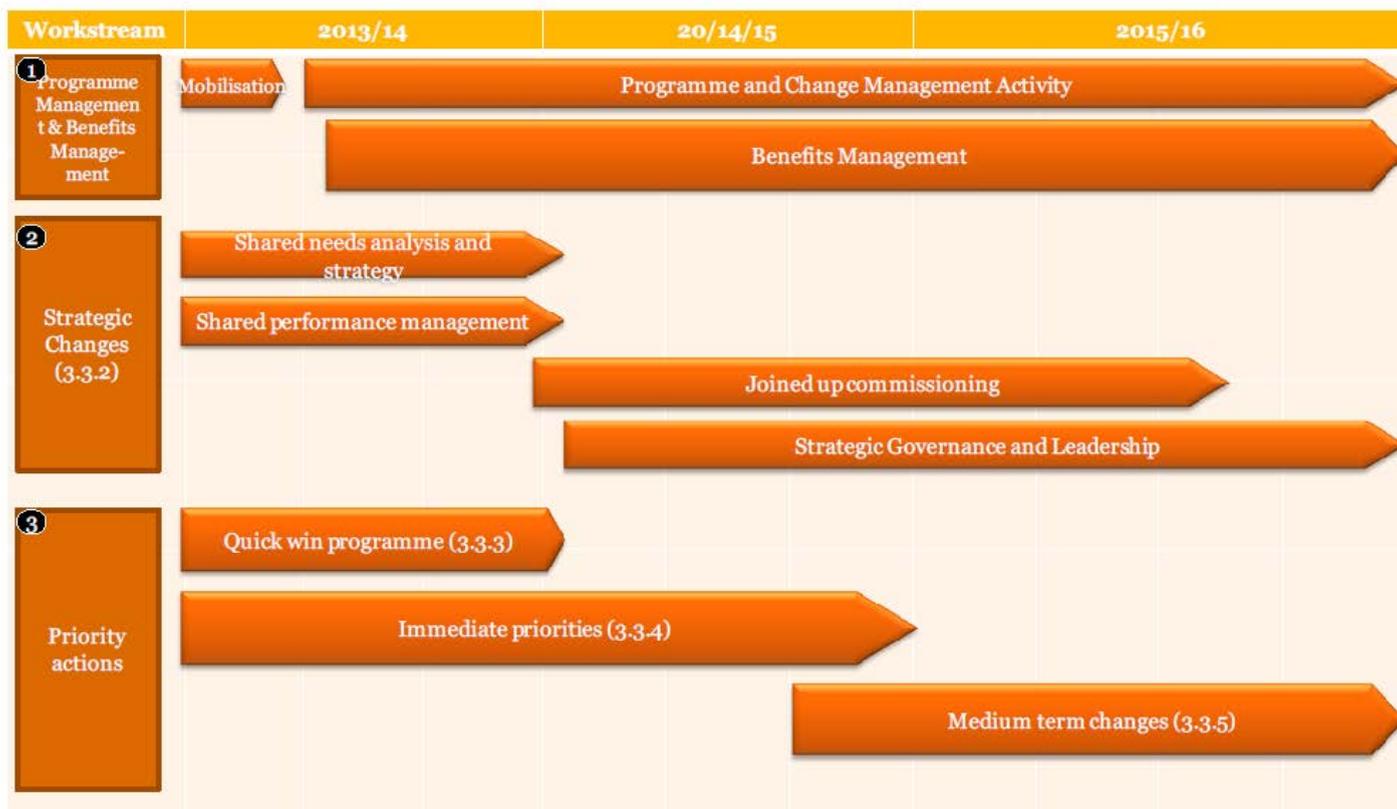
services across the Cheshire footprint in the right place at the right time. This could include, for example, the commissioning of a single mediation service to provide support to resolve neighbor disputes; the commissioning of a single target hardening provider to support domestic abuse victims live in their own homes; or the commissioning of an alcohol reduction provider who can provide rapid access to support in the community where they live.

An ongoing role for locality teams which are tailored and designed according to the needs of local communities – these will increasingly be co-located, multi-agency teams with shared caseloads;

Increased consistency in the way cases are managed through the front door in order to manage the demand flowing into the system. In future, partners would anticipate greater integration of the front door for some services (for example, for anti-social behaviour reporting but not for domestic abuse); a more consistent approach to managing individual reports so that they are assessed at point of contact and – where appropriate – immediately redirected to community groups, private providers or no service in order to minimize cases entering the system;

Early intervention and prevention – our proposals include a number of identified areas for early prevention; however, it is anticipated that as the quality of information about local needs increases, partners will be able to target preventative activities in communities more effectively, further reducing demand.

This system is translated into a series of recommended changes below – this report has broken the proposals into strategic, system wide changes; quick wins; immediate priorities; and medium term opportunities. The timeline for these is illustrated below with detailed content of what would change at each stage:



2. Strategic, system wide changes

Shared needs assessment and strategy (short term)

Partners are currently producing duplicated strategies for services which identify the same priorities in different areas - creating one strategic vision will provide time and cost savings and will enable all organisations to work towards one strategic goal. In future, it is proposed that:

- A single joint needs assessment is undertaken across all partners, sharing information across Cheshire, drawing in the voice of the customer, root cause analysis and customer intelligence to produce an improved product on which to base decisions;
- A single strategy is produced as a framework for all partners to deliver / commission against – this will reflect local characteristics and enable partners to drive the major improvements in outcomes they wish to see;
- This strategy is managed through a single governance group (see below) and leadership of elements of the strategy are clearly allocated across partners.

Shared performance management and monitoring (short term)

Effective review and commissioning of services is currently impeded by a lack of consistent, quality performance information about “what works”. It is proposed that, in the short term, partners work together to:

- Agree a shared performance framework which allows benchmarking, comparison of interventions and management of service performance;
- Agree the performance metrics which sit underneath this framework;
- Put in place information sharing arrangements which enable this framework to function effectively; and
- Put in place the resources required to manage this framework and to address blockages which prevent it from working.

Joined up commissioning (short-medium term)

Effective commissioning is essential in a highly complex, and financially pressured area of service, which is undergoing significant, and fast paced change. Presently, the majority of services are provided rather than commissioned. Partners have an objective to transform this arrangement and commission rather than deliver the majority of services.

Effective commissioning should be a strategic ‘lever’ which can influence demand through:

1. Reducing the overall numbers of cases receiving public intervention

2. Reducing the cost of provision, i.e. moving individuals onto less costly packages of care

3. Greater focus on reducing the length of time people are in the system.

Delivering change will require both internal change and change in the marketplace – for example, the construction of consortia and delivery vehicles which can manage complex change. Internally, it is proposed that:

- Partners align their commissioning and planning cycles for community safety; and
- Based on the shared strategy and objectives (above), a number of immediate priorities are identified and moved forward jointly.

Shared Governance for Community Safety (medium term)

Replace existing 4 Community Safety Partnerships with 1 CSP. This would have responsibility for owning / driving the strategic agenda, allocating money and addressing blockers to improvement. Its role would be to deliver a radical, commissioned service which improved outcomes for users.

Beneath this level, a range of thematic sub-groups would be implemented to provide pan-Cheshire leadership on key priorities, with the composition and number of these groups changing as strategic priorities change.¹

Shared Strategic Leadership for Community Safety (medium term)

All organisations presently have management expertise in priority areas, support multiple governance arrangements, multiple PM processes, etc. As the new operating model progresses, it will be possible to consolidate this resource - holding strategic resource centrally and using more operational management resource in specific areas / organisations. Also, as commissioning of services becomes the norm, the existing delivery activity will cease, requiring less management.

3. Quick Wins (6 – 9 months)

An IDVA in every hospital

Independent Domestic Violence Advisors or IDVAs are specialist case workers who focus on working predominantly with high risk victims, those most at risk of homicide or serious harm. They work from the point of crisis and have a well defined role underpinned by an accredited training programme. They offer intensive short to medium term support. They also mobilise multiple resources on behalf of victims by coordinating the response of a wide range of agencies who might be involved with a case, including those working with perpetrators and children.

Target Hardening for Domestic Abuse (DA)

Target hardening services aim to improve the security of a victim's home in order that they can remain safely in the community rather than having to be uprooted, often along with their children, to safe accommodation elsewhere. Provision includes added locks, security lighting, alarms as well as "sanctuary rooms" which may be fitted in exceptional cases. Target hardening measures are offered within a wider framework of support and alongside regular risk assessments.

There is an opportunity to move to a consistent delivery model across the Cheshire sub region where the majority of target hardening is undertaken by a commissioned provider with Registered Social Landlords also making changes to their own properties to increase the safety of vulnerable tenants.

There is an opportunity to introduce an IDVA into the A&E departments of hospitals in the region to provide support to victims. IDVA's within hospitals will be able to assess risk and provide services to a greater number of victims.

Navigate Home

Navigate is the brand name of Cheshire's Integrated Offender Management (IOM) programme. The scheme currently works with a prolific and repeat offender cohort. Navigate brings together key partners all of whom are focused on reducing re-offending: Police, Probation, YOS, employment, health, housing and drug and alcohol agencies all work in partnership with offenders to positively change their behaviour and lifestyle. This includes providing offenders with opportunities to address addictions, find accommodation and access education, training or employment.

¹ NB: this new structure should not be applied to Domestic Abuse victims as they are better managed through existing safeguarding arrangements for adults and children.

In Cheshire West and Chester a Navigate Home scheme has been implemented as part of the wider IOM programme. Navigate Home is a partnership initiative with registered social landlords aiming to provide accommodation for offenders. There is an opportunity to extend Navigate Home across the Cheshire footprint, as over a third of offenders within Cheshire are assessed as in unsuitable accommodation with 16% having no fixed address or transient accommodation.

Across the Cheshire sub region there is a patchy provision of housing for offenders and there is a poor availability of appropriate accommodation. In addition there is a shortage of hostel accommodation for offenders as funding has recently been cut.

The Navigate programme has achieved good outcomes in areas and has shown benefits in terms of cost reduction and improved social impacts. The programme reported impressive outcomes in March 2012, with a 79.88% reduction in the number of offences committed by the Prolific and Priority Offender (PPO) cohort and a 44.3% reduction of offences by the cohort of repeat offenders. The actual re-offending of those adults and young people subject to the scheme was 40% below the predicted rate in both 2009/10 and 2010/11 and confirmed re-offending halved over the same period.

A shared strategic group for Anti-Social behaviour

It is currently difficult to make a pan-Cheshire agreement on ASB without representation from all partners.

This opportunity could be considered a quick win as there is no additional cost associated with extending the representation of the ASB strategic group.

Extend the membership of the current ASB strategic group to include members from housing authorities and other relevant partners.

A shared mediation service

There are currently no mediation services in place across the Cheshire sub region. However mediation services have been piloted within partners and have demonstrated significant cost savings through focusing on early intervention. For example in Cheshire East the Anti Social Behaviour team have used a mediation service for the last two years, which has proved invaluable in relation to early intervention. In the cases where mediation has been used, there has been a drop of 73% (a reduction of 50) in the number of incidents reported to the police.

There is an opportunity to introduce a mediation service across Cheshire. The service could be jointly commissioned by partners to help realise benefits of economies of scale and provide greater purchasing power with the provider market.

Early Intervention for Troubled Families

Troubled families are those that have problems and cause problems to the community around them, putting high costs on the public sector. Working with troubled families will ensure the children in these families have the chance of a better life, and at the same time will bring down the cost to the taxpayer.

There is an opportunity for partners to work together to target troubled families and communities and provide early intervention services to reduce the high costs these families place on the public sector each year. The objectives of this scheme is to:

- Get children back into school;
- Reduce youth crime and anti-social behaviour; and
- Put adults on a path back to work.

4. Immediate Priorities (9 – 18 months)

One point of contact through 101 for Anti-Social Behaviour

There is an opportunity to utilise the non emergency 101 contact number as the main point of contact for ASB calls. The 101 service is already in place across the region and could be used to centralise calls to report ASB. Calls to the 101 number are answered by police call handlers in a local control room, which ensures staff with local knowledge, can deal with calls and provide people with the best advice. 101 offers a 24-hour service, which means people, can speak to someone at any time of the day regarding anti social behaviour concerns.

In addition to the service already in place call handlers will need to have the facility to pass on enquiries / complaints and transfer ASB calls to the relevant department / agency. This would ensure that victims will only have to contact one agency to report incidents.

Voluntary Perpetrator Programme

A voluntary perpetrator programme (“VPP”) to be introduced across the sub region to challenge and change perpetrators behaviour. The programme will need to be;

- an all inclusive services, focusing on the perpetrator, partner, practitioner and children;
- locally provided to address local demand and needs;
- commissioned sub regionally so that all areas can provide a consistent service;
- focused on outcomes that victims want, such as improved communication or reduced drug /alcohol misuse - not based on attendance; and
- focused on developing core skills for perpetrators to break the cycle of domestic abuse.

Review Youth Provision

There is an opportunity to review the existing youth service provision and extend current successful initiatives to ensure that the service provision for young people focuses on:

- 1) Education to increase awareness of the consequences of ASB; and
- 2) Employment to provide greater opportunities.

An effective youth service provision is critical in the overall process of improving the community safety landscape; in that a significant proportion of adult offenders have demonstrable childhood histories of offending. Therefore any lasting and permanent success with a child, has a disproportionate benefit in the longer term in respect of the costs and workload to all the involved adult agencies as well as a general benefit to society and the individual.

Alcohol Campaigns in Schools

There is an opportunity to reduce alcohol abuse in the long term by increasing prevention and early intervention campaigns within schools to deter alcohol consumption.

Effective approaches to school-based drug and alcohol prevention include teaching students how to resist peer influences, improving generic life skills, involving families, and providing opportunities to become involved in positive experiences with others in the school and community.

Schools based resources should be coordinated across the Cheshire footprint to make the most out of available time and resources.

5. Medium Term Priorities (18 months+)

Skilling up communities

There is an opportunity to provide community based domestic abuse support through resilience, self help and zero tolerance campaigns alongside training to communities to identify those at risk and provide support. The objectives of skilling up communities will include:

Ensuring people understand what domestic abuse is and prevent it from happening in the first place by intervening early;

Broadening activities which challenge social tolerance of domestic abuse and raising awareness amongst the general public, including children and young people;

Working in conjunction with partner agencies to promote the White Ribbon Campaign and awareness of the power of men to challenge and make a stand against male violence; and

Developing the focus on early identification and early intervention.

Early intervention through education

There is an opportunity to reduce incidents of domestic abuse by increasing prevention and early intervention campaigns within schools. This can be achieved through:

- Introducing programmes to encourage healthy relationships to schools to tackle domestic abuse at an early age; and
- Introducing a specialist trained IDVA for schools to assess risk and to ensure all children and young people have access to support and recovery work. The schools based IDVA's should be coordinated across the Cheshire footprint to make the most out of available time and resources.

Prisoner Engagement

Prisoners are currently allocated to prisons according to availability, rather than based on location. Moving prisoners away from their homes removes links with family, friends and the wider community. Although there is no legal right, the Prison Service does have a location policy stating that contact between a prisoner and his/her family should be encouraged and that harmful effects of being removed from normal life are minimised.

Studies have shown that prisoners are less likely to reoffend if they are supported throughout their sentence and on release. This can be achieved through the allocation of prisoners to local prisons, where they can benefit from local initiatives and schemes.

As part of transforming rehabilitation, the Government has indicated that prisoners will be resettled locally for the final year of their sentence. As a result, partners have the opportunity to put in place better through the gate support services for offenders which give offenders links to the community and allow them to benefit from local schemes to help integrate back into the community.

Utilise the Social Value Act

The Public Services (Social Value) Act 2012 places a duty on public sector authorities, to consider how services being procured can add 'social value' to their locality – by improving the economic, environmental and social wellbeing. To ensure the best outcomes for their local area, Public sector professionals must take a structured approach in the pre-procurement stages, to meet the necessary requirements of this new legislation.

There is an opportunity for partners to utilise the Social Value Act to maximise procurement opportunities for responding to reducing reoffending, by building into contracts requirements to employ a certain number of ex-offenders.

Minimum unit pricing for alcohol

Minimum unit pricing is a price based on the strength of the alcohol in a drink. This is calculated per 'unit' of alcohol in the drink. One unit is 10ml or 8g of pure alcohol. A minimum price per unit would be legally enforced and prevent retailers from selling alcohol at less than the set price. A moderate drinker would pay just 28p more a week with a 50p minimum unit price.

There is an opportunity to introduce minimum unit pricing locally. A draft byelaw for minimum alcohol pricing has been prepared for Cheshire and Merseyside but has not yet been put into place.

Payment by results for alcohol recovery services

There is an opportunity to move towards a standard alcohol misuse recovery service across the Cheshire footprint. The service should focus on:

- 1) Encouraging user responsibility for their own recovery; and
- 2) Supporting users to aspire to build a life that is worth returning.

The recovery service should offer a range of support in the form of one to one sessions, topic based workshops and a whole team approach for clients to make changes to their drinking. Changes might include, reducing drinking, becoming abstinent from alcohol, maintaining abstinence or managing relationships with someone in the family who is drinking problematically.

Once the service has been standardised across the region there is an opportunity to co-design local 'payment by results' (PbR) model for all alcohol recovery services. Payment by results is at heart extremely simple: it is about paying providers on the basis of the outcomes achieved rather than activities undertaken. Payment by results models should, when designed and implemented well, drive efficiencies, improve value for money, encourage new ideas and new entrants to the service provision, and deliver better outcomes for service users.

Local Access to Alcohol Treatment

Clients are increasingly likely to engage with and attend alcohol treatment services if they are delivered in their local area. There is an opportunity to change the current

delivery model for alcohol misuse services to ensure that targeted specialised services, such as psychology, are available locally, where appropriate.

Cornwall FRA

Authority name(s): Cornwall Council (Cornwall Fire and Rescue Authority)

Award being bid for: Authority Award

Proposal: Hayle Community Fire, Police and Ambulance Station project: co-location and integration of blue light services

Date:

Full description of the proposal

The Hayle Community Fire, Police and Ambulance Station project (the Hayle project) has been designed to explore the benefits of collaboration with other blue light partners, transforming the way in which these emergency services work together to improve the service provided to the community of Hayle in Cornwall.

This project has two distinct phases:

Co-location/co-working (2013/14) – the initial phase of the project is focused on building the new Tri-Service station and realising the benefits afforded by co-location and co-working for Cornwall Fire and Rescue Service (CFRS), Devon and Cornwall Police (DCP) and South West Ambulance Service Foundation Trust (SWASFT).

Integration (2014/15) – the second phase will look at how we better integrate the three services. This is focused on developing and piloting a Community Safety operative role: a combined Police Community Support Officer, On Call Fire Fighter and First Responder.

Information on the purpose of the proposal, its expected costs, benefits and savings, including how the proposal offers value for money

The Hayle project forms one part of Cornwall Fire and Rescue Service's wider Camborne, Pool, Redruth and Hayle (CPRH) Emergency Cover programme. This is a capital invest to save programme, delivering revenue efficiency savings whilst improving existing emergency cover risk management arrangements. This programme was highlighted as best practice in Sir Ken Knight's 2013 report, *Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England*: "A rural authority used detailed risk analysis to show that moving two stations to two new locations would enable a further 13,900 people to be covered in their 10 minute emergency standard" (p. 28).

The strategic benefits of the project are:

- Service improvement
- Future proof, modern shared facilities
- Revenue efficiency savings

Service improvement

Firstly, and most importantly, this project significantly improves the community safety service that is delivered to our community.

The new Community Fire Station in Hayle enables Cornwall Fire and Rescue Service to reach 6,500 people; under current arrangements the service is unable to reach this community within the critical ten minute response standard.

Additionally the co-location of all three blue light services is anticipated to deliver additional improvements for our communities. With effective partnerships already in place between the services, for example our co-responding scheme with SWASFT and our Anti-Social Behaviour work with DCP. This project will build on this, focusing in year one on joint working, using intelligence to inform local initiatives and expanding this in year two to develop and trial an integrated Community Safety Operative role.

Future proof, modern shared facilities

The project will provide the services with modern facilities in the right location to replace existing buildings that are up to 50 years old and deliver revenue efficiencies through a reduction in lifecycle and maintenance costs.

The Hayle project sees existing separate facilities for all three services combining to become a single facility at the heart of this community. This reduces a number of inevitable smaller capital projects, maximising the benefits and efficiencies achievable from shared facilities and joined up working. The rationalisation of property represents an opportunity to prepare to meet future challenges in a resilient and sustainable way by relinquishing third party lease agreements, realising capital receipts for effectively life expired properties, maximising property use through the application of modern working techniques within buildings and improving energy efficiency through the utilisation of modern bespoke buildings. This supports the aspirations outlined within Cornwall's Joint Property Collaboration Plan, delivering cashable and non cashable efficiencies for all three services, and supporting greater integration which will lead to improved ways of working.

Revenue efficiency savings

The overall Camborne, Pool, Redruth and Hayle programme uses capital expenditure to deliver in excess of £520k year on year revenue efficiencies and improve the service we deliver to the people of Cornwall.

The Hayle project delivers £100k of this total saving. This is achieved by implementing new operating arrangements that reduce latent crewing costs and a reduction in lifecycle and maintenance costs through replacing 50 year old properties. It also delivers both revenue efficiency savings and releases capital receipts for SWAST and DCP through the rationalisation of assets with their estates.

It is also anticipated that the development of the Community Safety Operative post will deliver additional revenue efficiency savings for all three services.

Value for Money

The capital costs associated with this project are £1.115m. The project will deliver £4.1m savings against borrowing of £1.115m and interest of £0.983m meaning it will generate a £2.002m return on investment over its lifespan.

Community Safety Operative role

The development of this role is an integral part to our longer term vision for effective joined up community safety service delivery. The role will evolve through joint training, shared contracts and joining up the PCSO, "On Call" Firefighter and Co-Responder role will deliver a longer term return of investment, following initial recruitment, training and deployment.

This project provides us with the opportunity to assess the benefits of collaboration with other blue light services and to explore how this can be rolled out in other areas of Cornwall. Work to date has already acted as a catalyst to explore other integration projects, for example a further co-location project with South West Ambulance Service Foundation Trust at Truro Community Fire Station. As part of the service's integrated risk management plan, a further review of emergency cover in the east of the county is planned. The outcomes of the Hayle project will feed into this further project and inevitably deliver further revenue savings for taxpayers in Cornwall.

A statement as to why the proposal is particularly innovative and would make a good exemplar for all or a range of local authorities

Sir Ken Knight's 2013 report, *Facing the Future: Findings from the review of efficiencies and operations in fire and rescue authorities in England*, identified that "Efficiency and quality can be driven through collaboration outside the fire sector, particularly with other blue-light services. Besides finding partners to achieve economies of scale in procurement there are two core operational opportunities for fire and rescue authorities: co-working, and co-location" (p52).

The Hayle project both encompasses and extends this vision, moving from co-location to co-working to integration. It will act as a pathfinder for the sector and provide a range of learning outcomes that will have benefits both in terms of improving the way services are delivered and in delivering revenue efficiency savings for taxpayers across the country.

Estimated transitional costs in 2013/14 and 2014/15

The total costs associated with the project are as follows:

Capital – £1.12m (2013/14)
Revenue - £200K (2014/15)

Amount of award sought:

£100,000. to support development, harmonisation, recruitment, training, and initial deployment

East Riding of Yorkshire Council

Transformation Challenge Awards 2013 - Synopsis East Riding of Yorkshire Council

Strategic Management of Assets 'Partnered Services with the NHS - Clinical Commissioning Group'

East Riding is a diverse and extensive rural area, attracting inward migration with people seeing the area as a 'nice' place to live. Many of the market towns are proving resilient, however the area is subject to widespread rural poverty whilst two of its major towns are the subject of significant deprivation which, along with coastal communities, require major economic revitalisation. As a unitary authority with well below the average revenue support grant per head of population, there is a continuing need to improve the quality of life throughout the area in a cost effective way by offering value for money services to the tax-paying local communities and by ongoing work to identify benefits and efficiencies.

