EXECUTIVE

YOU ARE REQUESTED TO ATTEND A MEETING OF THE EXECUTIVE TO BE HELD IN PRINCIPAL COMMITTEE ROOM, THE DEANE HOUSE, BELVEDERE ROAD, TAUNTON ON WEDNESDAY 5TH APRIL 2006 AT 18:15.

AGENDA

1. Apologies

2. Minutes

3. Public Question Time

4. Improving Services in Somerset (ISiS) - Business Case Update
   Report of Strategic Director (attached).

5. Future of CCTV Monitoring
   Report of Parking and Civic Contingencies Manager (attached)

6. Information Management
   Report of Strategic Director (attached)

The following item is likely to be considered after the exclusion of the press and public because of the likelihood that exempt information would otherwise be disclosed relating to the Clause set out below of Schedule 12A of the Local Government Act 1972.

7. Proposed development of land at Frobisher Way, Bindon Road, Taunton
   Report of Asset Holdings Manager (attached)

G P DYKE
Member Services Manager

The Deane House
Belvedere Road
TAUNTON
Somerset

TA1 1HE

29 March 2006

Executive Members:-

Councillor Bishop
Councillor Mrs Bradley
Councillor Edwards
Councillor Garner
Councillor Hall
Councillor Leighton
Councillor Mrs Lewin-Harris
Councillor Williams - Leader

Members of the public are welcome to attend the meeting and listen to the discussion. Lift access to the main committee room on the first floor of the building is available from the main ground floor entrance. Toilet facilities, with wheelchair access, are also available. There is a time set aside at the beginning of the meeting to allow the public to ask questions

An induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter. If you require any further information, please contact Greg Dyke on:

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Website: www.tauntondeane.gov.uk (Council, Executive, Review Board & Review Panel Agenda, Reports and Minutes are available on the Website)

Executive – 8 March 2006

Present: Councillor Williams (Chairman)
             Councillors Bishop, Mrs Bradley, Cavill, Edwards, Hall, and Leighton

Officers: Mrs P James (Chief Executive), Ms S Adam (Strategic Director), Mr P Weaver (Head of Environment and Leisure), Mrs K Hughes (Leisure Development Manager), Mr S Murphy (Principal Accountant), Mr B Yates (Building Control Manager), Mr K Toller (Head of Corporate Services) and Mrs D Durham (Review Support Officer).

Also Present: Councillors Henley, House, Morrell, Phillips and Wedderkopp.

(The meeting commenced at 6.15 pm)

19. Apologies

Councillors Garner and Mrs Lewin-Harris

20. Minutes

The minutes of the meeting held on 8 February 2006 were taken as read and were signed.

21. Public Question Time

(i) Colonel Homeshaw of the Taunton Flower Show read out a statement relating to the proposed framework for charging for the use of Vivary Park. He explained that the Flower Show was a voluntary, non-profit making, non-fund raising, charitable organisation. In the circumstances, it was requested that the Flower Show should be exempted from any charge.

Colonel Homeshaw asked two particular questions:-

(a) Why was there an anomaly between the proposed Operational Day and Set-Up Day charges? A concession was given for Operational Days, but not for Set-Up Day charges.

Karen Hughes, Leisure Development Manager, explained that whilst the Operational Days were a benefit to Taunton Deane, bringing many visitors to the town, the Set-Up Days merely rendered the park unavailable for use by the public.

(b) It had been suggested by the Flower Show that the Council's Economic Development Officer should be asked to calculate the financial benefit of the Flower Show to Taunton Deane. Why had this not been done?

Councillor Bradley replied that footfall figures were calculated on a monthly basis and would not have indicated how much the Flower Show contributed to this, as the show only took place over two days.

(ii)   Councillor Henley, as a member of the public, asked the following questions:-

(a) When would Members receive an official briefing regarding the siting of the market at Chelston? The situation was looking bleak and he asked when an announcement would be made.

Councillor Cavill explained that no action could be taken until the auctioneers responded. He added that the Council had done all they could to assist them with their decision as to whether to move to Chelston.

(b) He had asked a question at Full Council and enquired as to why he had not received a reply yet from Executive Councillor Edwards. The question referred to the lack of consultation for the recent Sort It phase and the fact that roadshows were held during the day, when a restricted number of residents were able to attend.

Councillor Edwards replied that he had taken note of the comments. Changing the times of roadshows would be considered when the next phase was rolled out.

(c) When would lids be provided for the green recycling boxes?

Councillor Edwards confirmed that there were no plans at present to provide lids for the recycling boxes, but agreed to let Councillor Henley know if this position was likely to change.

(d) When would a decision be made regarding the sale of land at Holway Green for development purposes?

Councillor Williams replied that no decision had yet been made. He stressed however that although many people had complained about the loss of grass, the Council had a duty to provide affordable housing for the large number of homeless residents in the district.

Councillor Williams confirmed that he would properly examine any proposal which would offer homeless people somewhere to live.

22. Proposal to charge for holding events on public open spaces

Submitted report previously circulated regarding proposals for a charging framework to determine the amount to be paid to the Council for hiring public open space to hold outdoor events.

Previous reports on this matter had been submitted to the Health and Leisure Review Panel on 31 March 2005 and 30 September 2005 when it was agreed to further develop a charging calculation framework and consult with organisations which would be significantly affected by the introduction of charging.

The basis of the proposal was that whilst an outdoor event was occupying public land members of the public were unable to use it for recreation and the event organisers should therefore compensate for this by way of a hiring fee.

It was intended that the calculation should be based on the area of land used, the length of time of occupation and the nature of organisation hiring the land.

Details of the proposals were submitted which included certain exclusions, inclusions, discounts and levies and a hiring fee based on operational days and set-up/take down days. The calculation for set-up and take down days was equal to the daily cost to the Council of those areas which were inaccessible to the public during set-up and take down. This was not necessarily the entire event area but the working areas used during the set-up and take down.

As far as the charge for operational days was concerned the calculation for those days on which the event was operating would be calculated as follows:-

(a)   The cost to the Council of the area occupied by the event. This was the Basic Daily Charge (BCD).

(b)   If the event was run entirely by volunteers the BCD was reduced to half to give a Voluntary Sector Daily Charge (VDC).

(c)   If the event was run by a commercial organisation the BCD would be multiplied by two to give a Commercial Sector Daily Charge (CDC).

(d)   If the event permitted "significant" commercial trading on site and/or charging for entry the VCD or CDC would be doubled for one of these and doubled if both applied. Significant meant more than suitable catering provision for the event audience.

(e)   If the event could prove it was contributing to corporate priorities the VDC or CDC could be reduced by up to 15%.

Taunton Flower Show occupied 50% of the Park, was organised by volunteers and was both trading and charging for entry. The Flower Show Organisation had objected to being charged for the use of Vivary Park. Its Chairman had accepted that some level of charge would be levied but had expressed an objection to the charge for having traders at an event, in addition to that made for selling tickets as both were elements essential to funding the event.

It was felt that this objection should be agreed and the calculation adjusted accordingly for 2006. This would be reviewed for future years in the light of the level of financial reserves held by the Taunton Flower Show which in 2004 was worth £37,218.

The Show had also requested a reduction to reflect its charitable objectives in furthering the education of the public in horticulture and in contributing to the economy of Taunton Deane. Details of a calculation were submitted which showed that if the Flower Show was allowed the full 15% discount for its contribution towards the Council's corporate priorities the final sum charged would be £1,224.

RESOLVED that the charging framework outlined in the report be adopted and used to determine charges for outdoor events held on the Council's land.