One element of focus towards this approach is to improve the customer experience and move towards online activity as well as redesigning internal business and efficiency in commissioning goods and services in conjunction with partners. The strategic management of assets is a key driver for the overall success for these latter project areas, promoting realignment, co-location and integration amongst frontline services for both internal and external partners, whilst driving integration and sharing with partners the impact of business transformation leading to better value and improved frontline services.

This has been undertaken through a stepped approach

- Initial review of general office based functions
- Back office efficiencies and improved citizen and business communications
- Back office restructuring
- Front-line service provision
- Coordinated service providers to the local community

As part of the wider integrated exercise, a specific partnership approach has been adopted and is being developed with the NHS Clinical Commissioning Group and with leisure and culture services, for mutual support. It is anticipated that the proposed location of GP surgeries within the Leisure Centres to become Community Hubs will significantly increase prescription for well-being, given the success so far, even without the onsite GP referral.

The recent partnering has transformed the requirement for surgery in some areas of health related to fitness and weight loss, covering both bariatric surgery at up to £10,000 per patient, to heart attack and stroke prevention, together with recovery

through planned and closely supervised work programmes within the leisure centre provision within the East Riding

The savings to the Clinical Commissioning Group in respect of reduced treatment costs and reductions in surgery are estimated to be in excess of £500k per annum to their budgets. The target for achieving course completion set by the Health sector was 25%, but the nature of the service offered and the care and supervision has achieved 74% finishing the course they have started. There has been a major reduction in the number of prescribed bariatric operations and it is hoped to reduce this even further. The income generated to the East Riding has increased from £50k per annum to £120k per annum due to the success, with a further increase anticipated with the location of GP practices or health centres within the Community Hubs at Haltemprice and Bridlington.

Please address any enquiries in the first instance to:

Kristan Livingston

Head of Asset Strategy - East Riding of Yorkshire Council

Telephone: 01 482 39 3900 email: kristan.livingston@eastriding.gov.uk

High Peak BC/Staffordshire Moorlands DC

Transformation Challenge Award Bid

July 2013

Summary

The application is for an authority award to support the further development of the Strategic Alliance between High Peak Borough Council and Staffordshire Moorlands District Council

The Councils

High Peak Borough Council lies in the north-west corner of the East Midlands region and Staffordshire Moorlands in the north-east corner of the West Midlands Region. A considerable proportion of the two areas are in the Peak District National Park.



Despite being in different counties the two council areas have similar characteristics:

Characteristics	High Peak	Staffordshire Moorlands
Region	East Midlands	West Midlands
County	Derbyshire	Staffordshire
Population	92,500	94,500
Geographical Size	53,915 hectares	57,642 hectares
External Assessment	CPA Excellent (2004) Beacon – Sustainability	CPA Excellent (2007) Beacon – Procurement Beacon – Partnerships Beacon – Empowerment Beacon – Digital Inclusion
Net Annual Budget	£12 million	£12 million
Other Information	Small but dynamic rural area (5 main towns and villages). Two thirds of in Peak National Park	50% of population based in 3 towns. One third of district is in Peak National Park

Background of the Strategic Alliance

The development of the alliance between the two Councils was commenced in October 2007 and has progressed as follows:

Date	Event
October 2007	Initial discussions between political leaders
November 2007	Development of initial business case
December 2007	Launch of the alliance
January 2008	Interim appointment of joint Chief Executive
February 2008	Concordat agreed by the two Councils
April 2008	Agreement of Transformation Programme of shared services
May 2008	Formal appointment of joint Chief Executive
July 2009	Implementation of joint management structure
February 2010	Agreement of Transformation+ which included an extended programme of shared services
July 2010	Agreement of joint terms and conditions for all staff across the two councils
March 2011	Agreement of Efficiency and Rationalisation Programme including further extension of shared service programme

The combined on-going revenue savings (net of transition costs) that have been achieved to date by the two Councils through shared services are as follows:

Year	Savings
	£'000
2008/09	348
2009/10	365
2010/11	1,278
2011/12	394
2012/13	790
TOTAL	3,175

In addition to the financial savings there have been a number of other benefits realised by the two Councils:

- Improvements in performance
- Benefits for the communities
- Council tax levels have been frozen
- Increased capacity and skills base
- Separate identities retained by the individual councils

Full description of the Proposal

The proposal is to extend the shared services arrangements across the two Councils to develop new approaches in the following areas of activity:

Proposal	Detail
Trading Competitiveness	Improvement of competitiveness of activities such as: <ul style="list-style-type: none"> • Building control • Commercial waste collection • Pest control • Bailiffs
Income Generation	Identifying new areas for generating income to support service delivery
Sharing with Partners	Developing current arrangements into a commissioning model in order to allow other partners to join the existing arrangements. Partners to include: <ul style="list-style-type: none"> • County Councils • Peak District National Park • Town & Parish Councils
Asset Management	Improving the use of the two Councils asset holdings to reflect the sharing of services (both current and future) and the needs of the individual communities of both areas including: <ul style="list-style-type: none"> • A shared asset management plan • The investigation of community ownership • Sharing with other partners and service providers
Service Delivery Methodology	Improving processes to improve performance and realise further financial efficiencies
Growth & Regeneration	Development of an approach to capital investment that focuses on supporting external organisations in the development of regeneration projects that result in additional financial yields for the authorities in the form of increased retained business rates and/or financial repayments

The request is for Transformation Grant to support the up front costs of developing these areas of activity.

Purpose of the Proposal

In setting their budgets for 2013/14 both of the two councils have agreed further extensions to their Efficiency Programmes that will need to result in the following annual on-going financial savings:

Year	High Peak	Staffordshire Moorlands	Total
	£'000	£'000	£'000
2013/14	1,056	496	1,552
2014/15	810	726	1,536
2015/16	715	735	1,450
TOTAL	1,957	2,581	4,538

The existing programme of shared services (agreed in March 2011) is continuing and will provide efficiencies that will go towards meeting the requirements set out above. However there will be a shortfall that the Councils will need to meet. The Councils have therefore begun to develop proposals to meet the additional financial savings that are required and a number of areas for focus have been identified.

The principal purpose of the proposal for Transformation Challenge Grant support is to assist the authorities in developing these new areas of approach in order to help them meet their financial shortfall.

Expected Costs and Benefits of the Proposal

The expected costs and financial benefits of the proposal are set out below:

Proposal	Area of cost	One off costs	Ongoing annual savings
		£'000	£'000
Trading Competitiveness	External Evaluation Marketing	125	150
Income Generation	External Evaluation Legal Advice	75	300
Further Sharing with Partners	Legal Advice Project Management Severance Costs	175	400
Asset Management	Professional Advice Legal Advice Project Management	150	515
Service Delivery Methodology	External Challenge Project Management Severance Costs	150	775
Growth & Regeneration	Legal Advice Treasury/Financial Advice	125	300
TOTAL		800	2,440

The other non-financial benefits associated with the proposal are as follows:

- Further freezing of Council Tax levels
- Implementation of wider service offer e.g. commercial waste recycling
- Benefits associated with potential development of alternative service delivery models such as mutual / social enterprises
- Service performance improvements
- Reduced cost for service users e.g. combined bailiff service
- Improved community use of Council assets
- Improved outcomes for the two authorities e.g. regeneration
- Additional business rates yield for other partners i.e. central government, county councils and fire and rescue authorities

Value for Money Offered by the Proposal

The proposal offers significant value for money in that:

- There are clear financial and other benefits
- Financial returns are quickly realised
- The up-front costs are relatively low i.e. less than one third of the on-going annual revenue savings
- There are community benefits in addition to the financial benefits accruing to the two local authorities
- Services to citizens will not be any way reduced even during the transition
- The existing Strategic Alliance between the two councils paves the way for implementation without lead-in delays

Innovation Offered

In developing the strategic alliance the two Councils have already demonstrated a large amount of innovation. The areas that could still provide an exemplar to other local authorities are as follows:

- The alliance and approach taken to sharing services has been implemented regardless of the differing political control of the two Councils – Staffordshire Moorlands has been controlled by the Conservative and Independent Group throughout where as High Peak was initially controlled by the Conservative Group but is now controlled (minority) by the Labour Group
- The staffing of the two Councils is fully shared with a single management structure and a single set of terms and conditions of employment for all staff
- The approach to shared services has been implemented quickly and clear councillor support has been obtained at every stage
- Services have been improved and community benefits have been realised – the good practice at each of the two councils has been shared with the other
- Capacity has been increased and compulsory redundancy has been avoided
- A separate identity has been retained by each of the two Councils
- The partnership has been developed across county and regional borders
- The implementation costs have been minimal

The proposals to extend the programme are also innovative and would provide for additional innovation as follows:

- It will demonstrate how a shared service alliance can provide the additional capacity to develop new approaches to service delivery e.g. commercial waste collection, mutual / social enterprises, community asset transfer etc.
- It will show how increased capacity better places the two authorities to take on the local growth agenda
- A formalised shared services delivery methodology will be developed that could be used by other similar alliances

Estimated Transitional Costs in 2013/14 and 2014/15

The estimated transition costs are as follows:

Year	Transition Costs
	£'000
2013/14	300
2014/15	500
TOTAL	800

Amount of Grant Sought

The amount of grant sought from the Transformation Challenge Award is £200,000 i.e. 25% of the transition costs

Contact Details

If any further information is required the contact details of the officer submitting the bid are as follows:

[Redacted]

Executive Director (Community Services) & Chief Finance Officer

Email: [Redacted]

Telephone: [Redacted]

Mobile: [Redacted]

Lincoln FRA/East Midlands Ambulance Service

Joint bid by Lincolnshire county council (the fire and rescue authority) and east midlands ambulance service for the transformation challenge award

Introduction

This bid, submitted jointly by Lincolnshire Fire and Rescue Authority and East Midlands Ambulance Service (EMAS), is for an Authority Award as described in the Transformation Challenge Award invitation letter¹. It aims to secure funding to support the development of an innovative and complementary approach to ambulance provision in Lincolnshire, thereby improving the quality of service and outcomes for patients. If successful, this ground-breaking initiative could provide a model for delivery of similar services in other rural authorities.

Context

Lincolnshire is the fourth largest county in England with a land area of 5,921 square kilometres. It has a population of around 719,000 which is sparsely and fairly evenly distributed. The County has a diverse geography characterised by large rural and agricultural areas, market towns and a long eastern coastline. It is classified by DEFRA as one of the most rural counties in England. Given both demography and geography, conveying patients in a timely manner to places of definitive care remains a challenge and represents a significant health risk to the population. Development of a more integrated response model may be part of the solution.

Current situation

Lincolnshire Fire and Rescue (LFR) have been operating a co-responder (first-responder) scheme in partnership with EMAS and Lincolnshire Integrated Voluntary Emergency Service (LIVES) since 1998. The scheme is delivered by on-call Retained Duty System (RDS) fire-fighters from 21 fire stations around the County. Within this role the duties of retained fire-fighters include delivering first aid, providing oxygen therapy and administering defibrillation and cardiopulmonary resuscitation.

As part of its recent '*Being the Best*' programme², EMAS have endorsed a new estates strategy and service delivery model. The former includes the concept of Community Ambulance Stations (CAS) which provide facilitated deployment points designed to improve performance response times. The intent is to co-locate these with existing health and emergency services sites where appropriate to do so. EMAS and LFR are already working together to identify suitable fire stations from which to operate CAS.

The revised EMAS service delivery model will be based on a 3-tier response, the aim being to: improve the quality of service for patients; manage increasing demand more effectively and; align with the new commissioning agenda. As part of this revised model a further opportunity has been identified for LFR and EMAS to work closer

together to deliver these outcomes. The proposal for doing so sits at the heart of this bid and is described below. It is fully supported by Lincolnshire County Council (The Fire and Rescue Authority), EMAS,

¹ As described in the DCLG letter dated 27 Mar 13.

² EMAS 'Being the Best' programme documentation dated Mar 13.

England Area Team.

Description of the proposal

The proposal aims to capitalise on fire and rescue's existing infrastructure and co-responder scheme and EMAS' evolving 3-tier service model for ambulance response. In addition to their current co-responder role, this would see RDS fire-fighters being utilised, where appropriate, to support the provision of Urgent Care Ambulances offering care and transport to patients previously assessed by a healthcare practitioner³. The intent would be to pilot the proposal in a number of areas for proof of concept. In outline it is anticipated the pilot scheme would operate as follows:

As the nearest available asset a RDS fire-fighter co-responder team would be mobilised to a Red 1 or 2 emergency⁴ as is currently the case. The team would deploy in a vehicle capable of conveying a patient to hospital under blue light conditions ie an Urgent Care Ambulance.

At the incident they would administer life-saving treatment in accordance with their current role. A healthcare practitioner (likely to be a community paramedic) would also be mobilised to the incident in a Fast Response Vehicle. The paramedic would make a clinical assessment of the patient and determine the most appropriate care pathway. If it was determined the patient needed immediate conveyance to hospital then this would be undertaken by the fire-fighter co-responder team. The paramedic would accompany the patient to hospital if they deemed it appropriate to do so. Once the patient had been released to the hospital the fire-fighter co-responders would return to their station area to provide fire/co-responder cover as appropriate.

Benefits

It is anticipated the scheme will offer efficiencies in service delivery and improvements in quality of service to patients. Key benefits are outlined below.

With the introduction of the stroke and cardiac pathways and development of the trauma network it is imperative that paramedic Dual Crewed Ambulances⁵ (DCA) are available 24/7 to take patients to places of definitive care within specific timeframes. The ability of fire-fighter co-responders to convey patients will help free up EMAS DCAs to respond to high acuity patients as required; it will also reduce the number of multiple responses. The use of fire-fighter co-responders in this role will therefore be of benefit to **all** patients, irrespective of their presenting condition. Timely conveyance will also improve the prognosis of those patients requiring speedy clinical intervention in hospital. This may result in savings made in terms of bed stay and rehabilitation.

³ General Practitioner, paramedic, nurse, emergency care practitioner, health care practitioner.

⁴ Medical emergencies are classified as Red1 (immediately life threatening and requiring a defibrillator) and Red 2 (immediately life threatening).

⁵ Staffed by a paramedic and Emergency Care Assistant

Having an ambulance capability as an integral part of the co-responder team will result in reduced times on scene for fire-fighters and EMAS solo responders as they will not be dependent on support from an EMAS DCA.

trained just-in-time resource will help realise potential efficiencies. A paramedic DCA is an expensive commodity and only required for those patients requiring advanced clinical intervention. Matching resources and skill mix by developing a locally based model will be a cost effective way to meet demand. Potential efficiencies also exist by reducing EMAS' current use of third party providers to support conveyance capacity.

The enhancement in ambulance provision will support Lincolnshire's Clinical Commissioning Groups in achieving their key aims and objectives and contribute to the delivery of the Joint Health and Wellbeing Strategy for Lincolnshire⁶.

EMAS has witnessed a 5% increase in 999 responses year-on-year and the forecast is for this trend to continue. This is particularly so given Lincolnshire's growing and ageing population⁷. Working more collaboratively will enable that demand to be met in a safer and more cost effective manner.

Any enhancement of co-responder medical skills will benefit fire-fighters in their wider role. This would be particularly relevant in the delivery of patient care at Road Traffic Collisions where fire-fighters are often the first on scene.

Pilot scheme

The intent will be to pilot the concept over a 12-month period at a minimum of 3 RDS fire stations in the County. While a detailed project plan will be developed to support the pilot, key aspects which will be considered prior to, and during, the pilot include:

- The most appropriate fire stations from which to operate the scheme both in terms of conveyance need and RDS fire-fighter availability
- The impact on fire cover during conveyance activities
- Provision of conveyance vehicles (urgent care ambulances)
- Any supplementary training requirement for fire-fighter co-responders
- The impact on patient outcomes
- The impact on response times
- Cost apportionment and recovery mechanism
- Liaison with representative bodies
- Development of the scheme if successful
- Communication with staff and the public

Potential costs

The outline costs associated with running a 12-month pilot (October 13 to September 14) and for which funding is being sought are shown below.

⁶ Joint Health and Wellbeing Strategy for Lincolnshire 2013-16.

⁷ By 2033 the group aged 75 and over is projected to more than double in size.

Item	Description	Assumptions	Cost (£k)
Urgent Care Ambulance	Provided by EMAS. UCA Specification.	<ul style="list-style-type: none"> 3 at £**k per ambulance 	■
Ambulance running costs	Including fuel, maintenance, deep clean, consumables		**■
Training	Appropriate training to fire-fighters in support of conveyance role	<ul style="list-style-type: none"> Training to be provided by EMAS 3 days for 30 staff 	**■
Fire-fighter co-responder staff wages		<ul style="list-style-type: none"> Estimated 1000 incidents attended during pilot by 3 stations 75% of incidents require onward conveyance to hospital (750) Average conveyance time is 2¼ hours Cost per 2¼ hour call based on crew of 2 is £** 	■
Independent assessment of pilot study	Independent analysis of community outcomes and economic impact	<ul style="list-style-type: none"> Conducted by ** 	**■
Pilot Project Management	Staff costs associated with running the pilot project		■
Total Cost of Pilot			491

Potential savings

Indicative savings, both quantitative and qualitative, associated with running a 12-month pilot are shown below. The intent is that these would be validated as part of the pilot programme.

Description	Potential Saving
Reduction in third party DCA support. This support is currently required to ensure patient safety, timely conveyance and capability to respond to emergencies within the community	Each DCA is £ ■ per hour at 12 hours per day One DCA for 12 months is £**k The potential reduction in the number of 3 rd party DCAs will be assessed during the pilot
Improvement in conveyance time to definitive care	Difficult to quantify at this stage but related to on-going healthcare needs, bed stay and quality outcomes
EMAS resources freed up to respond to 999 calls within required target times ensuring the right care at the right time	Difficult to quantify at this stage but costs in terms of public confidence and patient outcomes both short and long term
Reduced need to increase EMAS DCA capability to meet growing demand. This would be expensive if resourced in paramedic DCAs due to staffing costs, training and other overheads. Fire co-responders would be more cost effective as they will be on duty, trained and costs will be directly related to patient episodes with no downtime (non patient facing) costs incurred.	For each 24/7 paramedic DCA team, costs are circa £**k per annum after factoring in staffing, logistics, fleet, mileage and overheads. Potential savings will be identified as part of the pilot.

Cost profile

It is anticipated costs will be £414k for 2013/14 and £77k for 2014/15. If the pilot is successful then the intent would be to extend the scheme to a number of other RDS fire stations as appropriate. There is a commitment amongst the partners to find a way to commission the scheme permanently if this proves to be the case.

Amount of award sought

The total amount of Authority Award sought to fund the pilot scheme is £491k.

Summary

In a period of continuing austerity and reduced funding, working more collaboratively will be essential in the delivery of effective and value for money services. Recognition of the synergies between the ambulance and fire service is not new and the potential benefits of emergency services working closer together have been recently highlighted in Sir Ken Knight's 'Facing the Future' report⁸ and the All-Party Parliamentary Group report on the Blue Light services⁹. This proposal aims to explore a mechanism for developing further local collaboration by expanding on the existing fire and rescue co-responder scheme to enhance ambulance provision within the County. It will provide an additional safe alternative to conveying patients to places of definitive care providing more timely treatment commencement, supporting better recovery and improving chances of survival.



*Councillor Sue Woolley
Executive Councillor for NHS Liaison
and Community Engagement
Lincolnshire County Council*



*Councillor Peter Robinson
Executive Councillor for Fire and
Rescue and Emergency Planning
Lincolnshire County Council*



*Richard Henderson
Divisional Director East
East Midlands Ambulance Service
Commissioning Group*



*Gary James
Accountable Officer
NHS Lincolnshire East Clinical*



*David Sharp
Area Director (Leicestershire and Lincolnshire)
NHS Commissioning Board*

⁸ Facing the Future: findings from the review of efficiencies and operations in fire and rescue authorities in England dated May 13.

⁹ Improving Efficiency, Interoperability and Resilience of our Blue Light Services - The All-Party Parliamentary Group on Homeland Security dated Jun 13.

Manchester City Council
(on behalf of Greater Manchester
Authorities and South Lakeland DC (on
behalf of the councils in Cumbria

Transformation Challenge Award:

Authority Award Bid by Manchester City Council and
South Lakeland District Council

Elections Support and Co-ordination for Greater
Manchester and Cumbria

11 July 2013

Summary of Bid Proposal

Manchester City Council and South Lakeland District Council are seeking Authority Award funding to pilot a sub-regional, co-ordinated and streamlined approach to the delivery of electoral services. It will provide increased collaboration and consistency across the Greater Manchester and Cumbria sub regions respectively in the provision and support of elections of all types during a two year pilot period.

The authority award would be used by the bidding local authorities to establish a dedicated Elections Co-ordination and Support Team- one for Greater Manchester and the other for Cumbria. The team – formed of officers from the authorities concerned – working together and providing support to individual Returning Officers/Electoral Registration Officers to meet their statutory responsibilities - would support the constituent councils by developing a consistent approach to the delivery of elections and electoral registration, increasing resilience across all authorities and reducing the duplication which exists under the current model.

Participating local authorities for Greater Manchester would be Bury, Bolton, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan. Participating local authorities for Cumbria would be Allerdale, Barrow, Copeland, Carlisle, Cumbria County, Eden and South Lakeland. Area profiles are attached at Annex A.

This bid has political support from all participating authorities and evidence of this support is provided at Annex B. Cumbria and Greater Manchester Returning Officers/Electoral Registration Officers will shortly agree a Memorandum of Understanding detailing the commitment to increased collaboration and to the development of a consistent approach to elections and electoral registration in each sub-region/county.

Background

Over the past ten years, the administration of elections and referenda has changed significantly, with an increase in the number and combination of polls which has placed greater demands on Returning Officers (ROs) and local authority staff and resources. Electoral registration itself has also become more complex in recent years, with a huge change to come in the shape of Individual Electoral Registration. Within the context of public sector reform and significant reductions in local authority resources, the sustainability and efficiency of the current delivery model – individual Returning Officers/Electoral Registration Officers supported by dedicated local authority staff in each district council - has been subject to discussion within central and local government and the wider electoral community.

No one election/referendum is the same. Although the rules for the conduct of these polls are set out in statute, supported by best practice guidance from the Electoral Commission, the administrative processes which support the delivery of elections and referenda in each authority are determined by individual Returning Officers. These elections are complex logistical events which require careful planning and organisation. An example of this is the recent Police and Crime Commissioner elections, which were conducted on police area boundaries using the Supplementary Voting System which was unfamiliar to the majority of Returning Officers in England and Wales. The introduction of Individual Electoral Registration in 2014 will also fundamentally alter the delivery of electoral registration functions and the statutory responsibilities of Electoral Registration Officers (EROs) and has the potential to increase rather than reduce costs

in the future. Whilst funding is being provided for the transition, the long term costs of these new functions have yet to be quantified.

The administration of elections is a core local government function. Each local authority has an Electoral Registration Officer and a Returning Officer with responsibility for delivering registration and elections respectively. They are supported by electoral/democratic services officers who administer local and national elections and referenda and registration on behalf of the ERO/RO. Resourcing of the electoral services function varies in accordance with local circumstances, and is determined by local factors such as the size of electorate. For elections with larger constituencies, such as police areas and European Regions, Returning Officers are required to comply with legal directions from a central Returning Officer with overall responsibility for the conduct of the poll, and for certifying and declaring the result. This model was most recently used for the Police and Crime Commissioner Elections in November 2012. There is no such sub-regional or regional model for local elections or electoral registration.

Annex C sets out scheduled elections to 2024. There is also the possibility of referendums on specific local issues such as on Council Tax, Neighbourhood Planning as set out in the Localism Act and any other polls which may be introduced in the meantime, including the extension of local referenda highlighted in the Queen's Speech. 2020 is projected to be perhaps the most challenging year with, on current planning, a UK Parliamentary general election, local elections, parish elections, Police and Crime Commissioner elections plus any local and national referenda and Mayoral elections in Salford. This would entail some voters and Returning Officers dealing with three different voting systems.

Rationale for Transformation Challenge Authority Award funding for Electoral Services

The capacity of local authorities to deliver complex combined polls with fewer resources is diminishing, and the current model of vesting expertise into a small number of officers is not compatible with risk management and contingency practices which underpin the majority of other local authority functions. There is also considerable duplication, as each local authority team delivers the same back office and front line functions based on the same statutory timetable e.g. communications, legal notices, devising and delivering training.

Returning Officers and Electoral Registration Officers are accountable locally and to the courts for the delivery of high quality electoral services. Although Returning Officers work within the same statutory framework, there is a certain amount of local custom and practice which restricts the extent to which authorities can make efficiencies. These different processes and specifications mean that at present it is not possible to take advantage of savings which could be realised by joint procurement arrangements.

A more consistent delivery model for electoral services would present greater opportunities to increase resilience across all authorities, minimise duplication across core functions and facilitate joint procurement whilst retaining high quality services. The Transformation Challenge Authority Award for electoral services would focus on the development of a collaborative approach so that the delivery of local and national elections and registration are as consistent as possible across Greater Manchester and Cumbria respectively but with a critical sub-regional focus which would ensure the needs of local stakeholders are at the centre of the process. Funding would pay for a

dedicated project team of elections staff within each sub-region, which would provide the support to Returning Officers to develop consistency of practice and to produce and codify processes to be delivered locally by each authority building on existing best practice.

The legislative framework and the personal responsibility of Electoral Registration Officers and Returning Officers mean that it would not be possible to create a single electoral services team for each sub-region. Under the pilot model, responsibility for the delivery of elections will remain with each of the respective Returning Officers and their electoral staff.

Amount of award sought and transitional costs 2013-15

An authority award bid of £150,000 (£75,000 per annum) is requested to fund a dedicated project team at Manchester City Council for two years. £142,000 (£71,000 per annum) is requested to fund a dedicated project team at South Lakeland District Council. The funding will be for two years through to August 2015.

The calculations are based on the following but the Authorities would wish to retain flexibility in how the funds are spent to ensure best use of resource to deliver on the pilots.

The funding for Greater Manchester would pay for a central team comprising a dedicated project manager to develop shared processes and documentation and to part fund a senior programme manager with experience of delivering high profile elections, who would be responsible identifying best practice and developing a consistent model in accordance with statutory requirements, as well as joint procurement arrangements and identifying savings across the sub-region.

The funding for Cumbria would pay for a dedicated project manager and part-time support officer to develop shared processes and documentation and work across Cumbria and with Manchester in terms of developing a consistent model, exploring areas of best practice, opportunity and efficiency.

Although there would need to be a separate dedicated resource in each pilot area, Manchester and South Lakeland Councils are proposing to work together to minimise duplication across the two pilot areas as far as possible. Lead authorities will share best practice, documentation and learning to ensure that bid funding has the greatest possible impact during the pilot phase.

Benefits and Value for Money

The clear objectives would be to promote consistency and best practice in electoral administration, improve resilience at a time of increasing complexity with regard to the delivery of elections and resource pressures and to explore the potential for savings in the longer term. Savings during the pilot phase would most likely be realised via joint procurement arrangements and economies of scale but also through cost avoidance, as participating authorities will need to invest less additional resource to deliver increasingly complex elections than would otherwise be the case. In order to achieve the same level of resilience outside of the pilot scheme, it is estimated that each authority would need to provide a dedicated senior officer for at least ten hours a week at an estimated cost of £20,000 per annum, which over the duration of the pilot would

equate to £400,000 for Greater Manchester and £240,000 for Cumbria (compared to authority awards of £150,000 and £142,000 respectively).

The pilot would also consider where it can influence changes to legislation to make electoral administration more efficient perhaps by enhancing the shared support approach and to establish best practise for a roll out of similar schemes to other areas. It will also support the co-ordination of work on Individual Electoral Registration, sharing evolving practice and to consider how the implementation can be achieved in the most efficient manner across the sub regions.

In summary, the expected benefits of this pilot would be:

- ensuring that the experience of voters and other stakeholders is more consistent across Greater Manchester and Cumbria;
- facilitating engagement and increased communication with the electorate in respect of registration and voter experience;
- increasing the resources and expertise available to Returning Officers and Electoral Services Teams across Greater Manchester and Cumbria;
- increasing resilience across Greater Manchester and Cumbria in an increasingly complex electoral environment at a time when local authorities have less resource;
- facilitating the joint procurement of goods and services by developing a common specification across the authorities and procuring those goods and services, including training;
- supporting joined up working in the implementation of Individual Electoral Registration;
- piloting an innovative new model of how local authorities can increase the support available to Returning Officers and Electoral Registration Officers to discharge their statutory functions.
- establishing the extent to which increased collaboration could realise savings for participating local authorities in the longer term and creating a legacy of collaboration in the pilot areas which can be applied in other sub-regions.

The focus of the pilot is primarily to increase resilience in the provision of electoral services and ultimately to provide a consistent, streamlined and more cost effective service. This will become even more important during a challenging time for the business with the introduction of Individual Electoral Registration and combined polls in 2014 and 2015. Authorities will also consider how changes to legislation may facilitate the more efficient conduct of elections and electoral registration.

Elections and Registration are resource intensive and expensive to administer, particularly complex elections which require dedicated senior resource at both the planning and delivery stage. However, it is anticipated that local authorities will be able to realise efficiencies and make savings by co-ordination of professional expertise and resource from the host authorities (e.g. public awareness, legal advice) and that this could also reduce the amount of additional resources the participating authorities are required to invest to deliver key challenges of the next two years. It is also anticipated that joint procurement of goods and services (e.g. polling station equipment, temporary polling station buildings) will realise savings across the two years, although this will be subject to existing contractual obligations.

The host authorities will collate information regarding efficiencies released due to joint

procurement arrangements and will seek to establish the value in real terms of the authority award funding through reducing the need for additional senior staff. As detailed previously, the focus of the pilot is to increase resilience and provide centralised support. The critical performance measure will be the successful delivery of electoral events and the implementation of Individual Electoral Registration. Evidence to evaluate the effectiveness of the pilot include:

- Projected and actual spend on elections and electoral registration 2013/2015 and a value for money analysis of cost per head of elections and electoral registration
- Information on savings made via joint procurement;
- Savings made by each of the participating authorities in terms of officer time and how these efficiencies have been applied e.g. reinvestment back into the core electoral services team or other projects;
- Electoral Commission Performance Standards Assessments for Returning Officers and Electoral Registration Officers 2014 and 2015.
- Qualitative information from Returning Officers, electors and other stakeholders regarding the standards of service provided to and by the authorities.

Innovation and good exemplar

Historically, Returning Officers and Electoral Registration Officers have concentrated on electoral services within their respective local authority areas. The work required to run the first PCC elections evidenced that Authorities could look at common processes and collaborate on a County wide/Sub -Regional project.

This pilot provides an opportunity for both groups of authorities to build on administrative arrangements developed for the PCC elections to review all processes, and learn from best practice and experience, and consider how the electoral services can be made more efficient and more resilient during times of decreasing budgets and resources.

Perhaps most critically, the pilot provides the opportunity to test how increased collaboration could work in two distinct sub-regions, which are broadly representative of the demographic and geographic factors which challenge the delivery of electoral services across the UK. These challenges include:

- Demographic challenges associated with an ageing population, second homes and the digital divide in Cumbria; transient communities, high levels of private rented accommodation, students, BME communities in Greater Manchester;
- Local government arrangements: large and medium sized metropolitan councils in Greater Manchester and small to medium sized district councils and the County Council in Cumbria all of which will operate different arrangements for resourcing electoral services;
- Geographical issues relating to rural and urban areas e.g. canvassing in rural areas and large apartment blocks.

Northamptonshire FRA

Transformation Challenge Award Bid – Major multi-authority award

Operational Integration of Northamptonshire Police and Northamptonshire Fire and Rescue Service. July 2013

Foreword

Further to the letter and guidance provided to local authorities by Brandon Lewis MP on the 27th of March 2013, Northamptonshire Fire and Rescue Authority are pleased to submit a bid for the Transformational Challenge Award in the category of major multi-authority awards.

Northamptonshire County Council, Northamptonshire Police and Crime commissioner and Northamptonshire Police Service support this bid.

1. Ambition

All emergency services in the UK work together, both on the incident ground and away from it, so there is no real transformation in closer partnerships alone. However, what we are setting out to achieve in Northamptonshire is far more than closer partnership working, we are seeking to be radical with our thinking and create new integrated delivery models, across a wide range of front line and support functions. One organisation with joint teams, commissioning services, whilst at the same time preserving specialist emergency service operations and their important and distinct identities and public profiles.

The Northamptonshire Police and Crime Commissioner, Northamptonshire Police, Northamptonshire County Council and Northamptonshire Fire and Rescue Service share a common ambition to reform the delivery of emergency services in Northamptonshire. We want to deliver a more efficient and effective service to the public and communities of the county.

This ambition has previously been shared with Government Departments and acknowledged by the Fire Minister.

We intend to ensure robust, resilient and sustainable operational integration for emergency response within our county. Ultimately, this may look like two organisations that have a joint management structure and with public accountability provided by the Police and Crime Commissioner.

All areas of policing and fire and rescue are potentially in scope at this stage and parties are committed to the greatest integration possible.

Without losing any focus on both organisations' core purpose, we want to become more business like and explore the most efficient and entrepreneurial ways of using our assets.

We want to create a new relationship with businesses and our communities and to support the County Council's ambition to encourage inward investment, attracting new businesses into the county and offering the assurance that we provide high standards of protection, response and business advice. We also want to work with the private sector in new ways; this may well include the delivery of a shared community hub, which will attract social enterprise in a large new development in our main town of Northampton. We want to adopt new approaches to create new opportunities.

We understand our local communities and do not treat them as homogenous, but rather we focus our services on localities and the varying risks. Fully appreciating that our larger towns of Northampton, Corby, Kettering and Wellingborough have very different needs to our rural areas (farms and villages) and we want to ensure that through our integration programme caters for the different needs of these communities.

There is full political agreement from all authorities involved.

2. Combined Delivery

2a Activity complete

Whilst the work on strategic collaboration with the PCC and the setting of the current ambition has really only begun in earnest this year, with a multi-agency strategic workshop on the 13th of May and the establishment of joint governance structures to manage the programme of delivery on the 19th of June. We have two years of a joint collaboration programme with the Police to build upon

The outcomes that have been delivered so far are quite operational, but intentionally so, as we wanted people from both organisations to see tangible joint delivery and for the citizens of Northamptonshire to see visible evidence of the outcomes of working in collaboration first, believing that the most effective change is delivered through “evolution rather than revolution”, when relationships, trust and mutual delivery have already been established.

We have already jointly delivered the following: -

1. We now have our first joint Police/ Fire Station in Thrapston, achieved by selling the old “Police House” back to the community and reinvesting some of that released capital to provide a joint facility, this will also reduce ongoing running costs.
2. The two organisations now share a single internal postal collection and delivery service across the whole county, reducing costs and demonstrating very visible collaboration to staff.
3. The Police are undertaking blue-light driver training and assessment for Fire and rescue officers.
4. We have started to maintain each other’s operational vehicles in order to improve capacity and reduce costs.
5. The Police are using local FRS command and control training facilities to train specialist incident commanders, which has reduced revenue costs.
6. The Chief Fire Officer and his senior team are now sharing accommodation with the Police at Wootton Hall, this joint “headquarters” is providing opportunities for exploring collaboration and enabling frequent discussion, as well as reducing the cost of attending key joint meetings
7. We have already developed a very strong model for inter agency liaison officers (ILO) in the county and both through the LRF and directly there is strong continuity planning, exemplified by last years multi agency exercise in planning for the Olympic torch relay and during floods earlier this year.

These successes create a strong platform to build upon as we now widen our plans for integration.

2b Activity planned

The programme of activity will be split into work streams for delivery and either managed as business as usual developments or as projects. The initial meeting of the Strategic Options Group is scheduled for the 24th of July, however several key work streams have already been identified and data analysis begun, these include: -

1. Fleet management – joint maintenance and procurement of emergency service vehicles, with potential for a single business unit and potential income generation.
2. Estates – sharing of more properties and exploring the potential for a single property management team, seeking to provide greater value for money and building upon existing plans to co-locate both managers and frontline staff.
3. Training - building further on existing joint training opportunities to deliver efficiency and enhance interoperability and using our key resources to generate income and deliver business benefits.
4. Planning, performance and financial and data management – the alignment of key strategic plans, critical risk information and performance measurement will ensure that we are joined up from planning, through analysis to delivery and to outcome assessment.
5. Prevention and Community safety – integrating teams that are focused on the prevention of crime and prevention of fires, road accidents and other emergencies in a more holistic manner, including more robust sharing of existing data and information on place.
6. Employee well-being, occupational health and fitness – these are critical support functions for emergency services and operational staff in particular, shared solutions will be far more cost effective and also provide opportunities for local businesses.
7. Operational response – this will include a review of how the services respond to accidents and incidents in a cross agency way. This will help to drive the next generation of casualty reduction strategies and ensure effective delivery of the *Joint Emergency Services Interoperability Programme (JESIP)* deliverables.
8. Volunteering and Community Engagement - The integration of current and future opportunities across the two services is being assessed, both in terms of creation of volunteering to build community involvement – for example the exploration of how best to align and develop the Special Constabulary with volunteers in the Fire and Rescue Service and how both services engage with young people and to assess how best to align the work of Retained Firefighters with that of the newly created Police Reservist Force. Also in terms of how to build and support existing community organisations, by better equipping existing volunteers with community protection and safety skills, helping them to help their communities and reduce reliance on the public sector.

9. The requirements for all support services (HR, Finance, Legal, Procurement and ICT) will be analysed and the most effective and efficient options explored.

Further areas of work will also be considered as opportunities present and after deeper exploration of options, including: -

- The future of emergency services mobilisation (command and control)
- Consideration of aligning more senior roles and responsibilities
- Maximising the use of our assets and resources
- Seeking opportunities for social enterprise (for example, through Youth cadet's schemes)

3. The Business case

The full programme of activity and the detailed business case are still under development, although as part of the outline business case we developed a joint vision and an agreed decision-making structure (Appendix 1 and 2) and several key programme principles: -

1. The two previous year's collaborative work demonstrates the capability to deliver successful outcomes locally.
2. The need to make local government and public sector agencies more efficient and effective is well understood; the programme must both deliver cashable efficiencies to support the delivery of CSR funding reductions, but also tangible benefits for our communities.
3. The desire is to ensure emergency services are locally accountable to the public, communities and businesses they serve.
4. The programme must deliver on the need for greater inter-operability of emergency services (resulting from the review of a number of national emergencies and disasters) and to compliment the national Joint Emergency Services Interoperability programme (JESIP).
5. There should be alignment of key strategies in Northamptonshire, which seek to improve community ownership, improve local resilience and promote community well being.
6. The programme should support the local authority's ambition to attract new businesses into the county to improve inward investment.

One of the key learning points from the two years of collaboration is that although we have an ambition to develop and deliver new ways of working, it is a fact that our ambition out strips our current capacity and so the opportunity to apply for this transitional award comes at a critical time for the development and delivery of this important transformational programme.

3a Benefits and savings

We are developing a benefits realisation plan, which will provide the detailed benefits that emerge from the business case analysis of each work stream. At a high level we believe the following outcomes will be achieved from greater integration: -

1. Enhanced public and community profile and engagement with the emergency services. Both services have a strong brand and image and we need to build upon the success with building local enterprise to both encourage new commercial investment (Businesses will have confidence in investing in Northamptonshire) and also by working together to build on the public's view that they trust their local emergency services, but also to ensure they feel safe and have a strong sense of well-being in order to enhance public confidence.
2. Efficiency savings. Both services (police and fire) need to make efficiencies to meet the financial challenges the country is experiencing. We believe that significant efficiencies can be made together on the basis of what has already been achieved. We will reduce the overall costs of the services whilst preserving a good level of service to the public and communities we serve. For example by

exploiting new opportunities for joint procurement – currently we are procuring two new assets jointly which will greatly reduce both the costs of procurement, but also generate efficiencies in future operating costs. The two examples are a new bulk fuel storage unit in Corby, which will provide fuel for both services and improve the unit cost of fuel and a joint Incident Command Unit for use at operational incidents.

3. More effective emergency response. Whilst each emergency service currently has its own primary role at an incident (Police – public protection and crime detection, Ambulance – medical care and patient transport and Fire – rescue and recovery) we believe that we can enhance the level of service our communities receive from these services by looking at innovative ways to deploy our resources in a more co-ordinated manner. This will be partly achieved through the delivery of the outcomes from the JESIP, but also through new service delivery models, for example as already exemplified by the significant impact of community responders in the county, providing rapid first medical response).
4. More efficient use of existing assets. As already exemplified in section 2a we will seek to release and realise the full benefit of capital assets and reduce overall running costs, as well as potentially generate income opportunities.
5. Improved business continuity and resilience – By working more closely together business continuity plans can be overlapped to protect critical functions such as call handling capability, specialist fleet maintenance etc.
6. Improved Community Safety - Ultimately we want to see a stronger joint preventative approach across our services. We believe that through closer integration we can continue to reduce the overall number of crimes and accidents that occur in the county.

3c Expected Costs

The full and detailed costs of delivery of this complex programme, over its full life are still being established, however it is anticipated that a fair percentage of costs will be incidental as much of the work will be delivered by existing staff (current budgets) and by generating capacity through integrating teams and delivery. It is also anticipated that some of the required additional capital required can be obtained from release of existing assets, as exemplified in 2a.1

It is anticipated that the total costs for the delivery of the programme over the 4 years will be in the order of £7m, with the majority of the costs incurred during the first two years as the programme is established, the transitional costs for the current and next financial year are outlined in section 4.

3d Timeline

As earlier stated, the full programme of activity and the detailed business case are still under development. However a draft programme of work streams and activity planning has been created. This identifies quick wins by September of this year. The joint reviews of current activity and a business case by March of 2014.

Within eighteen months we will have opened three further joint facilities and created at least two joint delivery teams as well having developed new models for delivery of prevention and community safety, as well as having presented options papers for future governance structures.

We have set a challenging target for the delivery of the first stage of this programme, whilst at the same time continuing to maintain core business and deliver on other improvement objectives.

We anticipate the more challenging delivery of new governance structures and changes to response models will require considerable staff and public consultation as well as pilots and legislative change. Our estimate for the delivery of the currently scoped change programme is 3-4 years.

3e Value for money

Both Services already provide good value for money as independent countywide emergency services, however the desire to continue to improve VFM with additional efficiency without, compromising the delivery of key emergency service response is an important driver. We want the communities of Northamptonshire to recognise their emergency services as best value.

Northamptonshire Fire and Rescue Service (NFRS)

During 11/12 NFRS reduced operating costs by over £1m in order to help offset the reduction in local authority funding. The published (February 2013) medium term financial plan offers a further £460K during the current CSR term.

Total expenditure for NFRS in 2011/12 was approximately £24.5m. This was equivalent to £35.70 per head of population in the county and demonstrates good value for money, with the service remaining below similar sized FRS average of £37.47 and the England and Wales county council fire and rescue services average of £37.44.

NFRS have consistently been in the lowest cost quartile compared to other FRS in terms of operating expenditure.

Northamptonshire Police

The average cost of council tax (as a precepting authority) per residence is £193.20 and with reductions in budget, there has not been an increase in council tax for the last two years.

The statement in the recent publication of accounts illustrates savings of £14.01m over the CSR period, which equates to an 11.4% budgetary reduction.

Public surveys for both services have returned high levels of public satisfaction, with a positive response to specific questions that relate to Value for money.

4. Estimated transitional costs

The main areas of additional expenditure for the delivery of the programme during 2013/14 and 2014/15 and estimated associated summary costs are as follows: -

	Description	£ (EST)	Total
1	Resource of an effective programme management office and to develop a robust business case and benefits management plan.	205k p/a	410k
2	Funding of the Programme Governance Structure	400k p/a	800k
3	The supporting finance work required to deliver the programme	10k p/a	20k
4	Resource to oversee the delivery of programme communications and preparations for consultations and engagement sessions with stakeholders, as well as the creation of case study information to share with other authorities as best practice.	20k p/a	40k
5	Data analyst resource to analyse key data and ensure robust information and benchmarking is provided for options appraisals	30k p/a	60k
6	Investment to convert 6 existing properties into joint emergency stations, a new joint fuel hub and a new community service hub		3.3m
7	Costs associated with the creation of a new shadow authority (future governance), including additional councillor expenses and supporting democratic and legal services.	50k in yr1 100k yr 2	150k
8	Costs for managing the review of current contracts and procurements, drafting of new joint specifications and for commissioning of new services and developing potential concessions		280k
Total		5.3m	

5. Strategic importance and statement of innovation

We fully recognise the potential national significance of this programme and are mindful of the recent all parliamentary group report: How to reform our Emergency Services and discussions on the need for enhanced interoperability (JESIP) and improved efficiency and reform of wider public sector agencies.

Sir Ken Knight's recent report – Facing the Future – challenged Fire and Rescue Services to develop more innovative and radical ideas and we were pleased to be able to contribute to some of the thinking in that report.

The introduction of Police and Crime Commissioners in November last year, as part of the current Policing Reform agenda has created new opportunities that Northamptonshire are keen to maximise.

Emergency services play a vital role in the resilience and well-being of local communities and as such are very high profile in the media. We have committed professional workforces and active trade unions, so we want the programme to be robustly managed, decisions taken with transparent assessment of costs and impacts and also to ensure that successes are fully documented so that the model can be shared and utilised elsewhere.

We also intend to involve the community directly in the development and decision-making on this agenda. We will have public consultation as a key theme through the

programme to ensure that the services respond to public need in developing new ways of working.

This programme will be more than just bringing together two public sector organisations to rethink how objectives can be delivered and budget reductions achieved. We will seek to maximise the role communities can directly play through direct participation of the community.

We are challenging ourselves to achieve as much as possible during the Police and Crime Commissioner's current term of office (until May 2016). We will, however, need the support of government departments in order to progress our plans and the specific requirements are outlined below.

5a Our Requirements of Government

Representatives from Northamptonshire have already met with representatives of the various Government departments and clearly laid out mutual expectations.

The current legislative framework has the potential to limit our ability to deliver against the ambition outlined above, specifically the current legislative restrictions mean we would be unable to bring together certain functions in the emergency services and pilot a new governance structure. The most innovative level of integration outlined in our ambition will only therefore be possible with the support of government to change legislation.

We believe that this programme could be seen as one of a group of national transformational pilots for operational integration between emergency services. To achieve it will require additional transitional financial support beyond that provided by current service level revenue grants and local community tax funding

The ambitions outlined in this bid are clearly confidential and potentially sensitive locally, but we commend this bid to you as one that could truly provide a model for change in the traditional, professional, emergency services.

6. Authority Resolutions and Consultation

Northamptonshire County Council approved in outline further collaborative work with the Police as part of the Integrated Risk Management Plan (IRMP), which went to Cabinet in February 2013 and was approved at a full meeting of the County Council in March 2013. Future partnership working was also a specific part of a three-month consultation undertaking by the Fire Authority last September, which resulted in a very high percentage of local public favouring deeper collaboration within local county emergency services.

The Police and Crime Commissioner has provided an outline brief to the Citizen Panel.

A draft Memorandum of Understanding is prepared for presentation to the next Steering Group meeting and will also be consulted upon after outline approval with the Fire and Rescue Authority's IRMP Scrutiny Committee and the PCC Citizens Panel.

The next key milestone for resolution will be the presentation of a jointly agreed full business case to all authorities in the first quarter of 2014

7. Award sought

We are seeking an award of £1.8million as part of our total estimated programme costs of around £7 million (over 4 years) and first two years transitional costs of approximately £5 million (section 4 for further detail).

We feel this award presents value for money in that will contribute to the delivery of a significant programme of work that will not only deliver transformational change in the emergency services, but also present new and an innovative models for Local Governance and help deliver on several key reform agendas, including and deliver on the key principles of whole place community models, namely; -

- Elimination of duplication
- More efficient use of public assets
- Shared information about customers and communities
- Deliver new re-investment models and shared savings
- Collaborative local Governance and Leadership

Points of Contact for further information

[Redacted]

Royal Borough of Kingston Upon Thames LBC & Richmond Upon Thames LBC

Introduction by the two Chief Executives

Our bid to the Transformation Challenge Fund reflects the scale of our ambition to integrate our work to secure excellent services for children and young people in our two Boroughs. The service redesign envisaged through Achieving for Children set out in our bid is, primarily, for the benefit of the boroughs' children, but we are confident about making it available as an exemplar for others.