23. Treasury Management and Investments Strategy for 2006/2007

Reported that the Local Government Act 2003 required the Council to have regard to the Prudential Code and to set Prudential Indicators for the next three years to ensure that the Council's capital investment plans were affordable, prudent and sustainable.

The Act also required the Council to set out its Treasury Strategy for borrowing and to prepare an annual investment strategy. This set out the Council's plans for managing its investments and for giving priority to the security and liquidity of those investments.

The suggested strategy for 2006/2007 was based on the Treasury Officer's views on interest rates supplemented with market forecasts provided by the Council's Treasury Adviser. The Strategy covered:-

● The current Treasury position;
● Prospects for interest rates;
● The Borrowing Strategy;
● The Investment Strategy; and
● Prudential Indicators.

RESOLVED that the proposed Treasury Management Strategies outlined in the report be agreed.

24. Fees for Building Regulations Applications

Reported that under the Building (Local Authority Charges) Regulations 1998 the Council was authorised to fix a scheme of charges in connection with the performance of its functions under the Building Regulations. Income from the charges should be sufficient to meet the costs of the service provided and must always meet the costs over any three year rolling accounting period (the break even target).

Budget forecasts for 2006/07 indicated a potential shortfall in income against expenditure of 6%. Consideration was therefore given to an overall increase in the level of fees charged for Building Regulations applications sufficient to address the forecast imbalance.

Under the Local Government Association Model Scheme for Fees, charges were broken down into three principal categories.

A - new dwellings
B - domestic extensions
C - domestic alterations and commercial and industrial work of all descriptions

Existing and proposed fees under each category were as follows:-

Schedule 1 – New Dwellings – fees in this category would remain unchanged.

This was a highly competitive market dominated by a private Approved Inspector, the National House Builders Council. Raising fees in this category would reduce local authority competitiveness and could be counter productive.

Schedule 2 – Domestic extensions, garages and car ports

	Existing	Proposed	%
	£	£	Increase
Small garages <40m^2	110.64	127.66	15
Large garage >40<60m^2	223.83	234.04	5
Small extension <10m^2	223.83	234.04	5
Med Extension>10<40m^2	327.66	361.70	10
Large extension >40<60m^2	438.30	468.09	7

Schedule 2 Works accounted for 40% of total income but were not a profitable area of work. Medium extensions were the largest single category. It was expected that average income in this category would increase by 7% equivalent to a 2.8% increase in total income.

Schedule 3 – All other building works

	Existing	Proposed	%
	£	£	Increase
Replacement glazing: Partial	50.00	60.00	20
Full	100.00	110.00	10
Loft Conversions: Minimum charge	327.66	361.70	10

Estimated Cost of Work	Existing	Proposed	%
£	£	£	Increase
Up to 2,000	100.00	110.00	10

2,001 – 5,000	165.00	170.00	3
5,001 – 20,000	165.00	170.00	3
	plus 9.00 per 1,000 above 5,000	plus 10.00 per 1,000 above 5,000	3
20,001 – 100,000	300.00	320.00	7
	plus 8.00 per 1,000 above 20,000	plus 9.00 per 1,000 above 20,000	7
100,001 – 1,000,000	940.00	1040	10
	plus 3.50 per 1,000 above 100,000	plus 4.00 per 1,000 above 100,000	10
1,000,001 – 10,000,000	4090	4640	13
	plus 2.75 per 1,000 above 1,000,000	plus 3.00 per 1,000 above 1,000,000	13
10,000,001 upwards	28840	31640	10
	plus 2.00 per 1,000 above 10,000,000	plus 2.00 per 1,000 above 10,000,000	10

Schedule 3 works accounted for 50% of total income. The above increases were expected to produce an increase of between 7 and 8% or 3.5% to 4% on total income.

It was expected that the proposed charges would produce an increase in income of approximately 6.5% assuming that volume of work remained at the 2005/2006 levels. This level of increase was considered to be sufficient to ensure that the fee earning service did not fall into deficit.

RESOLVED that the proposed increase in Building Control fees as set out above be agreed with effect from 1 April 2006.

25. Business requiring to be dealt with as a matter of urgency

The Chairman reported that he had certified that the item covered by Minute No. 27 below should be dealt with as an urgent matter.

26. Exclusion of Press and Public

RESOLVED that the press and public be excluded from the meeting for the following item because of the likelihood that exempt information would otherwise be disclosed relating to Clause 1 of Schedule 12 (a) of the Local Government Act 1972.

27. Ratification of Urgent Decision

Submitted report concerning an urgent decision, relating to a member of staff, made by the Head of Corporate Services in consultation with the Leader of the Council.

RESOLVED that the decision taken be endorsed.

(The meeting ended at 7.29pm)

TAUNTON DEANE BOROUGH COUNCIL

EXECUTIVE – 5 APRIL 2006

Report of Strategic Director (Shirlene Adam)
(This matter is the responsibility of Executive Councillor T Hall)

IMPROVING SERVICES IN SOMERSET (ISiS) – BUSINESS CASE UPDATE

EXECUTIVE SUMMARY

This report presents an updated Outline Business Case for the ISiS project, and requests approval from the Executive to proceed to the next stage of the procurement process.

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1. Background

1.1 The ISiS programme is a major element of Taunton Deane Borough Council's strategy to meet the challenges that face it and the citizens of the borough in the 21st century.

1.2 In September 2005, the Executive considered the Outline Business Case for the ISiS project and agreed to commence the procurement process. The Official Journal of the European Union (OJEU) notice for ISiS was issued in December 2005 and, in addition to the founding partners of Taunton Deane Borough Council and Somerset County Council, included a further 22 signatories, drawn from a wide range of public bodies in the South West area. These organisations if they choose will be able to benefit from the services delivered by the partnership and will be able to contract directly with the partnership company without any further recourse to a procurement process. This has made the ISiS project extremely attractive to the commercial sector and has been reflected in the quality of submissions received to date.

1.3 Since September, the project team has been progressing a number of workstream areas including:

    a   Further option appraisals work

    b   Developing baseline documentation and output specifications

    c   Refining the business case and affordability model

    d   Approaching the market and eliciting / evaluating submissions from potential partners

    e   Engagement with key stakeholders, including staff, trade unions and other signatories to the OJEU Notice.

2. The Update

2.1 It is proposed that a short presentation be made to the Executive meeting on 5 April, to cover the following areas:

2.2 **Overall Progress**

The procurement process is progressing well and the presentation will cover any emerging issues. We will also be able to report to the Executive any issues raised by the Political Groups in their briefing sessions during March.

2.3 **The Outline Business Case**

In view of the commercial confidentiality of some aspects of the financial modelling, we will not be able to disclose the full contents of the Outline Business Case (OBC) with the Executive. An overall summary of the financial modeling process is however included. Both Councils have agreed a confidentiality protocol with the Members of the Joint ISiS Panel (copy attached at Appendix A), and the Executive will see that those Members will be aware of the full detail.

The presentation to the Executive will cover movements and developments in the OBC and will provide assurances that the OBC is robust. In addition our financial advisors, KPMG, are satisfied that the OBC supports proceeding to the next step of the procurement process (Appendix B).

A copy of the latest OBC containing the financial summary is attached at Appendix C.

2.4 **Selection of the Shortlist Bidders**

It is important that we not only follow due process in the bidder selection, but also that we select the bidders who are best able to partner us. In the presentation we will outline how we approached the shortlisting process and selected our bidders.

2.5 **Options Appraisal**

The presentation will cover the options appraisal work undertaken with PA Consulting, and will explain why strategic partnering continues to be the best option.

3. Consultation

3.1 Staff and Union consultation continues to be an important element of our engagement strategy. To date the majority of work has been undertaken with the staff who are deemed in scope of the partnership.