Achieving for Children will deliver more for less. We have already made considerable savings through our respective efficiency programmes. The challenges of service demand and reductions in resource means that all of local government needs to achieve more fundamental change in the way services are provided. Each of our organisations are approaching this in a way which best meets the particular circumstances of our Councils and residents, but we share a common vision of continually looking to raise the quality of the services we offer, particularly to the most vulnerable in our communities. With Achieving for Children, we have the opportunity not only to develop and embed a new model of service delivery which will both benefit our children and young people and offer financial benefits but also to develop as a centre of best practice which will help to improve children's services across the sector. We are uniquely placed to do so, having worked hard already on our joint working arrangements including a joint Director of Children's services. The AfC company model will take the level of transformation into new territory.

Our plans for the establishment of Achieving for Children are already well advanced. A Transformation Challenge Fund award will allow us to move faster towards reaping the benefits, not only for our own two Boroughs, but also for other children's services. We consider that the scale of our ambition, its potential to transform services beyond our boundaries, and its viability as a model of best practice for other authorities, merit a major multi-authority award. We recognise, however, that overall the Fund is limited and should a major multi-authority award not be possible, we would ask that Achieving for Children be considered for one of the larger authority awards. Even so, we would point out that a lower award will impact on our ability to increase the pace of change and to work nationally on this new service model.

[Redacted]

Statement by the two Leaders

Achieving for Children is an exciting opportunity for us to make a real difference to the lives of every child in Kingston and Richmond.

Both our Councils are fully committed to ensuring that all our services, for all our residents, are delivered in the best way possible – exploring innovative approaches as well as learning from the tried and tested and delivering value for money as well as high quality outcomes. Our aspirations are founded in pragmatism rather than idealism. We simply want what is best for our children, young people, parents and council taxpayers, and we share a commitment to make change happen. We have already successfully come together to share our HR and audit services; Achieving for Children will go wider and further.

As well as providing greater capacity to meet the needs of our children and young people, especially those who need additional support through social care and protection through our safeguarding, Achieving for Children offers the potential for sharing our expertise more widely across the local government sector through an organisational model that breaks new ground for children's services. We look to DCLG to help with this.

We have made an excellent start. Achieving for Children has the support of the two Councils across the political spectrum. The lead Members in each Council have been fully engaged throughout the process. A Joint Committee on which we both sit, with our senior elected Members, has been established to lead and provide direction to the programme. We will ensure pace is maintained and decisions made are driven through to deliver early progress. We hope that through a major multi-authority award as set out in this bid DCLG can help us achieve our ambition of delivering early transformation for the benefit of our children and those of other boroughs.

Together, we are determined to create a first class organisation which provides services designed around our children and their families; which supports those who are vulnerable; and provides all with the learning and skills they need to play a full part in our communities for the future social and economic benefit of our localities.

[Redacted]

The proposition

1. Kingston and Richmond Borough Councils are submitting a joint bid for an award to support the transformation of services to Children and Young People across the two boroughs. The new model is designed also to be available to other local authorities in addition to providing a wider exemplar across local government.

The innovative company model 'Achieving for Children' (AfC) will provide better social, educational and community outcomes for the residents and economies of the two boroughs, turning round the lives of children and young people and their families. Based on the principles and values of social enterprise the model will enhance the focus on the client; allow greater partnership working to provide a whole-person, whole-family approach at reduced cost; increase the capacity and resilience of public services; and provide a centre of excellence and innovation available to other authorities and public service providers including to help authorities with Improvement Notices.

The transitional cost of delivering Achieving for Children is some £1.5m in 2013/14 and 2014/15 and savings of £6m are expected over 3 years from the initial merging of services. It is likely that wider efficiency benefits for the services will be driven out as different opportunities and ways of working are fully developed by the new organisation, and that there will be as yet unquantifiable savings from cost-avoidance in other parts of the public sector such as health, police, and justice system.

The benefits to CLG

2. A Transformation Challenge award of £800,000 will provide essential funding for the infrastructure needed to deliver the transformation – the shared data and intelligence that will allow early, preventative intervention by whichever partner organisation (public, private, VCS) is best placed to lead and act to achieve the best outcome for the child. The award will provide capacity and funding to de-risk the introduction of this novel, whole-service arms-length delivery model through an early culture change programme, and thereby accelerate the service transformation. These benefits of an award will of course be of direct value to the children of the two boroughs. But CLG funding will do much more – it will help extend the reach of the transformation across local government. In particular, it will allow AfC to make early service delivery offerings to other boroughs; design in from the start a local government 'centre of excellence' capacity to provide early replication and learning to other boroughs, including working with CLG in the network of public service revolutionaries; and will help with much-needed refreshing of the social services' people pool including an early offering into the 'graduates into social workers' initiative through an internship programme from 1 April 2014. In the medium term the AfC model offers a new service delivery model to CLG that is capable of moving service provision out of local government into the third sector. Greater detail on the benefits of an award to the children of Kingston and Richmond and to children across the country more generally is set out below and in Annex A - the AfC model.

Context - Kingston and Richmond Joint Vision and Track Record of Achievement

3. Kingston and Richmond Councils have a shared vision of working together to deliver the best outcomes for residents at lowest cost through the development of new service delivery models at scale that drive innovation, empower service users through greater personalisation and accountability, provide capacity and learning for other authorities, and provide inspiring careers that attract the best from our colleges and universities. The Achieving for Children model incorporates all these elements, and is a key stepping-stone in the journey towards the councils themselves becoming strategic leadership organisations focussed on listening to residents, commissioning, driving partnership working, capacity building, and robust contract management to hold service deliverers to account for achieving outcomes for residents, young and old.

4. Both councils have a track record of quality, innovation, value for money and delivery of change using models that range from classic procurement, through outsourcing and joint working, to social enterprise models. To that end both Councils are lead players in the South London Partnership (SLP) sub-regional network of councils along with Merton, Sutton, Bromley and Croydon, and both have signed up to the SLP Memorandum of Cooperation which underpins the development of a shared services approach.

5. For example, Richmond and Kingston are working with Merton and Sutton to develop a four Borough Shared Legal Service, which is evolving from the existing shared Richmond/Merton legal service. As well as delivering savings, this shared service will prove invaluable in ensuring one single source of legal advice as the boroughs develop a number of other shared opportunities in line with the SLP Memorandum of Cooperation. As this example demonstrates, the authorities in South London are already delivering on major structural mergers to back office and management structures.

6. Kingston and Richmond are now tackling the tougher issues of merging and transforming front-line services notwithstanding the greater level of inherent risk in complex service functions. The following examples demonstrate both the level of innovative shared working that is already being taken forward and the determination of both councils to deliver on their ambition for residents.

7. In the adult care sector, Richmond is, with Hounslow Council, their two Clinical Commissioning Groups (CCG) and the local Community Health Trust, introducing an Integrated Care Organisation (ICO). NHS England and the health/social care regulatory bodies have been involved in the early discussions on how this new integrated care model would be established and there has been significant service user/patient engagement. The full business case for this development is currently being approved by each of the organisations. The proposed model will draw together health and social care expertise into one organisation that aims to improve service user experience and outcomes; increase the numbers of people able to live independently; and enable individuals entering the care/health system to tell their story only once. These changes will lead to health and social care services being delivered more efficiently and effectively.

8. Kingston and its Clinical Commissioning Group (CCG) of 28 GP practices and other health professionals are at an advanced stage of plans to integrate the borough's health and adult social care services aimed at delivering better outcomes for local people and better value for money. These plans include joint programmes to reduce the need for hospital and residential care, for example by integrating health and social support in the home through a seamless local care system. A number of joint commissioning posts, joint services and joint funding agreements have already been put in place, and Kingston's ambition is to create a single new integrated health and social care organisation with a combined budget of around £255 million.

9. Wider benefits beyond the respective boroughs are planned from these existing innovations. Richmond's Integrated Care Organisation includes Hounslow CCG who are part of the North West cluster of CCGs who are already involved with the North West London Integrated Care Pilot. The aim is that this will be part of a wider set of developments that will reduce the pressure on acute hospital services in the North West and South West of London by focussing on prevention and enabling swift, joint intervention at the point which service users present into the system. In Kingston, the partners have bid to become an integrated health and social care pioneer - a nationally recognised trailblazer locality in a government scheme to work with council areas that are leading the way in joined-up health and social care. Acceptance of Kingston as an "Integrated Care Pioneer" will better enable Kingston to work with other authorities and partnerships on good practice.

10. Through such innovations both councils have delivered and continue to deliver value for money to residents through front-line service transformations that put the community in the driving seat. Both authorities are amongst the lowest funded per head in London (around £300 per head compared to a London average of over £600) and below average spenders per head in London, with service expenditure per resident averaging around £1,300 by comparison with the Outer London average of £1,650 and an Inner London average of over £1,950¹. For both authorities, the key service delivery and therefore spend programmes are environment, adult social care, and children & young people. Both authorities are acutely aware of the need to drive financial as well as outcome-focussed service transformation in these three key service areas, notwithstanding the complexity of these services and therefore greater levels of risk involved, and to deliver more for less.

The Achieving for Children Model

11. The inspiration for Achieving for Children is both top-down, deriving from the vision of the Leaders and Chief Executives of the two authorities, and bottom-up from the experiences and ambition of the staff for their customers. The model draws from existing experience within the function and learning from adult social care to drive service redesign aimed at joining up around the customer (eg applying the personalisation agenda to special educational needs) and a greater focus on up- stream preventative action

¹ Total service expenditure from RA Forms 2012/13

based on evidence that down-stream reactive work is more expensive and delivers poorer outcomes for individuals and families.

12. The detail of the design, operation, organisational and governance structures and of AfC is set out at Annex A. As an arms-length company AfC will be managed by a business Board that will include key figures from the business, justice and education sectors. A dynamic and diverse Board will help drive an agenda that is community and business-facing and aims to equip children for life. The Board will also include representatives from the two Councils. The company itself will be a fully integrated service across the two boroughs, not just with a single Head of Service but with teams originating from both councils fully integrated at all levels. It will have a Chief Executive on secondment from the authorities to ensure proper accountability for statutory duties. The staff will be reconfigured into multi-disciplinary locality teams that reflect the child journey. They will be employed more flexibly than in a local authority, on contracts that provide incentives for good, evidence-based risk taking, and which are more flexible in terms of contract duration based on performance.

13. The main service areas delivered by AfC will be:

- **Prevention and early help** – organising targeted support to children and young people to ensure good school attendance, promote family wellbeing, and prevent crime and anti-social behaviour; also providing specialist support for children with special educational needs and disabilities.
- **Child Protection** - a single point of access for referral and assessment, and the development of interventions and support for children requiring protection.
- **Social care** – high quality provision for children in care including integrated fostering and adoption, and services for care leavers
- **Education** - planning sufficient school places, managing school admissions, and providing challenge and support to schools, early years' providers and governing bodies, so that they are able to carry out their statutory duties
- **Health Integration** - Working with general practitioners, public health and health care providers to ensure integrated services for all children and young people.

Outcome benefits - What will be better for Children and Young People

14. Operating at arms length from the councils as a community interest company will allow AfC to be fleet of foot in decision-making; responsive in seizing opportunities for children and young people; an equal in its relationships with partners including in the VCS sector thereby enabling true joining-up of delivery around the customer through real-time sharing of intelligence and data; and better value for money for the customer, delivering cost-reduction and eliminating customer frustration by ensuring a single interface with the child/family across all related services and organisations. As an integrated service, it will be

better able to work across key service areas, especially with adult social care to manage the difficult transition for a child of 17 as they become an 'adult' at age 18. An example of the difference AfC can make to Jamie and his family is included within Annex A.

15. At present the timelines for achieving full operational capability for AfC and delivery of outcome benefits is 1 April 2014. With a CLG award of some £800,000, it will be possible to increase the pace of change and deliver full operational capability by 1 January 2014 through an organisational development/culture change programme this autumn, and by speeding up the introduction of software to allow a joined-up approach to children and their families based on shared information and data.

16. Although work to date has focussed on joining up across the two boroughs, AfC will provide service offerings to other local authorities, particularly across the South London Partnership network, allowing benefits to children and parents resulting from scaled-up services. For example, the provision of a streamlined schools admission service across a number of boroughs will provide better choice for children and parents, while a wider adoption service will help the earlier placement of children in the right locality (ie close to their previous home but not so close that a fresh start is impossible) and avoid the expensive and unsatisfactory option of taking children into LA care. A CLG award will allow these services to be designed in and offered from Day 1, by funding some additional capacity within AfC to face outwards to other authorities and the LGA and CLG.

17. Other innovations for children and young people that AfC would like to provide include joined up access to facilities such as libraries, sport centres and other amenities. The engagement of the broader community through the business Board representatives will be exploited to extend the reach and value of such innovations at reduced cost. A case study showing this joined up approach is set out within Annex A.

Financial benefits – what will be better for tax-payers

18. On the financial front, AfC will deliver more for less through its operating model and partnerships. The initial cost-saving from the merger of services will be £6m over three years. In addition AfC, through its transformation of service delivery and focus on early, wrapped-around interventions, will undoubtedly achieve the avoidance of costs both in children's services and other elements of the public sector such as police and justice. Such cost-avoidance is not possible to calculate at this stage. Further information on cost-savings is set out within the Business Case at Annex B.

19. The AfC model will provide new financial models for delivery that will be of wider benefit for public sector financing. As an arms-length delivery body, AfC will have a business planning cycle extending over a 3-year period with end-year flexibility within its overall financial and contractual framework, thereby avoiding some of the barriers to longer-term financial planning and delivery; this will also provide valuable learning for other local government delivery models. AfC can be used to test financial recycling of earned income, and borrowing powers that potentially can sit outside the public sector borrowing requirement.

Centre of Excellence benefits – what will be better for other authorities and their residents

20. As well as delivering outcome and financial benefits within the locality, a third and broader area of benefit will be as a centre of delivery excellence for local government. Working as a partner to DCLG, and subject to capacity that can be provided from a CLG award, the services of the AfC company will be made actively available from the start to other authorities and partner bodies. The learning from the improvement to Kingston's children's services, which has been designed into AfC following the 'inadequate' Ofsted inspection, will be learning that could be provided on a mentoring basis to other authorities tackling significant improvement challenges. The learning from Members working across political parties (Kingston and Richmond are under different political control) and different cultural approaches to change within each of the two authorities can be used to encourage, via the LGA, Members in other authorities across the country to understand that the risks of joining up across councils are manageable and will not detract from political accountability. Further, Kingston and Richmond operate different governance arrangements (the Committee system and the Executive and Leader model respectively) which, in the initial stages of development provided some challenges that have been successfully overcome and, again, could provide a good learning point for others.

Structural benefits - What will be better for CLG's work on local government development

21. The development of the CIC business model has already and will continue to provide a learning platform for some of the intractable barriers to change and transformation in local government and the public sector. This includes testing models for local government's statutory responsibilities for children; trialling the development of cross-authority pension arrangements; for the management of risk in innovative contract management to ensure that new delivery models do achieve risk transfer; and trialling the development of the company into a third sector body operating fully outside local government as an alternative to a public sector delivery body. Discussions are already in hand with [Redacted] in DCLG about the pension implications that can be used as an exemplar for wider LA mergers. The new model will have implications not only for the councils involved, but also for central government and national bodies such as Ofsted; Kingston and Richmond are offering to work with CLG on these models and the broader implications of cross-authority services for how public accountability and the regulatory framework can best benefit public service reform. For example, Ofsted made changes to the inspection of federated schools and an appropriate approach could be explored with Ofsted in relation to inspecting merged children's services.

Employment and Economic benefits – what will be better for existing staff and those entering the workplace

22. The culture of AfC will draw on the best aspects of public service such as passion for delivery and customer service combined with the entrepreneurial, outcome-focussed culture of the private sector. CLG funding would allow capacity to be provided to introduce a culture change programme over Autumn 2013 so that the company operates to the new look and feel on Day 1. Working with the voluntary and business sectors on service delivery wrapped around the child and family, and on Continuing Professional Development for social workers and family

support practitioners with leadership organisations such as Kingston University and the Tavistock and Portman NHS Foundation Trust, will expose staff to wider creative thinking and new cultural approaches. The aim is to create a vibrant and inspiring environment.

23. A Transformation Challenge award will provide capacity for the AfC to move quickly to help the government turn the social care profession into one that is seen as highly rewarding and rewarded. It will do this by working in collaboration with partners in the voluntary sector to provide new opportunities for the training of social workers and other social care professionals, and will also create management development opportunities for those wishing to progress in the profession. The opportunities created by working across the two local authorities could be augmented by creating partnerships with other public bodies to do this work. AfC envisages a leadership academy that will both promote social work as a profession and drive high quality training for professionals within the sector. AfC would look to engage quickly with university and other leadership groups and offer opportunities to attract high quality graduates through an internship programme.

The Finances - What are the transitional costs for, and how much is needed

Improving outcomes for children and young people through better knowledge and data sharing

24. The ambition to provide dramatically more joined-up services to children and young people depends critically on better sharing of knowledge and intelligence so as to allow the right intervention to be implemented that is designed against the needs of the individual or family. At present both hard data and information, and softer intelligence gathering, is held in many places and cannot be accessed in a joined up way. Information in core systems focused on safeguarding is held independently of data gathered locally by youth or leisure services, by health visitors or by anti-social behaviour / youth offending teams. Wider information that exists in local authority housing, benefits and vulnerable adult databases – also highly relevant to rapid design of the right intervention - is not consistently available at the point that decisions are being made. The best amongst the commercial sector demonstrates on a daily basis the power of “big data” and the effective use of data management to target and refine marketing and customer service activities. The two authorities aim to use the same principles to deliver transformed children’s services in Kingston and Richmond.

25. AfC will also use process and systems solutions to help make the voice of the child louder, by embedding the communications technologies that young people use into all its monitoring and QA processes. This will make it easier for young people to respond when the company seeks their views, compared to conventional, face-to- face methods.

26. The AfC systems and processes will also empower children to engage with their own data – the new organisation will transform its processes from those that happen “to” a child to those that happen “for” or “with” them. Building on existing work with looked after children and young people, AfC will pilot systems to enable secure, managed access by them to the data held on them that they have the right to see.

27. Information and technology will empower the new organisation to deliver radically different services – bespoke interventions designed around the client in full understanding of all relevant factors.

28. There are three core strands to the proposed programme of work to achieve these specific benefits, at a total cost of some £890,000. The three strands of work are mutually supportive, and build on process integration and transformation to provide better access to information and innovative tools to enable better service delivery. These are set out briefly below with further detail at Annex C on transitional costs, including a case study to exemplify the benefits of an approach based on integrated data.

a. Accelerating service integration - £220,000

Safeguarding and care information is currently managed in separate systems at Kingston and Richmond. The two authorities have a clear programme to move towards an integrated solution, but this is currently expected to take some 4 or more years, reflecting the level of funding and business change required to effectively implement a major new system.

Through a CLG award the councils will integrate working processes across key functions for AfC in a series of 3 – 6 month ‘mini-projects’. This will rapidly deliver enhanced and consistent data quality across AfC’s most critical service areas, providing a firm information foundation on which to build to deliver the other elements of this bid.

b. Harnessing our information assets more effectively - £486,000

Similarly to the position for service integration, a CLG award will provide funding to allow Achieving for Children to have the capacity to move quickly – within months - to implement a solution that builds on work already carried out in Richmond to join up data around the resident, for example through extracting and comparing citizen data from 4 different sources in real time. AfC will use this to interconnect data sets from the wide array of specialist systems in use across Kingston and Richmond. This will give AfC the capability to deliver joined up information to both front-line staff and the client through service dashboards, secure mobile ‘web apps’ and personal portals.

c. Providing mobile tools for frontline workers - £183,000

It is the ambition of Achieving for Children that frontline staff should have constant, secure and immediate access to up-to-date and coherent data on the children and young people for whom they are working. However, this is not currently funded.

To fully exploit the potential of AfC for process transformation and information integration Achieving for Children will equip frontline teams with highly mobile tools to access the information they need where they need it, and in real time. It will use ‘consumer’ technologies and leading industry standard security to make sure that teams can achieve a high level of mobility while also remaining confident that sensitive information is protected.

29. These measures, which a Transformation Challenge award would pump-prime for early action, will allow professionals from across Achieving for Children to work in a more productive way, speed up decision making and ensure that critical decisions are based on robust evidence. They will allow clients to make their voice heard more loudly and easily, and to have access to their own information and service plans. CLG funding is needed if these measures are to be provided within 12-18 months rather than over at least a 4 year period.

Improving outcomes for children and young people through a culture that is fully integrated, more commercially aware, and innovative

30. While full integration of the staff into teams joined up around the client can be brought forward to the aspirational target date of 1 January 2014, physical and structural integration – if it is to be fully effective - needs to be supported by a change programme that concentrates on the softer, cultural aspects. Such a change programme would also be used to embed a more commercial approach on innovation and bespoke service design based on evidence and integrated data.

31. A CLG award would provide the funding to allow a culture change programme to be implemented over the autumn, so that on Day 1 the CIC looks, feels, and starts to operate differently for the benefit of children and young people. The two authorities would be able to implement a change management programme that includes a significant organisational development programme for all staff of the new service. This would be aimed at ensuring the culture shift expected is embedded into the organisation at the earliest possible stage. Together with a communication and engagement programme, it is expected that this will cost around £250k, which is currently largely unfunded.

32. To ensure that the setting up of the new organisation progresses as smoothly as possible and the company is established on an appropriate basis, both the Councils and AfC will require further programme management and legal/tax advice estimated at not less than £200k; they propose to find this funding themselves in full.

A Local Authority Centre of Excellence

33. A CLG award will also be used to set the AfC up as a centre of excellence from the start. In particular, the AfC would work with government, the LGA and other groups of councils in the nation-wide network of public service revolutionaries planned by CLG, to roll out transformation across children's services more widely. AfC will need to bring in capacity to work with other local authorities who are seeking to reform their methods of service delivery. The two authorities will seek, through the company, to provide support for areas where there is a proven need for public service improvement. This will also enable the development of innovative and cost-effective solutions to issues affecting children and their families. An example of this might be a new approach to enabling free school start-ups, where the school provider is also able to act as a centre of excellence for early help and protection for children with greater levels of need. AfC would be ideally placed outside the local authority to move quickly to provide both the leadership and support required to ensure not only a successful free school start-up but also its sustained success. Part of the capacity that AfC would draw on is the very high quality schools with whom it works in partnership across the two local

authority areas. AfC would seek to use its capacity to enable the setting up of provision whilst creating strong partnerships with outstanding schools to nurture and sustain excellent children's services provision. To have the capacity to do this, AfC will require additional funding of £25,000. In addition, to help grow a high-quality and respected profession, the AfC would, subject to a CLG award, set up an internship programme. This will need additional funding of £125,000. In total, for these two national activities, £150,000 is needed, none of which is budgeted.

How the Transformation Challenge award will be used – summary

34. Achieving for Children is a clear ambition for Kingston and Richmond councils, who are determined to deliver service transformation designed around the child (and family) to improve children's well-being and life outcomes. For the 1,645 children identified as 'in need' across the two boroughs, Achieving for Children will keep them safer, by using all-source intelligence and information to design early, preventative interventions. For the 1,391 children with a Statement of Educational Need, Achieving for Children will put power into the hands of the family and through personalisation will give them better and more fulfilling lives through which they are able to make greater social and economic contributions. For the 37,539 children resident in Kingston and Richmond Boroughs that require schooling, Achieving for Children will work with a range of schools to provide them with a wider educational choice across the two boroughs, including through the creation of a new state Catholic school, St Richard Reynolds Primary and High School and five new free schools. For the entire population of under 18-year olds across the boroughs, some 80,354 children, Achieving for Children will provide joined up enabling services that respond to what young people want.

35. The figures for children in need (at risk) of 1,645 are relatively low compared with some other London boroughs, which allows a relatively safe environment in which these significant changes can be tested. Against that, the decision that Achieving for Children should be the vehicle by which Kingston's "inadequate" Ofsted inspection will be turned round, demonstrates the level of passion, determination and risk-acceptance – it would have been an easier political option – but wrong decision for the boroughs' children - to delay the introduction of the AfC transformation until the Ofsted judgement had been improved.