3.2 However, if successful, the partnership will touch upon all other areas of the Council and the move to shortlisting stage is an appropriate time to reinforce the message that ISiS is about council-wide transformation.

3.3 Clear engagement strategies with key stakeholders and clients are now a priority. Further external consultation will continue and accelerate– particularly with those organisations, which have key interfaces with the services within the scope of ISiS (eg schools). National and local developments in the health and social care will also need to be followed closely.

4. Financial Implications

4.1 Whilst these are covered in principle in the OBC, the Executive will need to consider the implications of the changes to the affordability model and these will be covered in the presentation.

5. The Local Government Agenda

5.1 Whilst any announcements relating to Local Government Review may cause a certain amount of turbulence in the sector, our position clearly asserts that the ISiS programme is an important driver for change that transcends structural reform. However, it is prudent to bear in mind that full scale reform may impact on our ability to drive business growth in the partnership in the short to medium term.

6. Recommendations

6.1 The Executive is requested to note the most recent outline business case (OBC) and to agree to proceed with the procurement process to secure a private sector partner for a strategic service partnership.

Contact officers:-
Shirlene Adam, Strategic Director
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Background Papers:-
Executive 24 May 2005 – "Joint Venture Arrangements For Corporate Services"

Executive 22 June 2005 – "Joint Venture Arrangements For Corporate Services"

Executive 20 July 2005 – "Joint Venture Arrangements For Corporate Services"

Executive 24 August 2005– "Joint Venture Arrangements For Corporate Services"

ISIS Programme
Joint Members Advisory Panel   23rd February 2006

Confidential Protocol (2)

Introduction
The Panel has already agreed a confidentiality protocol covering the overall arrangements for ensuring we achieve a reasonable balance between meeting the contradictory needs of confidentiality versus public accountability. This paper sets out some further thoughts for the Panel's consideration.

The Panel's Responsibilities
We have set out overall governance arrangements for the commissioning of the ISiS Programme. Within these the Panel is expected to give policy advice to steer the programme so that it meets members' expectations. Executive or Scrutiny Committees cannot easily give this advice because their meetings are open and are not necessarily safe places to discuss commercially confidential information. Therefore those committees will be expecting the members' panel to review any commercial information provided that is considered to be confidential.

The Business Case
Our view is that it would now be appropriate to treat the detail of the Outline Business Case as commercially confidential. We will report any significant variations in the OBCs to committees but not disclose the detail as this will be information that we would not want to disclose to bidders. The Panel will be briefed on the OBC of course, and the Committees will be able to rely on the advice given by the independent financial advisers.

The Negotiated Procedure
At a later stage of the process we will be evaluating bids and negotiating improvements. Here it is vitally important to maintain confidentiality. It is likely that only the lead negotiators will hold the detail of the bids although the Panel and the Joint Programme Board will set the overall negotiating position to be taken. The Bidders will expect the negotiators to be fully empowered to act on behalf on the councils.

Conclusion

4

Panel members are asked to consider this note and to agree to its content so that appropriate processes can be put in place.

Chris Bilsland
Corporate Director – Resources
Somerset County Council

20th February 2006

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Sue Barnes
ISiS Programme Director
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County Hall   Our Ref pk/mt
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10 March 2006

Dear Sue

Financial feasibility of the ISiS Partner Procurement

Further to our recent discussions, as promised, this letter sets out our initial views on the work that has been undertaken so far with regard to the above work and more generally, the procurement strategy being followed by ISiS.

Overview

It is our view that the overall approach adopted by the Councils to date is sensible and we believe that it includes the key elements of a sound procurement process required for a project of this size and complexity.

In particular we note the following positive features:

- the use of formal governance and project management structures;

- the undertaking of an appraisal of potential options, as advised upon by The 4Ps, including a Gateway 0 review of the initial Outline Business Case for the project;

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- the development of a joint OBC for both Councils; and

- the use of an OJEU negotiated procedure including the proposed 'pre-ITN' stage to discuss the scope and direction of the process with a shortlist of bidders.

Financial Feasibility

With regard to the financial appraisal work undertaken so far, we are aware that this has mainly concentrated on a number of key tasks:

- establishing current budgets and costs for in-scope services (i.e. the affordability envelope);

- considering the potential level of efficiency savings that may be available for in-scope services;

- undertaking an initial assessment of the level of investment that might be required; and

- the estimation of a level of return that may be required by a private sector partner.

The specific assumptions that have been made in assessing the potential for investment, as detailed in the Outline Business Case (6 March, Draft 12), do not appear unreasonable when compared to other projects of this type in the last 2 to 3 years. Specifically these assumptions are:

- the required level of return by the private sector (expressed as an Internal Rate of Return);

- efficiency savings that may be achievable; and

- the partnership / contract length

It is recognised that work is currently on-going with regard to the further development of the OBC, including further consideration of areas such as key outputs required, the impact of headcount reductions and the level of investment that may be required to deliver the proposed output specifications. This work will further enhance the Council's ability to assess the feasibility and affordability of the project.

Conclusion

The ultimate feasibility of a procurement of this type is influenced by a range of factors, many of which are impossible to accurately assess at this stage of the process. These typically include:

- the bidders appetite to work with the Councils;

- their assessment of the risk of the project and commitment to make the changes required;

- the innovation and creativity of specific proposals formulated by bidders;

- market conditions at the point that bids are prepared and submitted and subsequently during the negotiation process; and

- the results of detailed bidder due diligence when specific assumptions made by both the Councils and bidders are fully explored and validated.

As such, it is not possible to offer any guarantees on the likelihood of successfully completing the procurement process or operating a successful partnership thereafter. However, there is a relatively well established path for the creation of deals of this type and therefore, provided that the Councils maintain a focused, commercial view of the project, there is every chance that the procurement can be concluded successfully.

At this point therefore, we do consider that it is sensible to continue work on the procurement, including further development of the OBC, with a view to approaching the market with an Invitation to Negotiate document in mid-2006. With this in mind, to enhance the likelihood of success for the project, we recommend that the following activities are undertaken:

- continued development of the OBC, including further consideration of areas such as key outputs required, the impact of headcount reductions and an initial assessment of the level of investment that may be required to deliver the proposed output specifications. This work will enhance the Council's ability to assess the feasibility and affordability of the project;

- completion of the draft service specifications prior to engaging in pre-ITN discussions with shortlisted bidders, to maximise the value of those discussions; and

- development of draft requirements around key commercial drivers such as the payment and price-performance mechanism, again to inform preliminary discussions with bidders.

I hope that this is helpful in summarising the current status of the project and our views there on. Please do not hesitate to contact me if you would like to discuss further.

Yours sincerely

Paul Kirby
Partner
KPMG LLP

THE ISiS PROGRAMME

Joint Outline Business Case

Senior Responsible Owners: Chris Bilsland, Shirlene Adam

Version: 14.1
Revised 10 March 2006

March 2006

EXECUTIVE SUMMARY

Introduction

This programme is a collaborative arrangement between SCC and TDBC (the "Councils"). This outline business case represents the overall position of both Councils and its purpose is to set out the justification for the proposed Improving Services in Somerset (ISiS) programme together with identifying the investment in resources necessary to progress the programme through a full market testing. The programme is centred on securing a private sector partner to form a strategic service delivery partnership for the provision of corporate support services and improvements to customer access.

Strategic Case

The programme objectives have been developed and agreed jointly by SCC and TDBC as it is crucial that both Councils share the same vision and expectations as to what the strategic service partnership will achieve.