36. The innovations that will be delivered through Achieving for Children including its ICT infrastructure are primarily for the benefit of the children of the two boroughs, with AfC services being offered in due course to other London boroughs. The establishment of AfC is part of a wider programme of change and innovation in both boroughs that is also delivering transformation within adult services through the Integrated Care Organisation in Richmond and creating a single new integrated budget and delivery structure for health and social care in Kingston, with both councils working with other councils and the NHS to join up around the adult. There is therefore a significant burden of change on both councils.

37. While both boroughs are determined and passionate about delivering these change agendas, a CLG multi-authority award will allow the AfC transformation for children to be delivered with heightened pace of change and greater depth of

innovation and transformation, and to be rolled out quickly as an exemplar for the whole of local government. The transitional costs are calculated at some £1.5 m over 2013/14 and 2014/15, and the two authorities are bidding for £800,000 over the two years to help deliver and speed up the up-front developmental work.

38. An award of £800,000 would be split between spending on ICT, culture change/OD, and the centre of excellence/graduate internship programmes.

The cost of programme management (£200K) has been excluded from the sum bid for from DCLG as the two authorities are clear this is a cost they will need to bear irrespective of the award. While some ICT funding has been budgeted for AfC, this is over a longer, 4-year period. Subject to pump-priming funding being made available in a DCLG award, the two authorities will commit to providing match-funding in the next 12-18 months for the ICT cost needed to join up interventions based on a full knowledge of all relevant data, intelligence and prior engagements with the client. Match-funding will similarly be committed for early culture change programme. If a DCLG award is made, the two authorities will also commit to making available match-funding needed to support national work on exemplars; this would otherwise be a lower priority compared with delivering for the children of the two boroughs.

Summary table for costs of Achieving for Children and cost-sharing

Area of Cost	£ over next 18 months	Proposed CLG contribution	Authorities' Match-funding
1. Service integration	220,000	110,000	110,000
2. Information assets	486,000	300,000	186,000
3. Mobile tools	183,000	91,500	91,500
4. OD/culture change/engagement	250,000	200,000	50,000
5. National services: Centre of Excellence and Graduate programme	150,000	100,000	50,000
6. Programme Mgmt, legal advice, etc	200,000	0	200,000
TOTAL, £s	1,489,000	801,500	687,500

39. It is suggested that the scale, pace and size of transformation of this complex front line service across two authorities via an arms-length company structure fully merits a major multi-authority award. However, the two authorities recognise that the transformation pot is finite; if not successful for an MMA they would therefore wish to be considered for an Authority Award of £500K. The downside would be that some of the supporting infrastructure would have to be delayed, potentially significantly.

The ICT for data integration would take place over a longer timeframe beyond 2014/15; the OD/culture change programme would be curtailed in scope and speed; and the capacity of the AfC company to operate at national level as a centre of excellence and to provide graduate internship programmes would be removed.

40. Senior representatives of the two boroughs would be pleased to provide any further information to support this bid, or to meet with CLG officials to expand and explain further.

12 July 2013

South Holland DC/ Breckland Council

Introduction

Breckland and South Holland District Councils are at the forefront of shared services in local government. The two authorities have shared a Chief Executive and Senior Management Team since April 2011. This has resulted in the number of top level managers being reduced from 37 to 18 and produced savings of over £1m in the first year. This has been achieved with consistently high performance across all frontline services.

The success and viability of the model has been proven and both councils have the appetite to expand the model further and to share more.

Breckland and South Holland are both large rural districts and do not share a border. Our head offices are 110 miles round trip apart, however, we have not allowed our geography to become a barrier to success. The use of innovative ICT, including video conferencing and mobile working solutions, has quickly become part of everyday working practices.

If this shared model is to grow further, and at pace, then investment in innovative ICT solutions is key. We want to do more. We don't want ICT to put a limit on our ambition; we want it to enable us to grow further and faster. We therefore require flexibility and scalability in our ICT provision.

Whilst clear progress has been made, our current ICT infrastructure has struggled to keep a pace with our shared service journey as it has evolved over time. We know many other authorities in similar shared service arrangements have also struggled with this.

What follows is a prospectus which sets out an innovative approach and business case for investment in ICT for shared services. It will enable us to share more, share quicker and make our services even more efficient. Our learning and development will also support other councils who need new and different ICT infrastructure that works effectively in an emerging shared service environment.

Authority Award Summary

- This is an Authority Bid proposal for investment in innovative ICT services to enable us to build on and expand the already successful shared management arrangement between Breckland Council and South Holland District Council and improve the effectiveness of the management arrangements.
- Investment is required to allow the collaborative approach to move further and faster in the transformation of our core business.
- It will deliver further transformation, growth and partnership working through a scalable and flexible approach to innovative technology solutions.
- We are proposing investment in technology to the sum of £385,000 to aid the transformation.
- Our proposal recognises the important, enabling role of ICT with the emergence of more and more shared services. We will put in place a

solution that can be replicated elsewhere and will ensure that ICT does not put a limit on the ambition of local government shared services.

The Story....

The Transformation Challenge Award seeks to support Local Authorities that are radically overhauling how they do business.

Breckland and South Holland District Council are already in a nationally recognised shared management arrangement which represents a successful and viable model for local government.

Introducing shared management model across the two councils was not a quick fix. It was the start of an important journey, a journey that over time is evolving. To move it forward at pace it is important that we continuously seek to improve and deliver technology and innovation that allows for further transformation to meet the economic and service challenges that as local authorities we have to face.

Significant efficiencies have already been achieved through the successful rollout of Corporate Video Conferencing and the delivery of cloud based services providing an effective ICT infrastructure to support the shared management arrangements.

The implementation of shared management has allowed for improvement in frontline services as well with shared service arrangements introduced in Housing and Environmental Health. There is a need to make further improvements and to maintain productivity with reduced capacity. There is also the need to build services and ICT infrastructure that is sustainable and has the ability to be scalable and allow for growth.

In order to continuously improve, become more effective and enable further transformation ICT is key component in potential expansion, extension, and partnership working. ICT is an enabler and the current situation makes further potential opportunities harder to deliver.

The Vision

To create an innovative and effective ICT solution that supports and enables existing and emerging shared service arrangements.

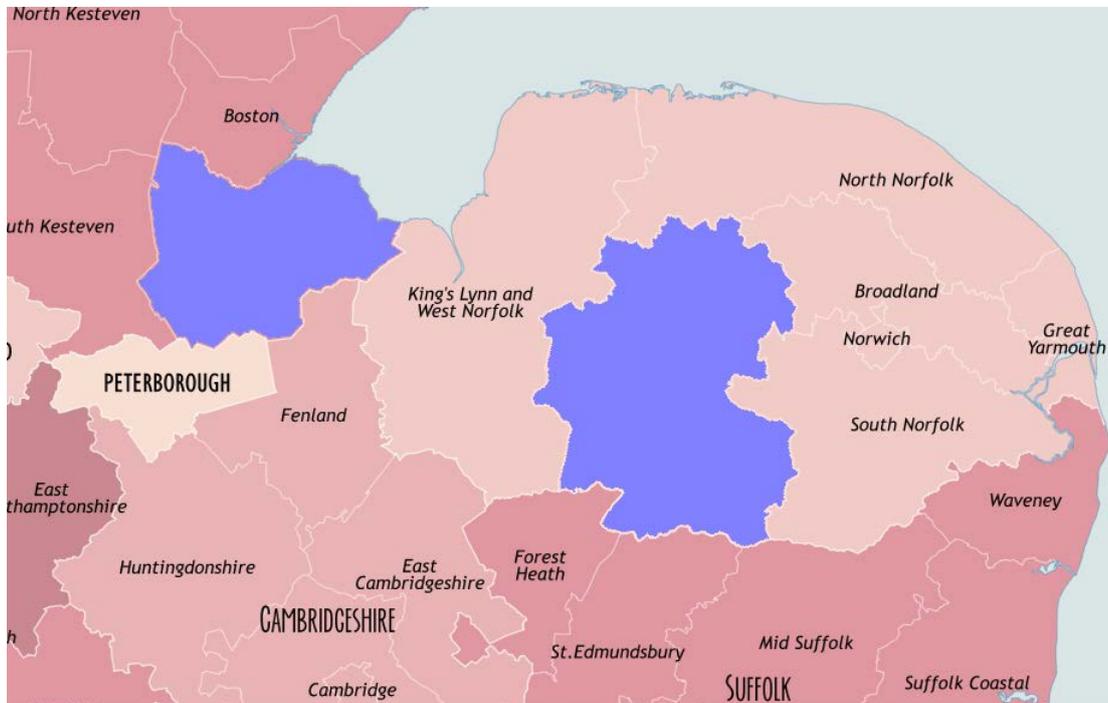
Key drivers

- Ease and Security of Information sharing
- Effective Paperless management team & Document Management where appropriate
- Access to relevant and justified software applications
- Integration of shared managers calendars at a corporate level.
- New technology to provide further effectiveness and efficiency improvements
- Streamlined & flexible and extending team
- Scalable solution – can be rolled out to the next partner or new member of staff/elected councillors
- Secure flexible working platform

The Innovation

Each manager has a perceived “home” (either Breckland or South Holland)

Shared Manager’s ICT analogy is like a football match. Their “home ground” is the authority they were originally employed by; their contract is with the host authority. Managers who originally were employed by Breckland have their “home” as Breckland, and South Holland is considered “Away” and vice-versa .



ICT Providers

Compass Point Business Solutions are responsible for the delivery of ICT services to South Holland and East Lynsey District Councils by way of a Teckal company and are based in Manby Lincolnshire.

Norfolk County Council is responsible for the delivery of ICT services to Breckland Council by way of a partnership Joint Services Agreement.

Shared Manager’s ICT- what we need to address

ICT Kit provision

There is a mixed approach to Shared Managers ICT. All managers would have continued using the original “host” authority equipment. There is an opportunity to take advantage of new technology in the market place to transform the way we deliver the end-user devices.

Email

Shared Managers use cobweb as a hosted email account under a Breckland-sholland.gov.uk domain created to provide a shared email address. There are opportunities to increase the functionality within the current infrastructure (e.g. email archiving). Some managers still use their host authority historic email account for archive needs.

Calendars

Since cobweb was established there are now 3 domains in place:

- Breckland.gov.uk for Breckland staff
- SHolland.gov.uk for South Holland staff
- Breckland-sholland.gov.uk for those in a shared arrangement/role via Cobweb.

Some managers have access to more than one email account (cobweb, archive for old emails at host authority for historic purposes).

The introduction of Cobweb has allowed shared management a quick and successful delivery of a new brand to both organisations (Breckland-Sholland). Sharing or having access to all calendars across staff and shared management present a challenge. There are opportunities to invest in this area to allow flexible access, real-time scheduling and presence awareness.

Mobile devices

Shared Managers have Mobile devices which have been delivered to enable effective voice communications needs during the set-up phase of shared management and is now used successfully for triage of important emails. In order to deliver more from the devices without an effective laptop/tablet type device they restrict what a mobile device is able to deliver via a small screen, small buttons and battery life which could be more effective. .

Documentation

Shared Manager's host authority adequately provides accessible storage space to deliver local needs. There is no specific storage for Shared Manager's to share information either in the cloud or jointly provided. Shared manager's "Home" authority provides server file space for the saving of documents and this bid would look to address further improvements in the way shared managers handle electronic documentation.

Wireless Connectivity

Wireless installation is installed at both locations in different ways to enable shared management hubs access at both locations. In the early set-up period of shared management this has allowed access to both sites infrastructure. This bid looks at changing the way we deliver wireless technology to avoid black spots in key "physical" areas such as meeting rooms and key spaces and moves away from piecemeal broadband provided wireless in specific areas to more widespread wireless technology.

Applications

Each authority has a number of different applications; shared managers need access to those applications. This works well for shared managers and there is a need to further improve through the use of software applications either hosted internally or externally to further improve and transform the service.

Video Conferencing

All Shared Manager's have access to a small number of corporate Video Conferencing kit which is booked through central PA pool. This has proven successful. Video Conferencing is available in 2 rooms at Breckland and 2 at South Holland.

There has been a small trial of Desktop Video Conferencing and there is a need to address further innovative solutions around enabling shared managers as an additional communications tool in addition to voice, email and corporate VC.

Location

Communication between Management and Corporate Management currently relies on mobile and email technology. On a weekly basis, all shared managers are asked to provide their whereabouts for the following week. This is printed at both sites and made available in the management hubs – this is as only as up-to-date as the moment it is printed and provides no real value so there is an opportunity to invest in presence awareness type technology to improve the experience for management

Shared Services

Breckland and South Holland Council are keen to trial a shared service arrangement across a single infrastructure whilst maintaining separate identities and political representation. Both organisations are currently exploring a design for delivery of this service. This design's intention is to deliver an innovative approach to sharing one single ICT application for a service

Solutions

Connectivity & infrastructure

- Invest in wireless access points at both locations to address the black spots within the office layout which restricts the ability to encourage paperless and flexible working with devices
- Provision of enhanced security over access to documentation and emails

Devices for Management

- Invest in end-user hybrid tablet/PC devices to allow for ease of use, access to email and documentation “on the go” and to enable paperless and effective working at Management level.

Telephony

- Delivery roll-out appropriate mobile devices for all shared management

Conferencing and meetings

- Implement functionality within Video Conferencing technology to allow for more effective usage of equipment.
- Implement effective VC desktop solution
- Provision of key audio/visual equipment for all meetings rooms

Software

- Implement a document store for Shared Managers (cloud) to allow effective sharing of key information. Deliver a solution for presence awareness /management

Services

- Expansion of the same technology for remote set-up to allow flexible working

Consideration	Est Fund
Connectivity	£25,000
Hardware	£85,000
Mobile/telephony	£5,000
Video Conferencing	£30,000
Applications	£20,000
Project Management	£60,000
Shared Service Platform	£160,000
TOTAL Estimate Funds	£385,000

Partners

Norfolk DNA Project

This bid looks to its partners for the delivery of solutions required to effect the necessary changes highlighted in this bid either through wider platforms or specifically for the needs of Breckland/South Holland Council(s).

This bid would take into account any opportunities presented by the Norfolk County Council Bid (Norfolk Digital Ambition) project which is looking to engage with strategic ICT technology partners.

These would include:

- Implementing a secure, resilient cloud-based environment hosting the Council's systems.
- Rolling-out a modern client computing infrastructure providing end users with a choice of devices – including desktop, laptop, tablet, etc– and access to up-to-date office productivity software, email and social media services, modern remote working capabilities and collaborative working facilities.
- Implementing the 'Norfolk Information Centre' – an information hub which will integrate information from across the Council, its partners, and public sources and support better decision-making, through providing facilities such as data visualisation and predictive analytics.

Benefits

Programme Benefits	
Service Management	
1	Redesign of processes to support service delivery
2	Provision of services more efficiently
3	Removal of non-value adding work
4	Automation of processes and removing duplication of effort.
5	Improved management information will support the creation of a high performing culture.
6	Allow better Management of responding to changes in demand
Morale/Customer Satisfaction	
7	Ease of access reducing day to day ICT operational issues
8	Flexible working enabled
Partnership working & enabler	
9	Release of capacity to put the organisation in a prime position for expanding partnership/shared services
10	Enables the further rollout for solutions and opportunities around officer and councillor IC T equipment.

Summary

As two districts with ambition to expand further and faster, we are determined to be proactive and innovative in how our ICT provision can support a new way of working across wide geographical boundaries.

We will build a platform to roll out to our shared management team and expand sharing to include more services and more partners.

The learning and development from this project will support those other councils who need new ITC infrastructure and services that work effectively in a shared service environment.

South Norfolk Council/Broadland DC/Norwich City Council/Kings Lynn and West Norfolk BC

CNC building control

– a regional model of collaboration and
commercialisation

This proposal offers real value for money and the ability to re-shape a traditional service into a truly collaborative model of efficiency. It offers an excellent return on investment to be shared with many partners for the first time. It also offers a powerful template that encourages councils to commercialise their own services rather than outsourcing, helping councils move towards future financial independence.

Executive Summary

CNC is an award winning partnership for councils to deliver building control, but it now needs to evolve. It is an ideal incubator for shared services due to Building Controls lack of political sensitivity. In addition Building Control and related services are a vital link between Local Authorities and Developers and are therefore a vital element in the delivery of the national growth agenda.

CNC will roll out a unique shared service offer to between 10 and 12 councils in the first place. Providing the Partnership with savings of £3 million and additional income of £6.1 million over five years.

This business change proposal is supported by the East of England Local Government Association as an innovative regional shared service opportunity that is a viable alternative to outsourcing and can be a powerful template for greater collaboration nationally. This bid is for £500,000, although if more funds were available the reach of the programme could be extended. The forecast return on this investment is £9.12 million delivered in two key ways :-

1. Creating efficiencies through the application of the best private sector techniques and technology in a public service vital to the construction industry and economic growth through:

- Lean working, increasing customer value while reducing costs through new and efficient ways of working as the beginning of a continuous improvement culture.
- Rolling out a 4th generation relational partnership database that can easily accommodate other services later as it is infinitely scalable in terms of the partnership
- Implementing electronic document management to deliver a substantially paperless office and mobile working meaning inspectors need never come into the office. This will enable support services to be centralised with the associated cost reductions. A new leaner local government model.

2. Generating income to support local authorities to move towards financial independence by:-

- The income generating option of a shareholding in a consultancy company. Dividends are returned to partners to support other core services financially. This will help to move local authorities towards a more sustainable, independent financial base, as government funding reduces.
- Other Commercial opportunities that may enable multi-locational markets.

Programme completion date is July 2015 at which point all 12 authorities will be working in the new manner. The programme takes a county- wide model of shared services and makes it regional. There is enormous potential for rolling this out across the nation on a cross regional basis.

Regional shared service- building control

Building control is a unique service because it is an important statutory service which also has the ability to generate significant levels of income for local authorities. National economic recovery is being driven by construction- led growth, particularly in the housing sector where supply does not meet demand. Performance in building control delivery varies between local authorities due to factors like inconsistent investment, a lack of resilience and too many isolated individual operations which lack economies of scale and scope. Demand is varied across the region with some authorities having excess capacity while others turn work away.

Local authorities have to find ways to collaborate in service delivery to achieve a sustainable financial platform supporting the national deficit reduction agenda. However, there has been considerable sensitivity to sharing a number of high profile services and this has resulted in a lack of effective implementation and shared service models being limited to a small number of partners.

Building Control is less politically sensitive than many local authority services and is therefore ideal as an incubator for a regional shared service. For example the existing CNC building control governance features cross- party representation. This service is ideally positioned to contribute to the national growth agenda as a key generator of reliable and cost effective solutions to the construction industry. Building Control is an important interface which enables strong relationships to be built with developers. These developers are looking for holistic multi-locational providers to meet their needs of a high quality and cost effective service in a national context.

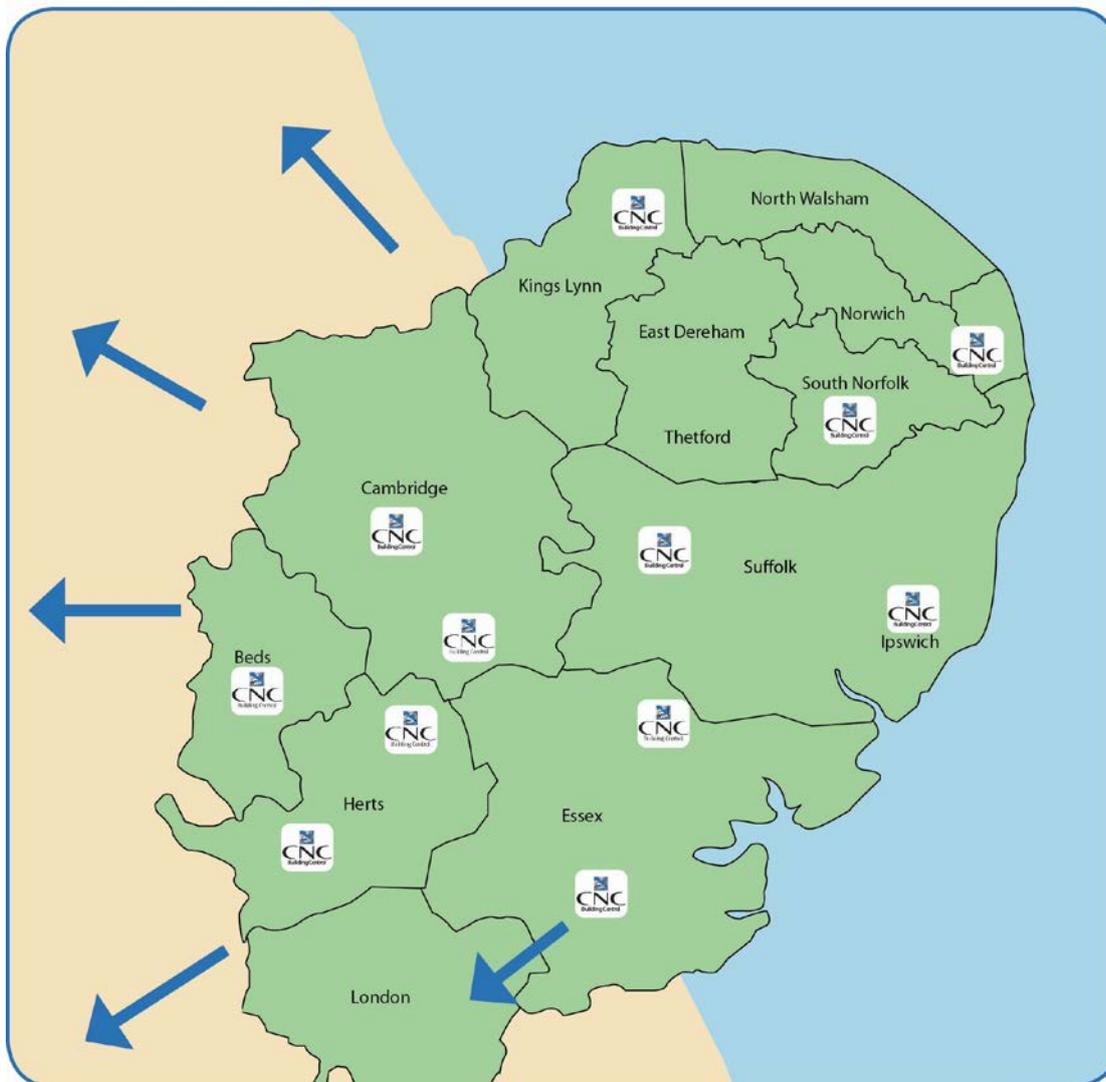
Delivering the New Regional Shared Service

There are five stages which may overlap or be accelerated depending on individual authorities' requirements and current circumstances. Operating on the cutting edge, the success of CNC to date has been based upon an agile approach to organisational development. Therefore this phased approach outlines what we propose to do, but we anticipate a fair degree of adjustment to meet changing opportunity and circumstance. These five agile stages have been developed in consultation with the East of England Local Government Association as an option for regional shared services.

Stage 1

This involves focussed expansion of the existing partnership .Our aim is to optimise existing capacity in building control teams to deliver their core activity to the maximum efficiency, "sweating the assets". We will make it possible to move work across the network to smooth peaks and troughs of demand so that work is never turned away. This would initially apply to LABC Partnership working.

We are in targeted discussions with a number of Councils recognised for their entrepreneurial frame of mind. The aim is for them to join CNC as a strategic partner and create new delivery hubs initially across the Eastern region. These hubs will be used to share low cost, resilient core services with more partners and launch innovative new services including consultancy. CNC is a partnership for building control under Section 9EA of the Local Government Act 2000. Locations for hubs are being assessed on a number of factors such as existing capacity and geographic proximity to demand and appetite for successful collaboration.



We will bring new partners into a single delivery unit based on the hub and spoke model above to reduce overheads by 70%, increase resilience and access to specialist skills. When it intervenes in organisations CNC typically finds that a disproportionate amount of overhead is charged to the operating cost centre, sometimes as high as 50%. CNC immediately reduces this to 10% and then aims to get it to 5% for each new partner.