- **To improve access to and delivery of customer–facing services**
- **To modernise, reduce the cost of and improve corporate, transactional and support services**
- **To help modernise and transform the overall workings of the County Council and Taunton Deane Borough Council**
- **To invest in new world class technologies to improve productivity**
- **To create an excellent working environment and a more sustainable employment future for staff**
- **To generate economic development by attracting a partner willing to invest in Somerset**

These objectives are set against the desire to provide customer focused service delivery, which is efficient and provides value for money for the taxpayer. TDBC's CPA rating is currently assessed as 'excellent'. Whilst the SCC CPA score has advanced from 'fair' to 'good' over the last two years the Council's aim is to be excellent, and although corporate support services is one part of the whole service it is widely recognised that a transformation in this area will impact across the whole organisation.

The base programme scope is centred on corporate support and transactional services and includes the majority of functions in Finance, ICT, HR, Customer Services and Property Services, Procurement and TDBC Revenues and Benefits, together with elements from Somerset County Services. However, it is our clear intention to select a partner that will be capable of working with us to transform the both councils, including front line services.

Options Appraisal

In developing the OBC we have moved to the use of a single set of evaluation criteria which has been agreed by both SCC and TDBC Steering Groups as the basis for an Options Appraisal.

An updated Options Appraisal has been undertaken by three key stakeholder groups - SCC Steering Group, TDBC Steering Group and the Joint Members' Advisory Panel.

The outcome confirms the conclusion of the original options appraisal undertaken last year that, on balance, partnering is likely to provide the best route for meeting the key objectives of the ISiS programme.

Business Need

Despite the increasingly difficult central government funding regime and increases in council tax, cuts to front-line services have been kept to a minimum and resources have been refocused to ensure corporate priorities have been delivered. Looking forward, both Councils' financial planning models predict a 'funding gap'. Indeed if no changes are made to current ways of providing corporate support services, the financial model shows that over a 15 year contract period the budget gap could be in the region of over £25m. There will clearly come a point in time when it is no longer possible for either Council to deliver quality services, keep council taxes low and avoid serious front-line cuts.

Affordability

The model we have used to assess the affordability of the different options is a complex calculation comprising several different variables. As no information is yet available from prospective partners, the model can only be based on a set of working assumptions. These assumptions will be reviewed and revised as actual figures become available from the short-listed suppliers. Given the outcome of the further work on options appraisal, the model looks at the partnering option only.

> **Overall a partnering model based on secondment results in the most affordable solution.**

Commercial Case

The intention of the ISiS programme therefore is to progress the strategic service partnership route. Contracts of a similar scope, value and desired outcomes to that of our two councils have been signed both in unitary and two tier councils. It is therefore not unrealistic to expect that we can achieve our aims in this way.

Soft market testing had indicated there was a good appetite in the market for a strategic service partnership with SCC and TDBC for the provision of corporate support services and improvements to customer access. The response to the OJEU and submission of the shortlisting documentation, with a total of nineteen companies wishing to be involved either as sole bidders or as part of a consortium, supports the initial interest from the market.

Programme Management

The programme is being managed in accordance with the principles of Prince 2. As the programme is a collaboration between SCC and TDBC and includes a number of programme workstreams it is structured to ensure that all workstreams are co-ordinated through a single programme manager.

The ISiS programme is undertaking the procurement of the partner which commenced with the placement of the advertisement in December 2005. Shortlisting will be completed by the end of March 2006 and selected suppliers will be invited to submit tenders in May 2006. Evaluation of tenders will lead to the appointment of a preferred bidder in October 2006 with the contract award expected in December 2006.

External advice to the programme is being provided by the 4ps (an independent government agency) who have been engaged to carry out formal gateway reviews and a review of the outline business case and will be supplemented by specialist legal, financial and technical support as required. The programme will also be subject to periodical internal and external audit reviews as advised by the Quality Assurance Manager.

CONTENT

1   INTRODUCTION

1.1   This Outline Business Case (OBC) for the **I**mproving **S**ervices **i**n **S**omerset (ISiS) programme builds on the previous separate OBCs endorsed by TDBC and SCC's Executives in September 2005. These were in turn based on the "Vision and Way Forward" Paper presented to SCC's Executive Board in October 2004 and the Joint Venture arrangement for Corporate Services paper presented to TDBC's Executive in May 2005.

1.2   These original OBCs identified the future corporate and strategic objectives of SCC and TDBC, and assessed the deliverability and affordability of different business model options for meeting these objectives.   This updated, Joint Outline Business Case refreshes the assumptions, evaluations and assessments made in those original OBCs which supported the principle of setting up a strategic service delivery partnership.

1.3   The definition of a strategic service delivery partnership is:

> *'a long-term partnership between organisations that work collaboratively to achieve the authority's strategic aims and objectives for delivering services'*
> (Strategic Partnering Taskforce, Rethinking Service Delivery, November 2003)

Each Council previously produced its own draft OBC for approval by their respective Executives. This joint OBC represents the overall position of both Councils and develops further the previous separate OBCs. It will be presented to both Executives and will be subject to Scrutiny by both Councils - a cross party "ISiS specific" Members Panel has been in place at TDBC since early last year for this purpose. There are references at appropriate points in the document to joint strategies and joint outcomes. It also identifies any necessary investment in resources necessary to progress the programme through a full market testing.

1.4   The benefits of working together are that we will be building on a sound base (under CPA rating TDBC is an 'excellent' council and SCC is 'good'), to maximise economies of scale, provide opportunities for business growth and develop a joint customer access strategy and plan.

> **This OBC is intended to be an evolutionary document in that it will continually be reviewed and updated as new information and data becomes available.**

2.   BACKGROUND

2.1   The "Drivers" for ISiS

The following paragraphs summarise the driving forces and influencing factors that have led to the development of the ISiS Programme.

2.2   Customer Access

Both councils have ambitious plans to radically improve the way customers can access our services. Our original business cases set out our joint aspirations to reach and serve more people in more ways, in more places, and at more convenient times than ever before.

The Audit Commission has set criteria on achieving excellence in customer access. These relate to ensuring that customers have choice, convenience and control in accessing services from the Councils, as follows:

- Services should be easy to access
- Services should be supported by technology that is appropriate to meet customer needs
- The Councils should respond to customer feedback and complaints to improve service quality and access to services
- The Councils should use partnership working with neighbouring councils, organisations and businesses to continually improve access to services
- Council services should focus on the whole community
- Council services must ensure equality of access and take proper account of equality and diversity of all service users.

In response to this, the councils have developed a joint Customer Access Strategy to deliver service access and excellence in accordance with the Audit Commission aims – this strategy was approved by the Executives in 2005. A key part of implementing this strategy is the development of an action plan for how we achieve the outcomes we desire.
The full version of the strategy is available at: http://www.somerset.gov.uk/council/board3b/2005 July 13 Item 10 Customer Access in Somerset Strategy and Vision.htm.

At present it is clear that to achieve any consistent form of excellence in customer service, significant changes will be required within the Councils. These changes are likely to revolve around:

- Radical culture change to achieve greater customer focus
- Significant staff training
- Detailed consultation involving customers in service redesign
- Significant service redesign
- Breaking down barriers both within each Council and between Somerset County and Taunton Deane councils and other partners
- A thorough review of front line service delivery, focusing in particular on when, where and how we deliver to our customers. It will be vital to undertake a review of property requirements jointly and with other partners
- Increasing the efficiency and effectiveness of our services to enable resources to be redirected towards excellent service delivery

If we are to achieve our ambitious aims in this area, significant skills and resources will be needed hence the need to release resources from the 'back office' to deliver on our ambitions for the 'front office'. It is the intention of the Councils that investment secured through the ISiS programme will be targeted at improving customer access through the introduction of enabling technology, an improved property infrastructure and, most crucially, supporting the transformation and reconfiguration of front line services. Ultimately this will mean improvements throughout Somerset for the benefit of all Somerset residents and will require close working with all Somerset District Councils.

2.3 Gershon review

2.3.1 The Gershon agenda requires local authorities to deliver efficiency savings of a cumulative 7.5% over a three year period commencing 2005/06. This is a new requirement in addition to producing a balanced budget based on challenging financial settlements

2.4 Funding gap

Looking forward, financial planning models predict the 'funding gap' will continue and indeed grow. Front line services have previously suffered cutbacks as a result of funding shortfalls and it is clear that in order to protect these services from further reductions, radical changes need to be made in the way these services are supported from the "back office".

If no changes are made to current ways of providing corporate support services the Councils predict that over a 15 year period the budget gap could be in the region of some £25m. There will clearly come a point in

time when it is no longer possible to deliver quality services, keep council taxes low and avoid serious front-line cuts.

2.5 Transformation agenda

The Councils have no wish to see the quality of services diminish over the coming years, in fact they want them to improve and, in addition, want to deliver customer access improvements. Equally it is unlikely that the public will be willing to accept large increases in council tax bills to pay for this.

Central government, in its Gershon review, has issued some outline guidance on how local authorities should tackle this funding problem. The guidance suggests that authorities should look to reduce the cost of support services in order to continue to fund front line services. Local authorities should be streamlining back office functions as well as reducing transaction costs by introducing modern technology.

2.5.1 Somerset County Council has made some progress towards this by:

- Implementation of Somerset Direct
- New HR Payroll system
- Upgrades to financial system and introduction of procurement modules
- Implementing a procurement strategy

Taunton Deane Borough Council has made some progress towards this by:-

- Authorising the procurement of new systems for Revenues and Benefits;
- Setting aside funding for the future procurement of a new Financial Management System.
- Implementing some e-govt projects (scanning, web services).
- Creation of the Internal Audit Partnership.
- Introduction of Document Image Processing in Revenues and Benefits
- Implementing Somerset Direct

2.5.2 It is clear that it is necessary to go much further. We need to be much more customer focused in our service delivery, we have to reduce duplication by the joining up of services and we need to work with other authorities where efficiencies can be made. All of this will require significant skills in business process re- engineering and investment in best of breed technology. If we are to take this seriously, we will need some help in delivering this – the Councils do not currently possess the

experience, skills, capacity or resources to deliver this level of strategic change on their own.

3. "ISiS" the Aims and Objectives

3.1 Introduction

The original OBCs outlined and addressed the above pressures in more detail. We know we cannot address these pressures satisfactorily within our current resource and skills base; nor do having "Excellent" and "Good" CPA ratings (in themselves) change the impact of these issues on our councils. This analysis led to both Councils' Executives giving approval in September 2005 to explore a joint approach to developing the ISiS programme, which has been seen by both councils as a potential solution to the above issues.

3.2 The "ISiS" Vision

The ISiS vision is to transform both Somerset County Council and Taunton Deane Borough Council into strikingly modern and progressive organisations capable of delivering high quality local services across Somerset through excellence in customer experience.

3.3 Better for Less

A specific aim of the programme is to deliver 'better for less'. Our aspiration is that this programme will provide an improved service for customers that can be quantified in measurable terms and will make a significant contribution to future efficiency savings targets. For SCC, for example, the savings required by the Gershon review for 05/06 are already secured but further savings targets of £6.6m will be required in 06/07 and again in 07/08. Whilst this programme will not provide a significant contribution to the Gershon targets as it is unlikely to commence until Spring 2007, it will release efficiency savings in future years.

3.4 ISiS Programme Objectives and Benefits

The following table sets out the joint objectives for this programme, which have been developed and agreed by the Joint Programme Board. These objectives link closely to and are derived from the two councils' corporate strategies – in particular core aim 8 (priorities 23 and 24) of SCC's strategy, and aims 1 and 6 of TDBC's strategy.

Objective	The End Goal	The Culture
To improve access to and delivery of customer–facing services	• Customers experience real excellence in both access to and provision of service, through ways which best meet their needs • Customers have a choice of how they access services with 90% of service enquiries resolved at initial point of contact • Customers experience excellence through personalized and localised services, including through local 'hubs' – eg village halls/ 'clubhouse' model	• Customer driven and customer focused (not inward looking) • We get it right first time, every time
To modernise, reduce the cost of and improve corporate, transactional and support services	• Integrated support services and transactional services which meet the precise needs of front line services and represent Industry best practice across whole organisation – • 'Better for less'	• Flexible (not bureaucratic) • Open and inclusive • Information sharing • Continually improving • Multi-skilled • Process efficient • Cross fertilisation
To help modernise and transform the overall workings of the County Council and Taunton Deane Borough Council	• A refreshingly modern organisation that puts the needs of customers first and delivers services in the most effective way • A market leader partner	• Delivery focused, (not service led) • Innovative and challenging • Accessible and flexible • National /International reputation • A UK HQ?

To invest in new world class technologies to improve productivity	• Open new markets
	• Investment in:
	  ➢ £££s
	  ➢ People
	     o Skills
	     o BPR
	  ➢ ICT
	  ➢ Buildings
		• Able to diversify and expand to incorporate new business

To create an excellent working environment and a more sustainable employment future for staff	• A Somerset business centre based in Taunton Deane providing excellent support services to public authorities in Somerset and across the Region	The best employer around (not just the local choice)
To generate economic development by attracting a partner willing to invest in Somerset	• Economic regeneration, investment and employment opportunities	A culture of compromise in control and support to the partnership which may challenge some areas of public sector ethos

3.5   The OBC is predicated on the premise that investment attracted through the ISiS Programme will deliver the councils' joint objectives. Both councils recognise however that, at this stage the objectives and goals described above are aspirational and articulated at a strategic level – these will need to be developed further so that their achievement and level of success can be properly measured. This further work will be completed by the ITN (Invitation to Negotiate) stage of the procurement process.

4   STRATEGIC CONTEXT FOR CHANGE

4.1   Customer Focused Service Delivery

4.1.1   Service improvement has always been high on the Councils' agendas. The previous OBCs for TDBC and SCC set out in detail the current position, and the current challenges in respect of customer satisfaction levels. However, service performance is not just about a range of services delivered in a timely fashion – it is also about the way in which those services can be accessed, the manner in which they are delivered and the quality of the interaction between the customer and the Councils' representative.

4.1.2   Traditionally, even 'high performing' councils have experienced a disconnect between measures of service quality and subsequent public satisfaction with council services. The reasons underlying this are, undoubtedly, complex but one explanation potentially lies at the heart of the way in which public services are traditionally devised, organised and delivered in England and Wales – with diverse national initiatives being funded and monitored by Whitehall through increasingly numerous and complex funding streams. These initiatives are then interpreted within a local context and are at risk of being delivered through equally silo-based delivery units within local councils. The effect of this policy mosaic means that generally the whole is less than the sum of its parts and that funding and delivery routes drive the 'customer experience'. Whilst this fragmentation is partially being addressed through 'joined-up' national policy – for example the series of publications around the future Children's Services – this 'whole service' approach needs to be mirrored throughout the range of public facing services.

4.1.3   In our quest for excellence in Somerset, we are determined to transform the customer experience – which means customer-facing services being configured in a way which meets the needs of the service recipients – not simply delivering services in ways that are convenient for local government organisations. This determination to improve customer focus also means rethinking the way in which we provide access to services

and information and, more generally, the way in which we interact and serve our customers.