New councils will be assimilated into CNC by the following actions:-

- Commercially focussed and inclusive change management supporting TUPE transfers
- Initial lean process review to find efficiencies and challenge the customer interface to deliver an improved service which is digital by default
- Data configuration and conversion to move partner workload onto a single shared system. There will be a variety of legacy databases across partners to migrate
- Electronic scanning of documents to cut costs by digitalising key support information e.g. plans. This is critical to enabling centralised/ shared building control administration and plan checking, then mobile working in stage two
- Focused staff development activity on commercial approach, sales and continuous improvement

Stage 2

This begins the more entrepreneurial phase of the programme. In this phase any new hub becomes a base for CNC Consultancy Services (CNCS) Ltd- the commercial offshoot of CNC. CNCS Ltd builds the offer to customers incorporating environmental, fire and sustainability advice alongside traditional building control. Therefore, the customer can enjoy a more holistic offer while the core team enhance their commercial expertise in new markets.

A small dedicated team within each hub delivers building consultancy services, which is strongly net profitable to each participating council to the benefit of the local tax payer.

Stage 3

Exploring opportunities for commercial enterprise

Stage 4

Continuous improvement phase:-

- Full partner roll out of mobile working solution for Building Control Surveyors increasing productive hours and reducing downtime. Instant onsite resolution for customers, enhancing the existing service
- Continuous cost reduction through logistical analysis
 - After a suitable transition period which will allow partners to adjust their legacy overhead costs
 - Real estate review- fewer and smaller offices in strategic hub locations enabled by increased mobile working and centralisation of support services
- Innovative complete business model fully implemented and Lean culture embedded into delivery teams
- Co-ordinated regional/national marketing and sales service

Stage 5

Apply business model to new services including planning, land charges, environmental health and licensing through the established shared technology platform.

At this phase the partnership will have the experience and resources to offer customer focussed, cost- effective service delivery options to under- performing building control services. These services may have been negatively affected by under- investment, low resilience, commercial weakness, sub-optimal scale but most importantly a reduced cost service offering will be open to those LABC services in the greatest financial difficulty.

Having moved from a county- wide model of shared services to a regional one, there is enormous potential for rolling this out across the nation on a cross- regional basis. We would be open to disseminating best practice and building new partnerships as appropriate.

We will have delivered the programme above within two years. This rapid timescale is dependent on investment from the Transformation Fund. However if this bid is unsuccessful our commitment is still to deliver this programme with like-minded partners' self- funding. This will take significantly longer to organise and release benefits.

Business Case

Cost Benefit analysis of contribution towards the cost of expanding the partnership with 12 new partners:

Area of investment	Item Description	Contribution £000s	2013/14	2014/15
Investment in ICT	Thin client hardware Mobile working	200	130	70
Staffing conversion costs	TUPE, Redundancy, Training to support new ways of working, Evolution costs	120	80	40
Commercialisation		80	80	0
Transitional support package	Targeted support to help councils with the costs of moving to a new lower costs overhead model	100	66	34
Total net cost (funding amount applied for)		500	356	144

Benefits realised based on 12 councils	Total turnover over 5 years	Total Yield over 5 years
Operation saving- core service	N/A	
Consultancy service dividends		
Commercial opportunity dividends		
£760K financial benefit per authority over 5 years		£9.12 million
Transformation Funding		£500K
Return on transformation funding		Over 18 times

Innovation in Action

This proposal offers real value for money and the ability to re-shape a traditional service into a truly collaborative model of efficiency. It offers an excellent return on investment to be shared with many partners for the first time. It also offers a powerful template that encourages councils to commercialise their own services rather than outsourcing, helping councils move towards future financial independence.

Underpinning all of this is a commitment to deploy leading edge technology and lean systems thinking to implement and continuously improve the way we work and deliver value for money services to customers, we are aiming for a zero cost building control service that generates surplus income. By doing this across a regional partnership we will accelerate the pace of cross authority learning which can then be used to improve their entire service range and help drive increased internal commercialisation of Local Authorities..

We are actively working with the East of England Local Government Association to increase the opportunity for councils within the Eastern Region to benefit from this innovative approach. An approach that allows Local Authorities to contribute to a number of national agendas and retain the benefits of collaboration to support vital public services in the future.

Suffolk FRA/Suffolk Constabulary

Suffolk Fire and Rescue Service and Suffolk Constabulary - Transformation Challenge Award

Business Case - Shared Fire and Police Stations for Suffolk Communities

Executive Summary

This is a joint bid by Suffolk Fire and Suffolk Police. The bid is for £60,000 grant funding, which would be used to extend the shared services approach that has already been established with great success between Suffolk's Fire and Police blue light services. Specifically, the funding would be used to initiate the project to evaluate the feasibility for co-locating additional fire service and police 'safer neighbourhood' teams into shared buildings, located in the heart of the local communities they serve.

In Suffolk we believe that collaboration and better alignment between organisations is the key to the transformation and delivery of effective and efficient public services, which provide better outcomes for individuals and communities.

The pressure on Public Sector finances is seen as both a challenge and an opportunity. Suffolk is an efficient and ambitious county. Individually, its public sector agencies have so far met the challenge of public sector spending reductions whilst minimising impact on services. The concept of multi-agency use of assets and merging Public Sector Estates is not new, however, the need to realise savings and become even more efficient has resulted in renewed efforts to ensure that property assets in Suffolk are being shared and managed as efficiently as possible.

Suffolk Fire and Rescue Service and Suffolk Police have fully embraced collaboration. In the last 3 years several innovative schemes have been delivered; the Fire and Rescue Service now shares a Combined 999 Fire Control with Cambridgeshire Fire and Rescue Service; the Services engineering workshop facilities have been co-located within the County Councils workshop building. Suffolk Police now work in partnership with Norfolk Police and have an ambitious programme of work, to provide fit for purpose accommodation and reduce premises related overheads and achieve the objectives of the Suffolk Single Public Sector Estate Initiative. In collaboration, Suffolk's Fire and Police Service's now operate from 4 shared fire and police stations.

Introduction

There are 35 fire stations in Suffolk, 28 of which are crewed by on-call duty system fire-fighters and, as a consequence, the stations are not occupied for long periods of time. Some stations are in need of improvement and modernisation.

Suffolk Police occupy 25 Police Stations, 17 County Delivery Units and other support facilities. Some police stations are in need of improvement and modernisation and plans are in place to improve and rationalise property assets.

Fire and police stations are often located in close proximity, sometimes as neighbours. Respective teams operate separately from their own buildings at present. Often these buildings are in need of improvement and public access is limited. Irrespective, the services provided from these facilities are highly regarded by local communities.

Both services aim to provide more modern fit for purpose accommodation for their staff and the communities they serve, whilst reducing premises related overheads. Both services also aim to ensure that best value is being achieved where its property is concerned. Sharing premises fully meets all of these requirements.

In December 2009, Suffolk Fire and Rescue Service and Suffolk Constabulary commissioned a review of fire stations in Suffolk to assess their suitability for creating shared facilities for both Fire and Police teams. This would have the effect of rationalising property assets, better utilising low use buildings and creating a single point of contact for the public within communities, for the Fire and Rescue Service and Police.

Early in 2011, work was completed to develop shared facilities based around a co-location at Framlingham fire station, an existing on-call fire station. A framework for collaboration and cost sharing was agreed by both partners. Subsequently, it was agreed to expand these collaborative arrangements and the services now operate from the same co-located facilities in another 3 areas; Debenham, Elmswell and Ixworth. Operational fire crews and Police safer neighbourhood teams work alongside each other in 4 areas, where they share the same buildings and facilities.

To deliver the project, a single project manager was appointed to oversee the initial feasibility studies, develop the business case for sharing and manage the construction programme. All project and construction costs have been shared between the 2 partners.

The County Council continues to own each of the fire station properties. Police occupancy is managed within a 25-year lease agreement, which has a 10 and subsequent 5 year break clauses. The police receive a capital receipt from the sale of their surplus property assets, vacated as a result of sharing, and this is used to offset the costs associated with building an extension on the fire station, which houses the police team. Additional costs associated with rates and utilities are met by the police. The fire and rescue service receives a rental income for the shared use of the building and are able to share the costs associated with both initial and on-going property improvement works.

Both Services have now been working together successfully at the 4 shared sites for several months and there is strong evidence that the arrangements work effectively.

There are many advantages associated with the initiative. The previously under utilised fire station is now in daily use, with a permanent police presence. The fire stations facilities have been upgraded, to the benefit of the fire and police teams and improved access has been provided for the public. The majority of the existing fire station is now used solely by the Fire and Rescue Service, with the local safer neighbourhood team being accommodated in the newly built extension. The common parts of the buildings are shared by staff from both organisations and these facilities are also available for community use and for meetings of public bodies etc.

Recent discussions between the Chief Fire Officer, Chief Constable, Police and Crime Commissioner and the Suffolk County Councillor responsible for Public Protection have identified a strong willingness to work in partnership and examine the potential for the

development of a further shared facilities, where this meets the operational requirements of both organisations, the needs of the communities of Suffolk are met and the arrangements represent good value for money.

A new project and feasibility study will need to be commissioned to evaluate the scope for further collaboration before a programme of works can be instigated in 2014/15 and 2015/16.

Benefits of a Successful Application

The benefits associated with a successful application and extension of the shared premises initiative are:

1. Eradication of duplication where property management is concerned.
2. Estate rationalisation saves money.
3. Joint procurement of facilities management services, reducing duplication and costs.
4. Better inter-organisation communication arising from the co-location.
5. Simplified routes of customer contact.
6. Creation of additional local resources for communities i.e. for meetings etc.
7. Carbon footprint is reduced and the energy efficiency of the buildings is improved during the renovation process.
8. Improved accommodation is provided for both male and female staff and the public.
9. Access for people with disabilities is significantly improved.
10. Utilities and other ancillary property costs are shared, reducing operating costs for both organisations.
11. The security of what was a low-use fire station is greatly improved.
12. Blue light services working more closely together with an improved exchange of community safety intelligence and risk information.
13. Securing the continued provision of both vital public services in the local community at a time of increasing financial constraint.
14. The initiative helps both organisations to save money, become more efficient and help minimise the impact of grant reductions on front-line services.

Progressing a Successful Application

Work to assess the feasibility for developing further shared arrangements has identified that there are clear benefits to be gained by both Services and local communities. A number of potential shared fire station and 'safer neighbourhood' team sites have been identified. In general, the premises to be considered are situated in close proximity to each other, located in rural communities and likely to meet the operational requirements of both services. However, further work is now required to evaluate the scope to share specific property assets.

In determining the sites which offer a 'shared service' potential, the following factors are considered:

- a) The geographical location needs to fully satisfy the operational requirements of both Services.

- b) The presence and suitability of all properties in a particular area needs to be taken into account?
- c) Estimated construction and project costs and predicted operating costs need to represent value for money. Reduced operating costs must be achieved?
- d) Local planning requirements and constraints need to be taken into account and the appropriate permissions sought.
- e) The views of key stakeholders and communities affected by any co-location need to be sought.
- f) Any issues associated with upgrading the shared property and developing the shared arrangements, including any limitations imposed on either Service need to be taken into account.
- g) The potential to maximise the use of, or improve a building's facilities for, the mutual benefit of both partners and the local community.
- h) The freedom of access for local communities and the level of available disabled access need to be considered.
- i) The scope for reducing carbon footprint and reducing energy use.

Once these initial considerations are addressed then further development of the proposal will include the following approaches;

- a) The necessary sign-off and approvals for any detailed works would be sought.
- b) The involvement of local stakeholders in the design and accessibility of the facilities would be sought.
- c) Investigate wider opportunities for collaboration at the sites - are other partners interested?
- d) Investigate the opportunities associated with shared ICT platforms and cloud computing etc.
- e) Provide a rigorous evaluation of the transformation process outcomes including lifetime savings, service level performance and public feedback.

There is scope within this proposal to consider how the new shared facilities can be made to bring added value and additional benefits to local communities. In particular, the provision of improved facilities at the heart of local rural communities provides the opportunity to offer the use of the facilities to local community groups. This leads directly to both Services becoming more involved with, and integral to, their local communities.

Depending on the circumstances and nature of the building there is also further potential to consider the inclusion of additional public services within the shared facilities. This will be explored within the project.

Estimated Costs and Savings

Recent experience has shown that on average it costs £270,000 to develop a single shared fire and police station, based on the principle of co-locating a police safer neighbourhood team onto an existing fire station and undertaking all building works to facilitate this. Over the next 2 years (2014/15 and 2015/16) there may be scope to collaborate and share a further 6 stations – subject to the feasibility study outcomes. The estimated capital costs of this are estimated at £1,620,000. As part of this revenue costs for feasibility work and project costs are estimated at £120,000.

Savings

Experience based on the sharing taking place at present, indicates that building running costs for 6 shared fire and police facilities would be reduced by approximately £155,000 per annum, when compared to the cost of operating 12 stations. In addition, building maintenance cost savings are estimated at £30,000 per annum. Therefore, total annual revenue savings of approximately £188,000 are estimated.

Value for Money

The investment of £1,620,000 to create 6 shared fire and police stations will create savings of approximately £1,880,000 over a 10-year period. In addition, approximately £600,000 to £1,000,000 of property maintenance costs could be avoided. These are the costs related to carrying out planned improvement works on 12 separate properties, in order to improve their basic condition so as to meet minimum requirements. This expenditure would be required should the existing buildings continue in operation. The project is deemed to represent very good value for money.

Innovation and Exemplar

For some decades local authorities and other areas of the public sector have sought to reduce costs, principally by making efficiency gains within their current operational environments. Such an approach to meeting the current financial challenges is limited and thereby unsustainable in the longer term. Although it forms part of managing a reduction in funding, there is nothing innovative about this 'salami slicing' approach and a more transformational and creative approach is needed.

We recognise this need for radical innovation and are in the vanguard of local authorities delivering innovative solutions. Using this platform of innovation we now seek to go further and fundamentally transform what we do and how we do it.

Although it is noted that co-location has been taking place for a number of years, within this collaboration, Fire and Police Services see this progression as moving forward organically. Having already delivered the co-location model at 4 locations, we are best placed to deliver this exemplar rural co-location programme.

Services in rural areas are under constant pressure, with authorities in rural areas receiving a lower funding allocation per head per capita against authorities in urban areas. This differential in funding has contributed to the blue-light services in Suffolk being widely regarded as the most cost effective of in the country, when measure against the cost per head of population and many other benchmarking indicators. This brings an extra dimension to the challenge of delivering community focused services. We are aware of the constant pressure that having rural locations brings and we are keen to deliver this project to be able to transfer our learning and experience to other Fire and Police services in rural areas across the country.

The existing Fire and Police station shared sites have been shared as good practice innovation through a number of different means; these include, fire and rescue service and emergency services trade literature; DCLG good practice case study literature and contribution of the case study material to the review by Sir Ken Knight of efficiency and operations in the fire and rescue service.

Amount of award sought

The project revenue costs associated with this next stage of the project are estimated at £120,000. This relates to the potential for sharing 6 further stations over the period 2014/15 and 2015/16. £60,000 of grant funding is being sought, to initiate the detailed planning and feasibility work, which is required now, to enable further collaborative to be instigated.

Surrey CC/East Sussex CC/Surrey FRA/East Sussex FRA

Joint bid from Surrey County Council and East Sussex County Council

South East shared services: a shared vision

The proposal

This proposal sets out our shared vision for providing transactional and professional corporate support services **in** the public sector **for** the public sector, putting customers at the heart of delivery. We are seeking support from the **Transformation Challenge Award** to help develop the necessary enabling infrastructure to provide flexible solutions to public sector organisations covering a range of functions and sizes which will be capable of being scaled across the South East and potentially beyond. We will do this by building on the successful business services partnership that already exists between Surrey County Council and East Sussex County Council. Beyond efficiencies to the public purse, this proposal will generate public value through wider benefits to residents, by freeing up resources for the front line, and sustaining local economies.

The geographical and financial scale represented by Surrey and East Sussex are considerable, as are the potential benefits. Surrey and East Sussex together cover a population of some 1,660,000 residents. The combined revenue budgets of the County Councils, Fire and Police Services of the two counties is £2.64bn.

On 1 April 2013, Surrey County Council and East Sussex County Council entered into a new shared services arrangement in order to make efficiencies through economies of scale and build resilience in service delivery. The new arrangement builds on the 2012 agreement between the two counties to share procurement services. The new partnership brings together transactional services under the discreet brand **South East Shared Services (SESS)**. It covers the operations of both County Councils, as well as Surrey Fire and Rescue Service and East Sussex Fire Authority.

The first phase of SESS is now complete with Surrey County Council providing a managed service operation at a site in Uckfield in East Sussex. Forty staff have been TUPE'd into the new service from their previous employer, Serco plc.

There is scope for significant benefits from cost efficiencies from shared management and reduced overheads. Over 2014, we would expect to see the adoption of standard common processes based upon the 'best in class' principle.

On 3 July 2013 the Secretary of State for Communities and Local Government announced that Surrey had been selected as one of nine areas to join the new **Public Services Transformation Network**. Public sector partners in the county have given their strong commitment to a robust programme of transformation that will significantly improve services and outcomes for Surrey residents and generate financial savings. Emergency services collaboration is a leading strand within this programme and will transform the way the emergency services in Surrey work together, with the joint aims of improving performance and responding to the changing pattern of demand, and reducing costs by removing overlaps between the services.

As a next step on this development, supported by the Transformation Challenge Award, we will work up businesses solutions during 2013/14 with emergency services partners, other local authorities and interest parties to enable wider collaboration, with the potential for the partnerships to converge.

The business case

The business case is based on interlinked programmes:

- Further expanding the SCC and ESCC partnership to encompass more services, thereby reducing costs and generating more savings at a faster pace for the two local authorities;

The financial benefits, savings and cost avoidance generated by SESS are already evident.

Transitional cost

In 2013/14

The focus of work in this year would be on undertaking business process reviews within SCC and ESCC to bring new services into SESS and accelerate the 'best in class' processes, and on developing the business support offer for the Police back office collaboration.

Resources required:

A joint SCC/ESCC project team with expertise in Lean methodology to undertake business process reviews within the County Councils; a dedicated project team to support the development of new business solutions with emergency services partners; a mobilisation team to co-ordinate the mobilisation of the expansion of the existing SESS partnerships core work across its existing members

In 2014/15

The focus of work in this year would be to align partner processes in addition to project managing new work and new organisations into the partnership, as well as developing new low cost back office solutions to better support second tier councils, schools, academies and smaller colleges.

Resources required:

A joint project team with expertise in Lean methodology to undertake business process reviews within the County Councils, a dedicated project team to support the mobilisation of the expansion of the SESS partnership to emergency services partners; a team to support the convergence of IT and processes; a project team to support the development of new business solutions

These are approximate costs at this stage. If costs exceed this, this difference would be funded through using existing resources from partner organisations.

No arrangement will be put in place without a solid business case and a return on investment

Return on Investment

As previously stated in this document, the SESS initial arrangement is likely to break even. It is important to note however that the arrangement is currently set up on a like for like basis in order to deliver an identical service as was previously contracted. Our goal now is to review and improve the core processes across our organisations to drive further savings

No new partnership arrangement will be put in place without a solid business case and a return on investment. However this approach would be subject to the agreement of all partners, including new partners.

Innovation and exemplar for others

The SE Shared Services Constitution and Principles are established under an innovative Inter Authority Collaborative Agreement. In practical terms, this means that the participating organisations have delegated the responsibility of delivering various aspects of the arrangements to each other. There is no profit earned in this partnership, and no dividends are paid to any partners, rather the partnership is operated using an open book accounting basis with costs charged back from the delegated authority on a quarterly basis.

Currently Surrey County Council has delegated responsibility for providing the operational staff, IT hosting, accounting and operational management. East Sussex County Council provides the accommodation, facilities management and much of the operational scrutiny. There is joint responsibility for IT development, governance, business improvement and investment.

This model provides an innovative means of integrating the best commercial principles with a public sector ethos of supporting communities, minimising job losses, reducing bureaucracy, and above all, putting customers at the heart of delivery. It is a flexible model that could be adapted to provide back office solutions to different types of public sector organisations (size and function) as well as scaled across large geographical areas. It could work in places with very different organisational cultures and political drivers. With the addition of new partners we would expect this business model to adapt to the scale and diversity of the new operation. If successful in our bid, we would welcome the opportunity to share the model and our expertise with other areas.

Council resolutions

Surrey County Council

Surrey County Council's Cabinet agreed to the establishment of a partnership agreement with East Sussex County Council for support services on 18 December 2012 (minutes available at:

<http://mycouncil.surreycc.gov.uk/documents/g2691/Printed%20minutes%20Tuesday%2018-Dec-2012%2010.30%20Cabinet.pdf?T=1>).

Cabinet delegated authority to the Leader and Cabinet Member for Change and Efficiency, in consultation with the Strategic Director for Change and Efficiency, to agree final terms of an arrangement under which East Sussex County Council would delegate the provision of transactional support and IT hosting services to Surrey County Council from 1 April 2013.

East Sussex County Council

East Sussex County Council's Cabinet agreed to the establishment of a partnership agreement with Surrey County Council for support services on 11 December 2012. The confidential minutes are attached at **Annex B**. Cabinet formally delegated the responsibility for the provision of transactional support and IT services to Surrey County Council from 1 April 2013.

Funding sought from Transformation Challenge Award

Surrey County Council and East Sussex County Council are seeking xxxx from the Transformation Challenge Award as a **major multi-authority award** to cover the transitional and implementation costs outlined above.

Swindon BC

Transformation Challenge Award: Swindon's bid

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Section 1: Executive Summary

1. Swindon's challenge is to reduce our £423m total annual net local public services spend by £40m whilst achieving our priority outcomes during low economic growth and high demand.
2. A One Swindon strategy of large scale public service transformation through partnership is essential to meet Swindon's challenge and to realise 20-25% of the savings required.
3. One Swindon has prioritised reshaping adults demand, strengthening families, growing the economy and reducing reoffending; because they require transformation through partnership, exist as change programmes, and can best learn from the Transformation Network.
4. The priorities are being translated into a suite of transformational business cases characterised by building residents' resilience and their independence from high cost local public services. They include:
 - a. Integrating community based health & social care early action (complements Health Pioneer)
 - b. Improving advice and information, self-care and prevention
 - c. Developing an integrated front line local public sector workforce
 - d. Targeting behavioural change through social marketing at scale
 - e. Redesigning locally sensitive and preventative services in accessible community settings
 - f. Growing local procurement and innovative interventions to help more residents to be employable in key sectors (complements City Deal).
5. Swindon is well placed to deliver public service transformation due to excellent relationships between partners, strong cross-partner governance, a track record of improving outcomes through innovation, and partners providing capacity for a single team to drive the change. Swindon's 'bell-weather' characteristics make our approach highly relevant and transferrable to other places.
6. With £380K from the Transformation Challenge Award, we are more likely to achieve One Swindon. The Award will pump-prime the application and transfer of three essential capabilities: whole system financial modelling, service redesign, and targeted social marketing. These capabilities will get us to the point of a suite of transformational business cases for implementation and significant benefits realisation in 2014/15 and the two years following.
7. In each of these three capabilities, One Swindon will resource task and finish teams to support the work and to benefit from the capability transfer. Additionally, One Swindon will match fund to at least double the social marketing capability element of the Award.
8. The inputs, outputs and impact of the £380K Award would be:
 - a. £50K in 2013/14 for an economist to model the finances across the suite of business cases. Producing a map of existing cost/benefit flows within the Swindon system and remodelling options. Resulting in robust evidence-based business cases, the basis of future investment agreements, and a transfer of financial modelling capability.

- b. £80K in 2013/14 for service re-design expertise to help develop new models of service delivery and financing. Producing service redesign proposals, benefits realisation route maps, and a feasibility study of social finance options. Resulting in removal of the scale-ability barrier to mainstreaming innovation, clearer decommissioning and re-commissioning opportunities (and the nature of their transition), and capability transfer.
- c. £100K in 2013/14 for social marketing expertise and materials to help lead the mind-set and behavioural shift required across all the business cases. Designing and planning the implementation of a sustained suite of highly effective social marketing campaigns to persuade high cost service users to make different lower cost lifestyle choices. Resulting in more high cost service users turning to lower cost and community sources of support, and social marketing capability transfer.
- d. £100K in 2014/15 for help with the transition costs of dual running phase 1 of the new service and financing delivery models, particularly those relating to an integrated frontline workforce, whilst we manage the decommissioning of the old models.
- e. £50K for an action researcher to develop and roll out a 'learning by doing' framework for evaluation and benefits realisation, so we can effectively track as we go.