> **Transforming the customer experience is one of the key strategic objectives of our partnership initiative.**

4.2 Efficiency and Value for Money for the Taxpayer

4.2.1 Central government is prioritising the modernisation of local government services with a view to optimising economy and efficiency. The Gershon report and the requirement to produce an Annual Efficiency Statement are pushing local authorities to review provision across the whole spectrum of services provided by local government whilst a number of other targets, including e-government and the National Procurement Strategy, are also driving this agenda. Nine regional Centres of Excellence have been established across England to support authorities and monitor progress against efficiency targets and the CPA process will include an assessment of performance against planned efficiencies.

4.2.2 Whilst SCC is planning that the 05/06 target efficiencies of £6.6m be met without affecting service quality, it will not be possible to meet this target in subsequent years without a radical review and step change in how services are delivered. The recent re-structuring of the County Council is almost complete and has established a new Resources Directorate which centralises support services and will help pave the way to a review of support services. This will provide better services to council tax payers and enable resources to be released to fund front line services.

> **Providing better value to council tax payers is a key objective of our partnership initiative.**

4.3 Organisational Capacity

4.3.1 One of the essential features of public services is the necessity to deal with constant change – much of which is externally driven and is not necessarily within our own control. One of the characteristics of successful modern organisations is the extent to which they can anticipate change, and operate proactively to harness change, for the benefit of their customers and their employees.

4.3.2 Over the last couple of years we have witnessed significant changes in the role and remit of local government – powers to make investments which

benefit the environmental, social and economic wellbeing of our communities, a requirement to work in partnership with other agencies to deliver key services and a strengthened role in community leadership. In short, the expectation is that local government will function in an increasingly sophisticated fashion, that service delivery will be delivered seamlessly to take into account complex individual needs and that the majority of council activity will require multi-functional / multi-agency solutions.

4.3.3 The debate about the nature and form of council services is not the only issue to impact on our future development as an organisation. Whilst the question about regional assemblies has retreated to the backburner, there continues to be concern over the ability of two tier government to respond to the complex agenda described above. Whilst Gershon is likely to increase pressure on two tier structures to share in economies of scale, the evidence is that improvements in vertical integration of service access and delivery are proving elusive, although we have a notable exception to this in the Somerset Waste Partnership. However, the spectre of Local Government Review waxes and wanes and there will undoubtedly be heightened debate and tensions surrounding the Green Paper promised by the ODPM later this year.

4.3.4 The challenge for the two Councils is to develop an organisation that is fit to face the challenges we currently perceive, and fleet footed enough to embrace the challenges we are currently unaware of. This means having a workforce which is resourceful and multi-skilled and which is familiar with modern work practices and partnership working. It also means a work environment which supports the creation of virtual teams, multi-agency working and flatter, more flexible structures. We recognize that the specific skills needed to bring about the business transformation are not adequate and we need an external partner for this.

> **A key strategic objective for the Councils - and one in which the partnership will play a key role - is the development of a modern organisation which is able to respond flexibly and change its ways of working to meet future challenges and changing needs**.

4.4   Workforce Capacity

4.4.1 As in any service-based organisation, the quality of service experienced by customers of Somerset is critically dependent on the skills, ability and motivation of employees within the Councils. As 'excellent' and 'good' councils in CPA terms, most credit is due to our greatest asset, our staff. A number of independent reports have, however, been critical of the ability of the public sector to attract, retain and develop skilled staff. This is most noticeable in vocational sectors, such as social work, and

aspects of environmental health and planning where market premiums are often offered as a way of competing with other agencies. This phenomenon also exists in other professional areas where recruitment is often in competition with the private sector. At the same time, workforce profiles show a significant number of employees nearing retirement and a shortfall of adequately trained, high calibre replacements.

4.4.2   Our two Councils, like many other public sector employers in largely rural settings, face real recruitment and employment challenges. Moreover, the corporate services we provide are not necessarily of the optimum size and, in addition, we duplicate some services provided locally by other authorities.

4.4.3   One of the features of large organisations is the extent to which structures, processes and management hierarchies can impede excellence in service delivery and thus serve to dis-empower staff. The vast majority of employees want to deliver excellent services and it is the responsibility of managers and leaders to ensure that they are able to do so. The transformation of services mentioned above will depend to a large extent on the ability of the Councils to 'clear the way' and act as enablers for staff to do their best for the people of Somerset**.**

> **A key objective for the Councils is to empower and equip staff to deliver excellent services – affording individuals development, employment opportunities and career paths which enhance their job satisfaction and future employment options. The development of a strategic partnership is seen as a key strand in delivering this objective.**

5.   BUSINESS NEED FOR CHANGE

Introduction

5.1   Reference has already been made to central and local priorities, but why should the focus be on support services at this particular time? And, if Taunton Deane has already been assessed as 'Excellent' then why the need to suggest a significant reconfiguration of support services? And, in introducing a change is there a danger of interfering with something that works reasonably efficiently now?

5.2   Generally Somerset County Council support services are highly valued and are judged to be good value by our internal customers (e.g. schools). However, it is impossible at this point in time to demonstrate Best Value. Whilst the Somerset CPA score has advanced from 'Fair' to 'Good' over

the last two years, the Council's aim is to be excellent and, although corporate services is one part of the whole service, it is recognised that a transformation of this section will impact much more widely.

5.3   A number of assessments (including CPA) have taken place within both councils over the last 18 months and, whilst being very positive overall, the recommendations made highlight the need for further improvement.

5.4   Evidence to support the requirement for improvement is provided, albeit in different ways by the results of the Councils' most recent customer satisfaction surveys. 50% of respondents judged the County Council as providing a satisfactory service overall. This survey is carried out every three years. The results are not thought to fairly reflect the quality of current services, as we know from more recent user feedback that generally customers are satisfied with the services they receive from us on a one to one basis. However, as a general public they are less satisfied when trying to access services for the first time.

5.5   Even where services are "excellent", budget pressures have led to resources being cut from front line services. These front line services now operate at the minimum possible resource levels and it has been made plain that it is not acceptable to further reduce resources in these areas.

5.6   Most means of reducing running costs have been exhausted, leaving the reductions to be achieved mainly through losing jobs. It is inevitable that this will have a detrimental effect on the quality of service provided, with some services (particularly those which are smaller in scale) suffering more than others to the point where the service becomes inoperable.

Summary

5.7   A key issue is that the Councils are currently structured to provide a range of specific services to the customers of Somerset. In terms of support services this requires having in place a variety of technological systems and back office structures which could have the capacity to deliver to other organisations, thereby reducing duplication and maximising usage. However, there is a need to invest in services and the use of technology if other organisations are to be persuaded to share.

5.8   In order to achieve this step change in scale economies, investment will be required in new enabling technology, together with the streamlining of systems and processes through business process analysis management. A key strength of the Councils is the calibre and commitment of their staff, but at the present time the full range of resources and skills, particularly commercial and change management expertise, are not

available to deliver such a radical agenda, neither is the investment funding. As time is of the essence, (we need to be planning now for the next two years' efficiency programme), the Councils consider it necessary to look at a range of options with a view to implementing changes from Spring 2007.

> **A key strategic objective is to achieve a significant level of internal investment into our services to modernise them, improve productivity and equip our workforce to best meet future needs**

6.   Key aspects of original Outline Business Cases

6.1   The following paragraphs summarise the key aspects addressed in the previous separate OBCs.

6.2   Scope

6.2.1   Services across the SCC's Resources Directorate and from TDBC have been analysed to determine whether they should fall in scope (be moved into the partnership) or be out of scope (continue to be provided directly from another source).