9. Our Award bid is innovative and transferable because:

- a. Our integrated frontline workforce proposal, includes and goes beyond the traditional view of efficiency through join-ups such a co-location and single-employer, to a step change in skill and mind set so the workforce can promote multiple agency solutions, reduce demand by increasing resilience and independence at source
- b. Many of our business cases have in common a shift from public services to community based support. The business cases are individually innovative of and become more so when looked at collectively as a coherent package of commissioning for circles of community support.
- c. It includes provision for a large scale change in mind-sets and behaviours through targeted social marketing.
- d. Whilst not strongly represented in this Award bid, our One Swindon strategy is underpinned by a growing push towards integrated enabling functions. The One Swindon way of working with its cross-organisational teams starts to establish one public services transformation team as an opportunity rather than a threat.

10. We have painted a picture of transformed public services through a three year vision for reshaping adults demand, strengthening families, and reducing urgent care.

Section 2: What is Swindon's transformation challenge?

1. The challenge for Swindon's local public services is twofold. Firstly to realise a £40m reduction in our total annual net spend of £423m.

Table 1: total net annual spend by Swindon's local public service partners

Swindon's local public service partners	Net spend in Swindon p.a.
NHS Swindon	£223m
Swindon Borough Council	£148m
Job Centre Plus	£24m
Police	£17m
Fire and Rescue	£9m
Probation	£2m
Total	£423m

2. Secondly to save the £40m, whilst also achieving our priority outcomes in a context of relatively low economic growth and significant increases in demand – examples of which include:
 - a. 14% increase in over 65s (to 33,000 people in 2015)
 - b. 21% increase in over 85s (816 more people by 2015)
 - c. 513 more people with diabetes (to 4,100 people in 2015)
 - d. 285 more people each year with dementia (to 2,300 people by 2015)
 - e. 96 more people each year with a heart condition following a stroke (to 767 people by 2015)
 - f. More people with learning disabilities reaching adulthood and older age
 - g. Contacts to children's social care have recently increased by 7.4% and could reach in excess of 6500 (a rise of 500) in 2013/14
 - h. 1,100-1,200 tenants in Swindon will be affected by Welfare Reform Changes, with 1,700 households affected by the under-occupation charge, 100 families affected by the benefits cap, and we expect statutory homelessness to double from 26 to 52 cases per month
 - i. Big growth in 0-9 year olds to 2017 and associated early years universal services demand
 - j. Despite a healthier population than the English average (life expectancy, low mortality rates for most diseases and most hospital interventions/operations), Swindon has a higher admission rate to hospital than the English average and a

significantly faster growing population. So, unless we transform in partnership, a growing and more demanding population will outstrip resources for hospital care in less than three years.

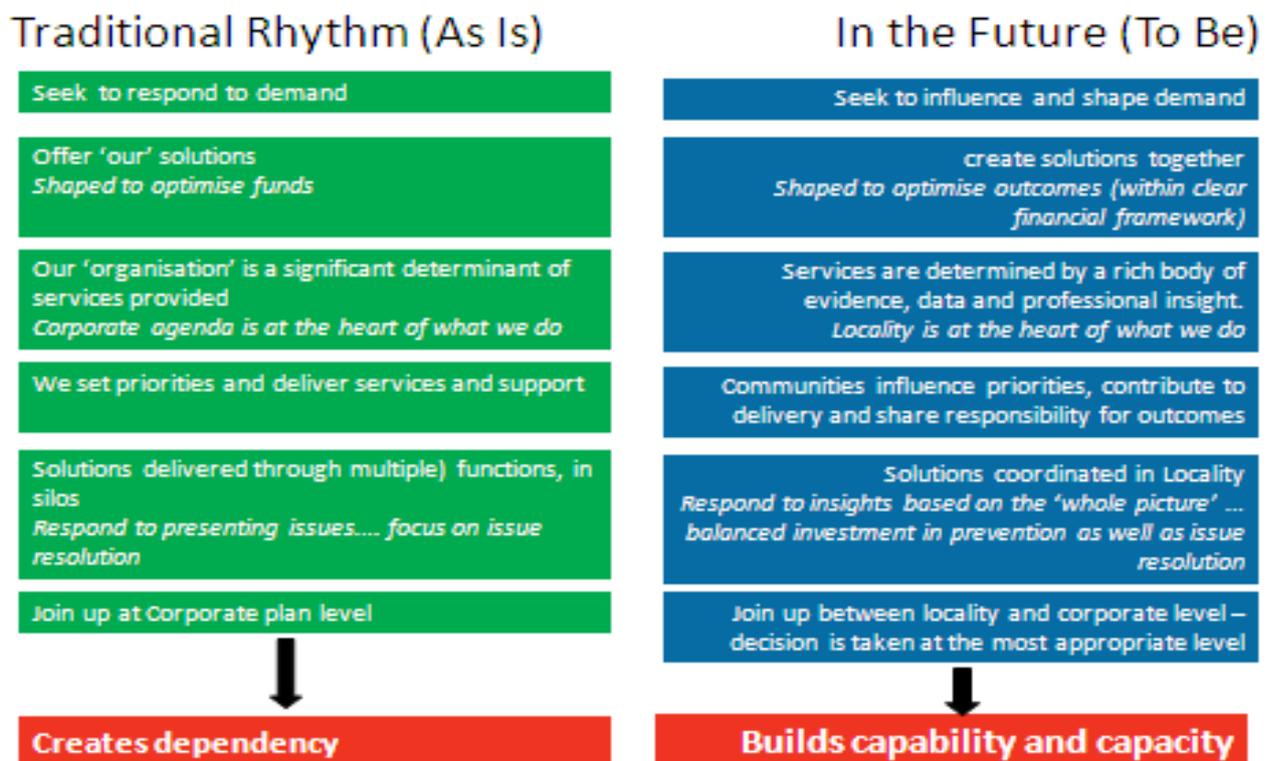
- k. The key issue is the demand for urgent care, where people expect an immediate response and will present wherever they can be seen the quickest.

Section 3: How is Swindon responding to the transformation challenge?

The One Swindon strategy: transforming local public services through partnership

1. Whilst a strategy of unilateral service redesign and tactical efficiency by each individual local public service organisations is a necessary response to our challenge, it only becomes sufficient when added to a strategy of large scale public service transformation through partnership – a strategy we call ‘One Swindon’. This strategy is illustrated in Fig 1 below.

Fig 1. One Swindon: transforming local public services through partnership



Set in the context of our 2030 shared vision for Swindon, we aim to meet a significant proportion of the £40m saving (20%-25%) through One Swindon. We will aim to do this by:

Four transformational priorities

2. Focusing on four priorities of reshaping adults demand, strengthening families, growing the economy and reducing reoffending because they:
 - a. Most lend themselves to a strategy of transformation through partnership
 - b. Have the highest potential to apply the learning from the four community budget pilots through the Public Services Transformation Network
 - c. Are ready to transform as three of the priorities are established change programmes and, whilst reducing reoffending isn't, the cohorts and risk factors

have a significant compounding impact on the demand for a range of local public services.

Transformational business cases

3. Translating these priorities into a pipeline of transformational business cases, which particularly look to build residents' resilience and independence of their local public services. These business cases include:
 - a. Integrating community based health and social care early actions (which complements Swindon's recent Health Pioneer bid)
 - b. Improving advice and information, self-care and prevention by re-commissioning the voluntary and community sector and building community capacity
 - c. Developing an integrated front line local public sector workforce capable of reducing demand for local public services
 - d. Introducing a sustained large scale social marketing campaign to promote behavioural change in our common customer cohorts
 - e. Redesigning a more locally sensitive and preventative service provision based in accessible community settings to reduce the risk of reoffending by target cohorts
 - f. Growing the market share of local procurement across all sectors
 - g. Re-commissioning innovative skill development interventions and pathways to employment to increase the number of employable residents in key sectors, including health and social care (which complements the skills focus of Swindon and Wiltshire's forthcoming City Deal bid)

Swindon's readiness to transform

4. As well as a clear focus for our transformation through partnership strategy, established transformation programmes, and an emerging pipeline of high potential business cases, Swindon is well placed to deliver public service transformation on the scale and at the pace required, because Swindon has:
 - a. Excellent relationships between partners and strong cross-partner governance through:
 - i. One Swindon Partnership Board of Chief Executives & Non-Executive Chairs
 - ii. One Swindon Delivery Board of Directors & Heads of Service
 - iii. One Swindon Community Conference & Front-line Staff Network.
 - b. A proud track record of delivering innovation in partnership, including:
 - i. Early and effective adoption of health and social care integration, including Section 75 agreements, continuing health care teams, the integration of joint commissioning, and the nationally recognised LIFE Programme

- ii. Outstanding partnership working for children and young people recognised by Ofsted (Safeguarding and Looked After Children inspection report January 2010)
 - iii. Consistently high performing Local Area Agreements and reinvestment of government funding into One Swindon priority projects, which have significantly improved outcomes, including reduced teenage conceptions rates; better GCSE outcomes; reduced young people not in education, training or employment; and increased satisfaction of adult social care service users.
- c. An appropriate scale to drive reforms and savings, because:
 - i. Swindon's 'bell weather' characteristics are well known, which means that successful experiments in Swindon tend to be highly relevant to other local authority areas.
 - ii. Swindon's compact geography, unitary council and largely co-terminous administrative boundaries help create the conditions for effective partnership working. Furthermore, Swindon takes a pan-Wiltshire partnership approach to strategic issues such as economic growth through the Local Enterprise Partnership and City Deal.
- d. Each partner providing dedicated capacity to a single team to help drive a system-wide approach, including:
 - i. The Council has invested 19 FTE in the change capacity to reshape adults demand, strengthen families and grow the economy
 - ii. The Council and partners have each seconded at least 1 FTE to a single team to drive the transformation, through the necessary programme management and support. This goes beyond public sector partners and includes partners from the private and voluntary and community sectors
 - iii. The Council and partners have each provided a senior management lead to drive each of the business cases e.g. the Assistant Chief Constable is driving the Integrated Frontline Workforce
 - iv. The development and delivery of each business case is being supported by a cross-organisational task and finish teams of 4-6 senior officers
- e. Commitment to identify money flows and benefits across partners within the area, underpinned by data on need and current services
 - i. The One Swindon Partnership is committed to a community budget that identifies money flows and benefits across partners within the area, underpinned by data on need and current services. This is crucial as we seek to further develop a model that appropriately balances expenditure, benefits, and beneficiaries.
- f. Commitment to learn and become self-sufficient

- i. Capability transfer to build self-sufficiency is a key strand of our bid. Members of the local cross-organisational team are being selected to particularly bring capability as well as benefit from its transfer. In doing so they will be able to draw on a wider network of co-opted specialists in, for example, research, change and financial management.

Significant potential savings

5. The savings targets below are challenging but essential and can only be realised in partnership with public, private, voluntary and community sector partners. The low end of the range assumes a strong contribution from the Council and other public sector partners whilst, the top end of the range assumes strong contributions from the private, voluntary and community sector partners as well. The stretch towards the top of the range is the additionality that we expect a combination of the funding from the Transformation Challenge Award and the learning from the Public Services Transformation Network to help us bring.

Potential savings from One Swindon (public service transformation in partnership)			
	2014/15	2015/16	2016/17
Reshape adults demand	£1m-£2m	£2m-£3m	£3m-£4m
Strengthening Families	£0.5m-£1m	£0.5m-£1m	£0.5m-£1m
Growing the economy	£0.5m-£1m	£1m-£2m	£2m-£3m
Enabling the reduction of other operating costs	£5m	£4m	£4m
Total	£7m-£10m	£7.5m-£10m	£9.5m-£12m

6. The £380K Transformation Challenge Award will accelerate the development of our One Swindon strategy and make it more likely that the savings are at the top of the range.
7. With 19 FTE already committed to the One Swindon transformation programmes, we have also created a cross-organisational team of 6 FTE with a pump priming budget and access to a wider network of co-opted specialists.
8. If successful, this Award will act as a catalyst for us to go further faster in realising our shared commitment and intent. It will do this by galvanising our high potential projects into a single cross-organisational change programme managed by a cross-organisational change team.
9. It will also bring a strong sense of coherence, common purpose and momentum to the local interpretation and implementation of government policy, including health and social care reform, integration, Local Enterprise Partnerships and City Deal, all of which are being embraced by Swindon.

More on what the Transformation Challenge Award will bring: inputs, outputs, and impact

10. During 2013/14 we need an injection of financial modelling and service redesign capability to help ensure our suite of business cases is robust and ready for implementation in 2014/15. During 2014/15 we need help with the transition costs of dual-running the new workforce and service delivery models whilst decommissioning the old. Ideally, during 2014/15 we would have an injection of action research capability to evaluate as we go and minimise the benefits realisation attrition.
11. We are not asking for support with the redundancy costs associated with the transition as early discussions indicate sufficient provision within our change programme budget.
12. Table 3 below outlines the inputs, outputs and impacts we believe a £380K Transformation Challenge Award would bring to One Swindon

Table 3: a One Swindon Transformation Challenge Award: inputs, outputs and impacts

Inputs	Outputs	Impacts (Value)
<p>£50K in 2013/14 for an economist to model the finances across the suite of business cases</p>	<p>Map of existing cost/benefit flows within the local system</p> <p>Remodelling options applying national pilot methods</p> <p>Capability transfer</p>	<p>Robust evidence-based business cases</p> <p>Basis of future investment agreements between partners</p> <p>Increased self-sufficiency in future financial modelling</p>
<p>£70K in 2013/14 for service re-designers to help develop new models of service delivery and financing.</p> <p>Focus on integrated frontline workforce and community support</p>	<p>Service redesign proposal and benefits realisation route map</p> <p>Feasibility study of social finance options, including SIBs</p> <p>Focus on appropriate scale and pace of transformation</p> <p>Capability transfer</p>	<p>Reduces the scale-ability barrier to mainstreaming innovation by plotting a route to embedding high potential pilots, clarifying the decommissioning, and setting out the nature and scale of the re-commission and transition</p> <p>Increased self-sufficiency in future service re-design</p>
<p>£100K in 2013/14 for social marketing expertise and materials to help lead the mind-set and behavioural shift required across all the business cases.</p>	<p>Designing and planning the implementation of a sustained suite of highly effective social marketing campaigns to persuade high cost service users to make different lower cost lifestyle and community support choices.</p> <p>The unifying narrative and marketing campaign templates</p>	<p>More high cost service users turning to lower cost and community sources of support</p> <p>A greater shared understanding and willingness to act to address the Swindon challenge.</p> <p>Increased self-sufficiency in future targeted social marketing</p>
<p>£100K in 2014/15 towards transition costs of dual running phase 1 of the new service and financing delivery models and decommissioning existing</p>	<p>Dual-running costs identified and paid</p> <p>Toolkit developed for effective dual-running</p>	<p>Successful transition to phase 1 of new integrated frontline workforce</p> <p>Successful transition to phase 1 of those business cases based on community support</p>
<p>£50K for an action researcher to develop and roll out a 'learning by doing' framework for evaluation and benefits realisation, so we can effectively track as we go</p>	<p>Action research evaluation framework and method produced</p> <p>Leads coached to apply the framework to managing the benefits realisation</p>	<p>Benefits realisation managed through robust evaluation</p> <p>Benefits realisation attrition minimised</p>

13. In doing so the Award will help us to:

- a. Establish a framework which allows us to pool and share rewards and a strategy which incentivises and better equalises the costs and benefits to partners across the public sector. We will create new financial models, which target high cost service users and bring together the funding across acute hospitals, community health and social care through changes to the NHS payment by results tariff and draws the hospital trust into risk sharing. This is set in the context of the challenge of incentivising a reduction in hospital admissions and managing demand in communities when the hospital trust's business model incentivises increasing hospital admissions
- b. Develop an integrated frontline workforce, which gives more responsibility back to customers and communities by scaling up an approach based on high potential proposals and pilots including Community Navigators and 'One Visit' to vulnerable people. It will bring together the existing work into a coherent model which finds the appropriate balance between the cultural and capability leap required to better manage demand at source (through local insight, understanding and relationships developed by working in and with communities) and the extent to which a structural leap along the lines of 'one employer' is beneficial.
- c. Quickly and skilfully identify where in our transformation programmes it would be best to apply some tailored behavioural change interventions, then recommend a suite of such interventions, and plan their implementation. It will help us better understand and implement behavioural shift methodology to bring about changes in the relationship between residents and their local public services.

Our One Swindon approach is innovative and transferable

14. Our integrated frontline workforce proposal, includes and goes beyond the traditional view of efficiency through join-ups such a co-location and single-employer, to a step change in skill and mind set so the workforce can:

- a. Promote multiple rather than single-agency solutions (e.g. from multiple visits to the same vulnerable people in their homes to 'One Visit') and
- b. Reduce demand by increasing resilience and independence at source by promoting early action and community support.
- c. An example of one of the strands would be community engagement and development workers, which are currently many and mostly public service FTE. We are looking to completely redesign the service model based on successful pilots that we've already run (ambassadors, community researchers, 360 etc.), which are showing us that we can have a far bigger reach and impact at a much lower cost (than public service FTE) as well as providing a powerful transition point on the skills pathway from volunteer to employee

15. Many of our business cases have in common a shift from public services to community based support. The business cases are individually innovative of and become more so when looked at collectively as a coherent package of commissioning for circles of

community support. Our health and social care integration pioneer bid, our business cases for community navigators and reducing reoffending, and four other proposals coming forward to reduce people presenting and representing at the acute end, are all typified by commissioning to target common customer cohorts (including but not limited to Troubled Families) by building their resilience through networks of community support around them in specific localities.

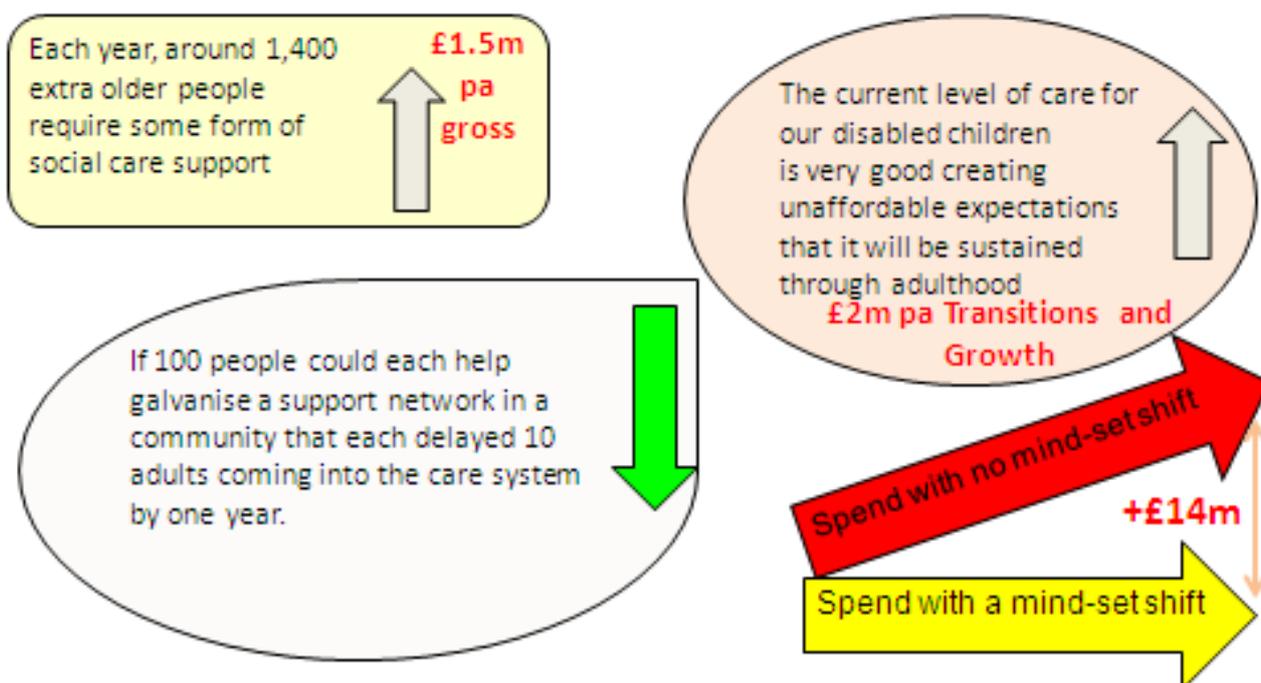
16. Whilst not strongly represented in this Award bid, our One Swindon strategy is underpinned by a growing push towards integrated enabling functions, the logical conclusion of which is one public services transformation team. We can see a move to an integrated enabling function covering, in the first instance, commissioning, change, project management, research and intelligence function, and external funding and looking to expand to cover one back office. In the short term, the One Swindon way of working with its cross-organisational teams starts to establish one public services transformation team as an opportunity rather than a threat. Discussions are already taking place between partners, particularly the Council and the Clinical Commissioning Group, to progress this innovative thinking.

Section 4: what could Swindon's transformed future ('To Be') look like?

In this section we look to bring the transformed future to life by describing the 'To Be' situation across three examples: reshaping adults demand, strengthening families, and reducing urgent care.

Example 1: Reshaping Adults Demand

Adult Services – 3 Year view



In three years' time success could look like:

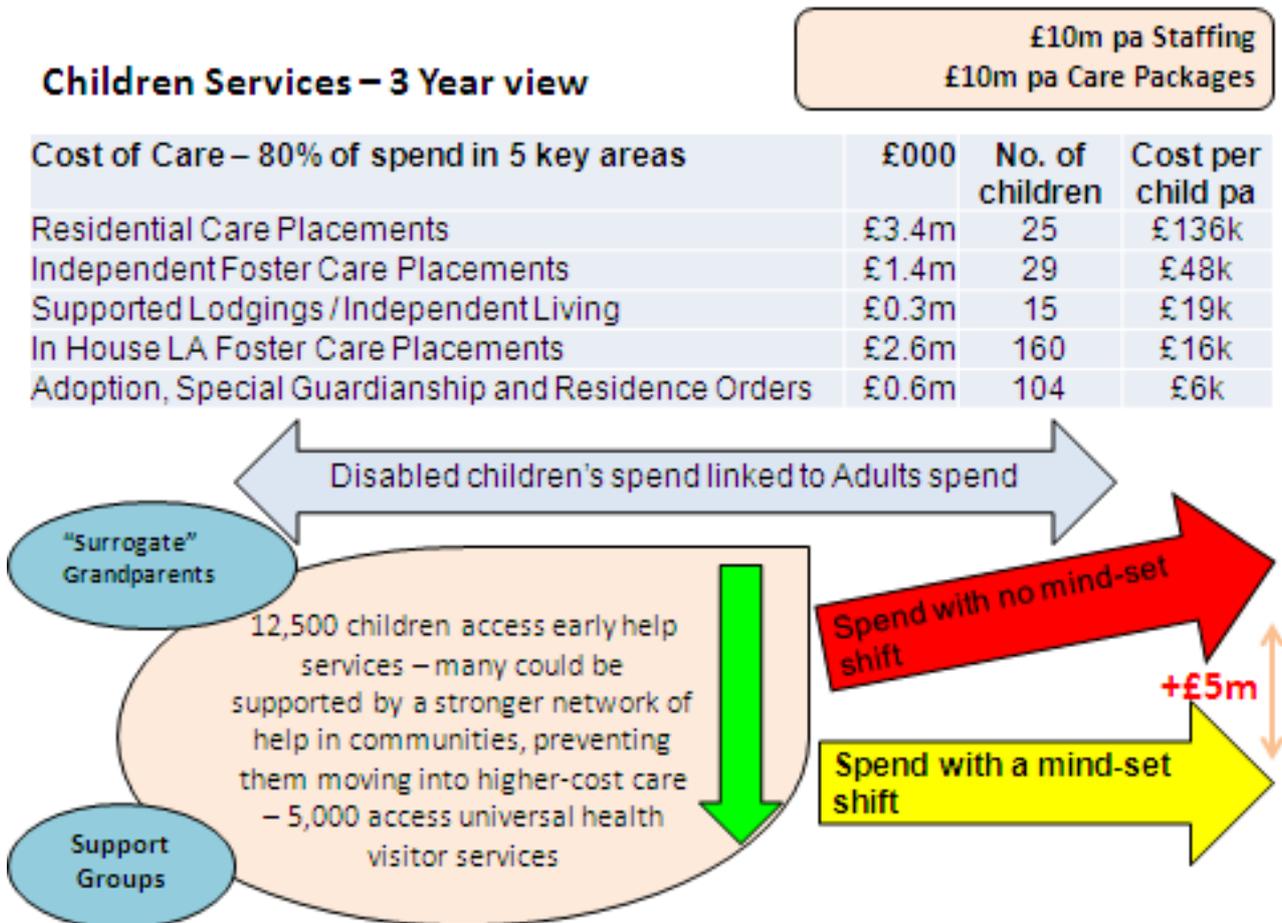
1. Community network building has flourished in the last three years which has seen a huge increase in the number of locally based initiatives, clubs and groups. For example there are now x number of luncheon clubs, x number of support groups, x number of health groups in the borough all of which are helping people live more healthy and independent lives for longer. These activities are mapped and accessible to health practitioners, the voluntary and community sector, and local people.
2. The council had successfully pioneered new ways of working with partners and local people and as a result more people are being cared for and supported by community groups, charities, faith groups and local networks.
3. More effective joined up working across all public sector agencies has led to first class information and advice being available to everyone so they can take control of and plan for their own care. Coupled with the community based activity outlined above and as a

result of intensive work with partners and local people we have seen a big change in mind-set about how people think about and plan for care.