6.2.2   There are a number of types of activity which are relevant in any discussion of programme scope. These are set out in the tables below. However, it should be noted that whilst some specific support and front line services services are commonly regarded as "in-scope", our ambitions for the partnership extend well beyond the re-engineering of corporate support and transactional services. We are looking for a partner who will help us transform across the whole range of council services we currently offer. *In that sense, all services are impacted by the partnership, whether they are in-scope or not.*

Categories of Activity

- Corporate and transactional service activity that will become the responsibility of the partner organisation (commonly referred to as "in-scope" activity).
- Corporate and transactional service activity that, by agreement, will remain in the Councils but will have a key interface with the services delivered by the partner organisation (e.g. strategic finance function vs financial services).
- Corporate and transactional service activity which, for strategic or logistical reasons, has not been included within the scope of the partnership (e.g. legal services, internal audit etc.).

- Corporate and transactional service activity which, in future, may become part of the partnership organisation but has not yet for strategic / logistical reasons (e.g. preparation and management of documents across the organisation)
- Customer facing activity which is currently ring-fenced and transparent (SomersetDirect, CareDirect) and which is deemed in-scope.
- Customer facing activity which is distributed through a wide range of functions, departments and posts which, in the fullness of time, will need to be aggregated into the customer service "family".
- Front line service delivery and associated professional support structures which clearly will not transfer into the partnership (and therefore termed out-of-scope) but which will benefit from the transformation capability that our strategic partner will bring.

6.2.3 The programme currently centres on some of those services provided by SCC's Corporate Resources Directorate, and TDBC's corporate services and Revenues and Benefits. It could however potentially include some other functions, particularly those of a transactional nature, currently provided from within other Directorates and services where synergies and alignment to the base scope are identified. A clear methodology, based on key criteria, has been used to produce this base scope and this will be followed in any further scoping assessments. The aim is to ensure that all corporate support services are delivered and the Customer Access Strategy is implemented through the partnership.

6.2.4 This base scope has been developed in conjunction with the Steering Groups established in both Councils, which include Heads of Service (Resources), Service Managers, and staff and trade union representatives. The scope is based on the following criteria:

- potential for customer access improvements;
- potential to maximise the benefits from implementation;
- opportunities for providing the service to other public sector organisations;
- potential for efficiency and improvement;
- potential for deliverability by the partnership;
- potential for realisation of benefits within the timescale of the partnership;
  and
- affordability of improvements required.

6.2.5 From this analysis the following decisions have been made regarding the services which comprise the base scope:

Somerset County Council services

Service Area	In Scope Functions	Out of Scope Functions	2006/07 Budget Gross £000	FTE
Finance	Exchequer services, budget preparation and accounts, FIS team, procurement, payroll, pensions administration	Internal audit, strategic risk management, high level finance and procurement advice, corporate MTFP, standards and key controls, financial training/competence standards, quality assurance CCN/PATS team, Pension fund and treasury management National policy development/lobbying	5,304	165
ICT	ICT services to the corporate organisation, all service departments and schools, Wide and local area networks as well as fixed and mobile telephony	Strategic planning and direction Programme planning Security policy Information Management Strategy Information Management Compliance	6,811	111
HR	HR – meeting demands of services within Directorates including schools , meeting demands of corporate organisation (strategy and policy issues), organisation and provision of corporate training, advertising agency and staffing agency, health and safety unit.	Strategic Direction Major HR Policy High profile/sensitive areas Wyvern Nursery Dillington House Conference Centre	9,080	144
Customer Services	Somerset Direct customer contact centre and CRM system to provide a first point of contact for queries from the public. Implementation of Customer Access strategy and action plans to provide improved first point of contact for queries from the public across a range of channels. Management of delivery of the integrated access channels through a single overarching Customer Services Bureau. The above provides an initial	Strategic Direction i.e Customer Access Strategy and Web Strategy	1,438	47

	position on scope within the context of customer services but it may be expected that further customer facing services will be included incrementally within the partnership scope as the approach to Customer Access is developed.			
Property Services	Supports the County Council as corporate landlord and main areas of service delivery through the corporate management/planning of property/estates assets, procurement and management of construction and maintenance services and provision of traded services to schools and external clients	Strategic Estates management Local Plans and s106 policy Corporate property standards Ownership of Property Data and property assets	4,470	102
Legal Services	Debt collection services	Monitoring office role Education and child care: (child care, schools advice and casework, adoption, SEN, schools prosecutions, Some adult social services and mental health work) Environmental (Planning, highways, RoW, Regulation Committee, Commons, Waste, Advocacy and inquiries) Employment law General non-property advice for other departments Support to Lord Chancellor's Committee and Coroner's links Provision of conveyancing function and advice on property law.	9	0.5
Somerset County Services	Telephony, reception, mail room and despatch Design and print (design services, photocopying and laser copy Printing services Finishing services)	Security/Access control Car/Bike pool, car parking Areas accommodation Facilities support staff group Catering and cleaning services	1,958	29

Taunton Deane Borough Council services

Service Area	Functions	2006/07 Budget Gross £'000	FTE
Finance	Treasury management, budget preparation and accounts, insurance	380	11
IS	IT department , Static and mobile telephony, voice and data activity, Wide Area network, Local Area network	817	15
HR	HR – meeting demands of Services, and of corporate organisation (strategy and policy issues), employee relations, organisation and provision of corporate training, recruitment advertising, payroll and Occupational Health	564	10
Customer Services	First point of contact for queries from the public	503	33
Property Services	Asset holdings and management, facilities management, maintenance and design, GIS	1,531	20
Procurement	Procurement functions (including purchasing)	242	12
Office Services	WP, Post Room, Design & Print	511	15
Revenues	local taxation, income control,	711	24
Benefits	Benefit administration, Investigations.	1,089	34

Revenues and Benefits services have been included in the list of potential "in scope" services in the Taunton Deane table above. The case for including these services may, at face value, seem more difficult to understand, given that both services have already rationalised their operations and currently out perform national targets.

The key drivers behind the need for organisational change are that of corporately improving the customer focus of services, of making services more accessible, and of delivering value for money to taxpayers. Both Revenues and Benefits will need to be part of any new approach or strategy developed about how best to achieve this corporately.

A further reason for inclusion is that if Taunton Deane is a founder member of a partnership arrangement, strategically they will be positioned well for this service to be offered to other local authorities who have not yet chosen to be part of the arrangement. Additionally, the "skills set" of staff is very similar to those used in several SCC services – offering potential for exploring different ways of working in the future. This strategic positioning will allow opportunities for further developing and growing these services outside of Taunton Deane – offering staff an opportunity for development and stability that they simply cannot offer.

Finally, Revenues and Benefits are classified as "transactional" services which reflects current government thinking about appropriate areas for inclusion in a strategic partnership.

6.2.6 The statutory roles of the Chief Financial Officer and the Monitoring Officer are not included. Both Councils will also keep out of the scope the resources necessary to maintain sufficient strategic capacity. There is also a need to assess precisely what resources the Councils will need to retain outside the scope of the partnership for contract and performance management and for providing strategic direction; work is underway to determine what the new structure might look like, which could be significantly different from what we have at present.

6.2.7 The base scope was approved by the Joint Programme Board on 25th August 2005, although work is continuing to identify functions in other areas of the Councils which align and have synergies to the base scope as outlined above, to ensure that all similar activities are included.

6.2.8 The base scope was identified in the OJEU notice and will be finalised for ITN (Invitation to Negotiate) after discussions with short-listed suppliers so that bidders will be able to provide tenders against a known scope. However, the bidding process will enable potential partners to offer variant bids which may alter the scope. At no point after issue of the ITN will the scope be able to be increased from what has been outlined in the OJEU notice as this could risk breach of procurement rules.