4. Practitioners are increasingly advising and guiding people to community based activities to support their health and wellbeing rather than referring them to a traditional assessment. We have successful partnerships with care providers with the right incentives and care package offer. More people are aware of the support that exists in their communities and seeking this out.
5. Volunteering levels are at their highest in years with the type and nature of volunteering being effectively targeted to support people who need it most. For example Swindon's *Call in Time Befriending Scheme* is the most successful in the country with over x number of people receiving telephone support which we can show reduces isolation and resulting health and care issues.
6. In the last three years Swindon has moved from a position of responding to a huge adult care demand problem to a position of enabling more people to age well – enabling more people to take control of their health and wellbeing with easy access to community based support networks.
7. The opportunity is that more people are living longer, healthier and independent lives connected to their local communities and borough wide support networks.
8. The implications are that public services need to work proactively on changing the mind-set and behaviours of people who currently provide care services, those who receive them and most importantly those who are on the edge of receiving them. We have to accelerate and champion community capacity building otherwise the burden of care provision will still be with traditional services and we will not make any headway on preventing people coming into the care system.
9. Each year, around 1,400 extra older people require some form of social care support adding £1.5m to the Council's Budget per annum. Therefore, if each Member could help galvanise a support network in a community that delayed 10 adults coming into the care system by one year, the Council would save over £600k in a full year. Examples include lunch clubs, interest groups, social clubs, residents associations, reading groups and health activities such as walking clubs. We have mapped a list of the activities for Older People that are already available in each locality which can be made available to members. Ultimately the intention is for this information to be made public to all residents as part of an on-line solution in the Information, Advice and Advocacy workstream.
10. Residents who are older often benefit from help from family and friends. They may benefit from being signposted to lunch clubs around the borough, walking groups, drop-ins. Our starting point is helping people to think about what they can do for themselves, what they can do for others before thinking about what they need help with and who could give that help. Health is important as well as mixing with other people.
11. We have already established the Call in Time Befriending Scheme for isolated Older People – so anyone you feel may benefit from this scheme where they will receive a regular call from an SBC employee volunteer. To date there are 30 volunteers signed up to AGE UK Call in Time service. Training has been undertaken with phone calls to start live in next few weeks once suitable matches have been found

12. There are personal stories of the transformation we are creating, such as Kayleigh’s story – a vulnerable lady, being bullied due to hearing problems, regularly complaining to Council and police. Kayleigh came to West Swindon Forum, now involved in local projects and events, more confident, working part time, teaching herself sign language and befriending an elderly man from Toothill who is profoundly deaf.

Example 2: Strengthening Families



In three years’ time success could look like:

1. We have redesigned our services to make it easier for families across the borough through developing Family Contact Points and Family Practice Teams. The Family Contacts Points are a single point of contact that connect children and families with the most appropriate resources, capturing enquiries so that people only have to tell their story once and signposting them to the right information or support in their communities.
2. Our small, local, child centred & family focussed practices support all aspects of need. Teams from the Council and our partners share information and work together closely to co-ordinate and monitor support for the child and the family.
3. Our network of Children Centres provide much needed support for families with children under five in their local communities and link closely to our schools. We have changed the focus of their work to ensure they support the most vulnerable children

and work together in clusters to be more efficient. In addition, we offer support to families through outreach work and supporting them in their own homes.

4. All of our front line children services teams have been trained on the 'Signs of Safety' model which is a tool intended to help practitioners with risk assessment and safety planning in child protection cases. This approach encourages practitioners to work in partnership with families and children to increase safety for the children and young people. The approach focuses on the strengths, resources and networks that the family have as a basis for action to manage risk.
5. The number of children in high cost-care placements has reduced / remained stable as we have focussed more efforts on our initial contacts, early intervention and the delivery of high-quality services to all families in the borough.
6. Our approach in tailoring individualised support packages around vulnerable children and young people aims to keep them within their own families, communities and schools. Should these young people need to come in to care, we now have xxx more local foster carers as an alternative to expensive residential care and independent fostering agencies.
7. We have built on our strong relationships with the Voluntary and Community Sector and have seen a huge growth in the number of community groups who are working with children and families and we regularly refer families to these groups for support.
8. In the last two years, a number of member-led community support networks have developed around the borough these include Post-Natal Depression Support Groups which complement medical or professional help people may be receiving. We have also seen a huge increase in 'Surrogate Grandparent' schemes where experienced parents and grandparents provide help and support to new or less experienced parents; reducing the need for these parents to visit Children Centres or receive services from our family practice teams. There has also been a huge growth in the number of community-led positive activities for young people. Through our extensive locality networks, elected members have pulled together resource from the police and the voluntary & community sector to establish youth cafes and we now have xxxx of youth centres run by volunteers.
9. The opportunity is that more children and families will be supported in the places they live with community based networks and groups.
10. The implications are that we will need to take a different view of children with less complex needs and be stronger about where it is safe to reduce levels of service and support or look to an alternative community based solutions. We need to look at reshaping things like our Disabled Children's Service which is currently gold star but then has a direct impact on our learning disability transitions into Adult-hood. We have to accelerate and champion community capacity building, the development of local support networks and groups
11. Over 6,000 children in the Borough receive support from the Council. Around 1,000 of these receive specialist safeguarding or supported living care with the remainder accessing early support services, some of which could be provided by a more active community.

12. On average, sessional support work costs around £120 per day per support worker. Therefore if each Member could help facilitate the establishment of a support group run by residents that meets on a weekly basis, this could generate over £350k per annum which could be spent on other projects. With this being scaled up across the Borough, the financial benefits would soon escalate.
13. In addition, the more early support in place, the less likely children will need more specialist expensive types of care as they become older. Examples include supporting parents to care for their children through things like Young Mum's clubs, breast-feeding clubs, story-time clubs or encouraging parents and carers with similar support requirements for their children to support each other rather than relying on the Council.
14. There is already a pilot programme being carried out in East Swindon around the Parks area working with people in a different way to hold conversations, build networks and increase understanding. This covers both identifying community capacity building projects which will reduce demand on the Children and Families service and developing a 'Community Capacity Toolkit' aimed at helping both professionals and communities to identify and use latent capacity. The objectives of the pilots are to create:-
 - a. A greater role for the wider workforce and communities in delivering preventative strategies.
 - b. An understanding of the capacity in communities and how this can be built into the Strengthening Families Programme and other change programmes
 - c. A sense of shared responsibility for the most vulnerable children and families
 - d. Families in a better position to help themselves – realisation, empowerment, reassurance
 - e. Greater connections with local residents through open conversations, building trust and better relationships
 - f. Insights as to how to implement the building community capacity plan for health visiting
 - g. Use the 'a day in the life' of residents/professionals engagement technique to help inform and provide insight for some of the other work streams
15. In addition a Swindon Post Natal Depression Support Group has been established for those battling the condition in silence.
16. There is an on-line group but the group also meets in an informal and child-friendly venue to work alongside any medical or professional help people may be receiving. In Park South, a pop-up story time session has been set up to get young families involved in building networks in the Community.

Example 3: One Swindon's five big ideas to reduce urgent care

1. Better support for self-care - the characteristics of the best health systems in the world according to the World Health Organisation are that they have a cohesive, well-coordinated community and voluntary sector response that reduces referrals into primary and secondary health care. Systems such as Germany or Italy do this through local neighbourhood schemes, France through out of hospital care (provided by the hospital sector). Systems such as United States and Japan who have historically made massive investment in healthcare for poor return are also developing such schemes and putting in place Community Navigators - community based staff who can

direct potential patients to the self-care alternative. The UK has success in this area already in NE London, to a degree in Cheshire and also is funding a research project in Powys re Navigators.

2. GPs at the scene. Putting GPs on the ambulance to stop unnecessary conveyances and/or redirect to appropriate settings ranging from health to social care - pilot launched already
3. New model at the front end. Managing the first point of contact in A&E and MAU differently recognising from our recent studies of why people come to A&E that the majority come seeking primary care or social care intervention but head to the only place in town where the lights are on. A business case for a new front end to A&E with proper joint assessment and the ability to divert, see and deal/treat or stream to health, social care or joint health and social care responses is being developed
4. Bed and discharge management. The current process has too many hand offs duplicated steps and reasons for delay. Many patients are still waiting for discharge days after they are ready to go with over one third of beds consumed by patients who should be elsewhere in the last study. The assessment process for alternative settings starts too late, is tied into a fining regime that rarely sees any fine but actually adds time to the process, and is further complicated by the assumption that discharge waits until people are medically fit when in fact they could get medically fit quicker if at home in many cases. The ten hospitals that consistently do best in terms of urgent care performance have one thing in common. They manage beds and discharges using joint health and social care systems without a fining regime in place and as a consequence have a much reduced length of stay (UCL Research report). A recent White Paper from Allocate observed that the top ten are also predominantly using one information system - RealTime Solutions. We are looking at doing the same
5. Reducing readmissions - poor communication during a hospital stay, failure to book the follow up care and then poor communication at discharge results in potentially 8% of care seeing a readmission. The remaining 8% is due to poor bed management (see above) resulting in premature discharge. Again the ten hospitals highlighted by UCL in the research and by Allocate all have significantly lower readmission rates than the English average i.e. they have the win win of the right length of stay. Reducing our local readmission rate from 18% to 12% will have a dramatic impact on the overall hospitalisation rate as well as urgent care performance at the local acute Trust. The solution is partly good communication but also ensuring there is a rapid and joint response from both health and social care to putting in place the home care package that needs to be there day one of discharge and usually takes months or years to address. The recent report last week on ITU said that most people discharged from ITU are still waiting for their essential home care packages sometimes as long as two years post discharge

The Navigator scheme is the second of the above initiatives to be launched. We have already set up the project structure, approved the business case, sorted the funding, organised the demonstration site visits, selected the relevant neighbourhoods and practices, began to develop the person specifications and training needs requirements, linked to the voluntary sector through the Building Healthy Partnerships Initiative and are on track for Go Live in October 2013.

Section 5: contact details

This bid has been produced on behalf of the One Swindon Partnership Board by [Redacted], Head of Strategy and Research (and One Swindon Public Services Transformation Lead)

Email: [Redacted]

Tel: [Redacted]

Worcestershire

Transformation Challenge Award Application Property Services (Joint Property Vehicle)

Executive Summary

Worcestershire County Council is leading nationally on collaborative transformation programmes with other local authorities and partners in the public sector. We recognise that innovation and working in partnership with a range of organisations in Worcestershire is critical to achieving the vision and strategic areas of focus set out in our corporate plan 'Future-Fit', which are:

- **Open for Business:** We will continue to invest in the economic vitality of Worcestershire. The success of our businesses is a fundamental factor in shaping the quality of life and prosperity of local residents.
- **Children and Families:** We will continue to invest in prevention and early help and look at innovative ways of providing a proactive approach to supporting families.
- **The Environment:** Our approach moving forward will be to maximise our environmental assets in order to deliver sustainable economic growth. We will seek to enhance the quality of life in the County and continue to reduce carbon emissions.
- **Health and Well-being:** It is in everyone's best interests to achieve a healthier community by reducing the pressures on services, supporting a strong economy and improving individuals' quality of life. We will take the opportunities for better health provided by our natural environment.

Increasingly this will involve working collaboratively with a range of businesses, voluntary and community organisations and not just other public service organisations. Recognising the feedback provided by public and private partners through our recent LGA facilitated Peer Challenge, the authority is maximising joint working where it benefits its residents, exploring productive partnerships in everything it does, from commissioning, provision and management of services to addressing key priorities such as enabling Stronger Families.

Our ambition to be an excellent commissioning-based authority will mean we continue to seek the right service from the right provider at the right price for the tax payer. Private, voluntary and other public sector organisations are involved, including community groups, staff spin offs and social enterprises. By working closely with partners we will have joined up services where possible and will have maximised impact and efficiencies by doing so.

Worcestershire has a successful track record in working collaboratively to deliver shared services. For example, under our Enhanced Two Tier programme, created to support the development of two tier shared working within the region, a unified Regulatory Service for the Worcestershire county and district councils has been established and mental health and learning disability services are provided through an integrated service between Adult Social Care and Worcestershire Health and Care NHS Trust. The strong relationships

we've developed with partners provide a solid foundation to help us prepare for a wider range of community budgets in Worcestershire.

This funding bid is made under the major multi-authority award category to support the **Property Services (Joint Property Vehicle) Project**. This project is a collaboration of all public sector organisations in Worcestershire to look at managing the collective public sector estate through a single entity. **Amount sought - £425,000.**

One-off Investment Sought		Cashable Savings / Benefits / Impacts
Property Services (Joint Property Vehicle)	£425k	<ul style="list-style-type: none">• Up to £50m in capital receipts over 10 years.• Reduced property related revenue costs by £20m over 10 years.• 15-20% lower service costs per annum.

More details about the project are provided in the following pages.

12th July 2013

Property Services (Joint Property Vehicle) Project

Description of the Combined Service/Innovation

The Worcestershire Capital Asset Partnership is a well-established cross organisational group of public sector bodies in Worcestershire that has a track record of successful collaborative working on the use and management of property assets. This has been recognised in successive DCLG and subsequently LGA Pathfinder waves as well as being highly commended in the 2012 MJ Awards.

To date a number of joint projects have been developed and implemented that have delivered co-location of services, produced capital receipts, reduced revenue costs for partners, facilitated transformational change in service delivery and delivered economic and social benefits locally. These include:

- The provision of a joint County and District Council office / library / JobCentrePlus / Registration Office / Customer Service Hub in Bromsgrove costing £7 million but which is self-funding from capital receipts and revenue savings and provides a single point of service delivery for customers.
- A collaborative land sale which almost trebled individual land values and facilitated a development which will create more than 100 jobs. This and other public sector led initiatives have attracted almost £100m in private investment to regenerate town centre and will create more than 700 jobs.
- Various premises sharing arrangements developed around libraries which have included Customer Hubs, Tourist Information and JobCentrePlus which improve customer access, extend the availability of services, have raised capital and reduced revenue costs by approximately 15%.

The changes to date have been delivered using the existing asset management processes and resources within the individual organisations. This approach has undoubtedly enabled organisations to gain confidence and trust in the partnership approach, and would still be considered to be radical in many parts of the country. However, it has its limitations in terms of pace and extent, and has also resulted in a number of inefficiencies remaining embedded in the asset management process, particularly related to organisational interfaces, duplication of processes and governance procedures.

A number of core Capital Asset Partnership partners are taking innovation to the next stage. The West Mercia and Warwickshire Chief Constables and Police and Crime Commissioners, West Mercia Fire & Rescue Authority, Health, two District Councils and the County Council have recognised that cashable savings and radically different joined up customer experience can only be realised further with a new unprecedented approach. These partners are, therefore, working to develop a Joint Property Vehicle (JPV) which would manage the combined estates of partner organisations as a single entity with the objective of maximising efficiency, minimising running costs, exploiting the capital value of

redundant assets and facilitating economic growth. It is envisaged that the JPV would be a stand-alone company that would be wholly owned by the partner organisations and would act directly on behalf of individual partners, (rather than as a contractor organisation through a Service Level Agreement). Existing estates and asset management organisations would be combined into the JPV delivering overall a leaner, more robust and sustainable organisation populated with the best resources available across partner organisations.

To date the feasibility of such a JPV has been tested at high level by Ernst and Young on behalf of the partnership core group. The benefits arising from the more efficient management and use of the public sector estate **could potentially release up to £50 million in capital receipts over the next 10 years** and as the programme of changes is implemented will **reduce property related revenue costs by approximately £20 million pa over the same period.**

The outcome of this testing suggests that the idea is sound in business terms, and while it may not have been done before, there are models in existence indicating that such a collaborative exercise is both lawful and potentially viable. The efficiency gains identified in the model are deliverable and the JPV will operate outside of Worcestershire for some of the stakeholders and has the potential to include others. It is recognised that its success will depend on the level of commitment that is secured across the partnership.

Business Case

The next phase of development of this proposal is to produce a formal Business Case, building on the earlier feasibility work, and developing and testing practical range of options. The Business Case will also quantify the potential costs and benefits in more detail, enabling a clearer assessment of the model's likely performance and appeal to individual partner organisations, and ensure that services are provided at competitive market rates. The following is therefore the broad framework of principles on which the detailed business case will be based.

Purpose of the Combined Service/Innovation

To develop a single organisation to manage public sector assets in Worcestershire to support service delivery, maximise efficiency and the utility of assets, minimise costs, exploit the capital value of redundant assets and facilitate economic growth with the potential to develop beyond the geographical boundaries of Worcestershire and with additional partners.

Expected Set Up and Transitional Costs 2013/14 and 2014/15

The long terms cost associated with the running of JPV and its specific services will be contained within existing revenue budgets associated with present arrangements for asset management across the partner organisations. The only costs that are envisaged are those one-off costs associated with implementing changes, which are outlined below.

The Business Case for this project will be developed by January 2014, with individual organisations evaluating the options and deciding to opt in or out by April 2014. During this period there will be a need to engage consultant support to help develop options within the business case and to evaluate them. The bulk of the work in designing the overall

structure, benchmarking existing performance and establishing future prioritised workloads is likely to fall to existing staff across the various partner organisations.

Costs during 2013/14 are still being established but these are expected to be consultancy fees and a similar amount in in-house staff resources which would otherwise be engaged in fee earning activities. Costs for 2014/15, once the Business Case is approved, are likely to include shadow management costs (which covers the cost of employing management for the new organisation while still incurring management costs associated with the existing separate arrangements, and assumes duplication of a Head of the Joint Property Vehicle, leads for professional service areas and minimal support costs for a transitional period, implementation team costs (including project management, human resource, finance, technical assistance and admin support) and consultant fees for legal and finance issues with regard to setting up the JPV:

Activity	Estimated Cost
Consultancy fees (2013/14)	£150,000
Shadow management	£300,000
Consultant fees for additional legal and financial expertise	£250,000
Implementation team costs	£150,000
Total Estimated Costs	£850,000

The more efficient organisational structure suggests that a number of existing posts would become redundant as duplication is removed, however, it is not possible to quantify this at present.

Expected Savings

The estimated costs totalling £850,000 need to be seen against the wider potential benefits arising from the more efficient management and usage of the public sector estate. This could potentially:

- Release up to **£50 million** in capital receipts over the next 10 years; and
- Reduce property related revenue costs by approximately **£20 million per annum** over the same period.

In addition, the service related savings potential could be as much as five times this figure.

The Joint Property Vehicle will deliver savings based on:

- **Lower service costs** arising from a reduction in the size of the overall organisation, a more efficient staffing structure and economies of scale arising from aggregated workloads. These are to be calculated as part of the Business Case but are thought, as a minimum, to be in the region of **15-20% pa** for each of the partner organisations.

- **Reduced running costs** for buildings resulting from implementing a "one town" approach to meeting public sector demand for accommodation across organisational boundaries. This will focus on maximising utilisation, concentrating on using the most efficient buildings within the combined estate and avoiding long term liabilities associated with poorer properties.
- Identification of additional redundant assets leading to the generation of **additional capital receipts**.
- Co-located services are expected, over time, to develop closer working relationships which in themselves reveal opportunities for **greater efficiencies in service delivery** as well as more robust and resilient services. This is the biggest potential prize and places Worcestershire well to adopt a community budget approach.
- The JPV for asset management services could also encourage partner organisations to consider this model for other technical back-office activities, **increasing the opportunities for benefitting from greater efficiency**.

Non Cashable Benefits and Value for Money

The successful implementation of this model will deliver significant non-cashable benefits to the locality. These include:

- **Greater ease of access to public services** by citizens because of simplified and co-located delivery arrangements
- **Service quality improvements** resulting from a shared approach to service delivery, particularly where opportunities for self-service can be exploited. An example of this is in Library Services where self-issue of book loans has been implemented and the opening hours for a shared library can be extended beyond the affordable library staffing model due to the presence of other staff in the building.
- The co-ordinated release of redundant assets ensures that the market gets information about **development opportunities** in a timely and managed fashion, and that the market in a locality is not flooded. In addition, it is often possible to reduce the perception of risk associated with development opportunities through attention to detail in terms of agreed planning brief and clarity of title. The avoidance of boarded-up properties can improve the perception of the quality of an area, further reducing risk and attracting better development partners as well as end users.
- Ensuring that the interest of **local economic growth** is at the heart of asset management policy will enable development options to be evaluated in ways that gives this factor appropriate weighting, which supports the authority's Open for Business strategic priority.

Why This Approach Is Innovative

This approach sees a number of independent authorities coming together to create a shared management resource which builds on best practice across the sector but retains the independence of each organisation. The proposed Joint Property Vehicle asset management model is seen as the logical extension of the current partnership approach to asset management in Worcestershire. It is innovative as it **has not been done before** and is designed to:

- Meet the challenge of the future, rather than simply being a response to existing pressures.
- Both facilitate and stimulate transformational change in front line services.
- Set a pattern for developing sustainable support services across a number of public sector organisations in future.

This proposal, which builds on the good practice developed across the partnership, is unique, innovative, efficient and potentially replicable across the country. As mentioned, the work of the WCAP has developed a national reputation for successful collaborative asset management and has twice attracted ministerial visits and backing as a blue-print for better public sector asset management. Developing a Joint Property Vehicle will enable that success to develop further and accelerate the delivery of the benefits associated with more efficient asset usage.

Council Resolutions

The proposal has been the subject of discussion at a number of meetings of the Worcestershire Partnership Executive Group (PEG). This Group is composed of the Chief Executive or chief officer from each of the partner organisations, and is the governance structure for the wider collaborative work.

This is evidenced through reports to PEG meetings on 24th October 2012 and 29th January 2013 which approved the development of a JPV model. A report is being taken to Worcestershire's Cabinet on 18th July 2013 to formalise the political support from the County Council. In addition, Worcestershire Health and Care NHS Trust Board approved a recommendation to explore a JPV option at its meeting on 28th March 2013, Hereford and Worcester Fire and Rescue Service Resources Committee agreed the same at its meeting on 27th March 2013, and the West Mercia and Warwickshire Chief Constables and Police and Crime Commissioners have also approved the proposal. In addition, West Mercia Police has formally agreed to second its Head of Property to lead the partnership project.

Amount of Award Sought

The total estimated cost of developing and implementing the transition to the JPV is approximately £850,000. Worcestershire County Council, on behalf of the Worcestershire Capital Asset Partnership, is seeking funding for 50% of these anticipated costs, amounting to **£425,000**.

End