6.3   Employment models

6.3.1 The type of employment model, that is secondment or TUPE, essentially drives the business model. Therefore, a key aspect of progressing with the partnership will be the issue of how staff move to the partnership and what this will mean in respect of their employment status.

6.3.2 The Councils' preferred model is for staff to be seconded to a partnership rather than apply a TUPE transfer. The reasons for this are:

- Terms and conditions of employment will remain those of the employing authority and will consequently give more stability to staff at a significant time of uncertainty
- A more stable staff base is more likely to ensure continuity of high quality service provision
- Although the partnership will decide how many and what sort of staff it wants any staff in excess of its needs will first be considered for other positions within the partnership and will also have the opportunity to return to the local authority for redeployment to be explored. This gives an added safeguard to staff if the partnership decides to rationalise staff numbers
- Our experience of other local authorities who have opted for the secondment model rather than TUPE is that partnering relationships tend to be stronger and the need to retain a top heavy strategic core tends to be less.

6.3.3 It is possible, however, that TUPE can be a viable option and it is necessary that we do not exclude this. Our position to the market must be that if TUPE is a preferred option to a supplier, then they will need to convince us of the additional benefits.

6.4 Procurement

6.4.1 The procurement (negotiated procedure) was outlined in the previous OBCs and commenced in December 2005 with the publication of the OJEU notice. The OJEU was placed on behalf of SCC and TDBC councils and a further 36 local and public authorities were included as they had expressed an interest in obtaining services through the partnership once it is established. This will require the contract to be structured in such a way as to allow these other authorities (if they wish) to purchase from a menu of services, known as a framework.

6.4.2 40 expressions of interest were received. The deadline for submission of the prequalification questionnaire (PQQ) was 6th February 2006 and ten responses were received, six from sole bidders and four from consortiums. Interested suppliers were also requested to complete an Invitation to Submit an Outline Proposal (ISOP) which required more detailed responses to a number of questions relating to the objectives of the ISiS programme which allows the Councils to undertake a more detailed consideration of a supplier's experience and expertise.

6.4.3 Shortlisting is a two stage selection process with assessment of the PQQ first to select the longlist followed by assessment of the ISOP to select the shortlist. This process is due to be completed by the end of March 2006. The shortlisted companies will be those who will be invited to negotiate and will be asked to submit a bid.

6.4.4   The procurement timetable has been revised as follows

Activity	Timetable
1 Issue OJEU Notice	17 December 2005
2 Shortlisting of suppliers	March 2006
3 Invitation to tender	May 2006
4 Submission of tenders	August 2006
5 Selection of preferred bidder	October 2006
6 Contract award	December 2006

6.4.5   The timetable has been revised since the previous Outline Business Case following the interest from Avon and Somerset Police in becoming a third partner authority. This interest was subsequently withdrawn because of the police force restructuring agenda. As this is a negotiated procedure the timetable can be revised again in either direction after short-listing as necessary.

6.5   **Programme Costs**

The costs associated with the options analysis detailed above are included in the assessment in the Affordability Section.

6.5.1   The second set of costs associated with the programme relates to programme management. Assuming a programme duration of two years to March 2007 this is estimated as shown in the following paragraph. The Executive Boards of both Councils have approved these funds:

6.5.2   It may be prudent subsequently to include a contingency for a consultancy budget for technical advice on areas such as ICT, customer access, property and contract/client management. This will be kept under review.

Estimated programme costs 1.4.05 – 31.3.06

Cost Area	£000
Salaries and Backfill:	855
Office costs such as training, travel, office consumables, meeting venues, IT equipment.	119
Consultancy Fees Legal Financial Insourcing research Communications	670
Income (Regional Centre of Excellence)	(120)
Total	**£1,524**

6.5.3 It should be noted that all programme costs are deemed to be not recoverable and should be written off in terms of the overall financial analysis. The funding from the Centre of Excellence was agreed on the basis of our programme initiation document and will be released in two equal instalments of £60k in October 2005 and April 2006.

It is estimated that some additional funding for the implementation stage (not covered in the estimates above) will be required. A small sum has been included in the affordability model.

7. The Updated Business Case

The following sections summarise the key developments, progress and revisions made since endorsement of the previous OBCs in September 2005.

7.1 Options Appraisal

The aim of an options appraisal is to determine the option(s) that best meet our objectives and drivers, and that delivers Best Value. Options appraisal is therefore a critical part of the business case analysis.

7.1.1 Delivery Model Options

From reference to guidance and discussions with government departments and other local authorities that have already studied the options, the following main types of potential service delivery models were identified.

2	Model	Description
3	In house (Status Quo)	The do nothing or do minimum option – the Councils continue to provide services as they do currently with no formally contracted external support.
4	In-sourcing	The Councils continue to provide services in house but with the specific support of external providers to offer skills and capacity not available within the authorities.
5	Outsourcing	The provision of one or more services is outsourced to a private sector provider. The Councils specify the services required and the provider is paid a fee for delivering against the specification. Staff involved in providing the services transfer under TUPE to the service provider.
6	Partnering	A variation of outsourcing, whereby the provision of one or more services is provided through a 'joint venture' between the authorities and the private sector. The partners jointly agree on the service requirements and share the risks and rewards of any service improvements and/or efficiencies through price performance arrangements.

The respective advantages and disadvantages of the models described were addressed in both original OBCs; the outcome in September 2005 indicating that the procurement of a Strategic Service Partnership (ie procuring a private sector partner) appeared to be the route most likely to meet the two councils objectives.

However, since the results of the options appraisal were published in September 2005, further analysis of the potential delivery options has been undertaken, separately, by both councils to further assess the potential of each to meet the ISiS programme's objectives (see para 3.4)

7.1.2 The Revised Assessment Process against Programme Objectives

A single set of evaluation criteria was developed, comprising the 6 strategic ISiS objectives plus 9 additional criteria which measure the deliverability of each type of delivery model against our objectives. This set of criteria was discussed and agreed by both councils' Steering Groups in December 2005. For reference the agreed criteria are listed below:

- Improved customer access
- Efficient business support & transactional services (shared support services)
- Cultural change
- Funding sources
- Investment in people skills (capacity building)
- Job creation/regeneration
- Cost and affordability (value for money)
- Delivered within time plan
- Associated benefit realisation
- Transfer of risk
- Service risk

- Deliverability (capacity)
- Flexibility
- Organisational impact
- Sustainability

The revised options appraisal was undertaken by the SCC Steering Group, TDBC Steering Group, and the Joint Members' Advisory Panel in three separate workshops in January 2006. The weighting evaluation matrix (attached as Appendix 3) directs participants to prioritise each of the criteria against all others, according to its importance to the achievement of the ISiS objectives. This results in an individual weighting for each criteria.
This exercise was carried out in each workshop.

The results show that priority was given to differing criteria depending on the stakeholder group.

SCC Steering Group gave their top priorities as
- Improved Customer Access
- Service Risk
- Efficient business support & transactional services (shared support services)

TDBC Steering Group gave their top priorities as
- Sustainability
- Service risk
- Deliverability (capacity) ⎫
- Cost and affordability (value for money) ⎬ weighted the same
- Funding sources ⎭

Joint Member Advisory Panel SCC members gave their top priorities as
- Associated benefit realisation
- Cost and affordability (value for money)
- Efficient business support & transactional services (shared support services)

Joint Member Advisory Panel TDBC members gave their top priorities as
- Sustainability
- Deliverability
- Associated benefit realisation
- Cost and affordability (value for money) ⎫ weighted the same
- Efficient business support & transactional services (shared support services) ⎭

7.1.3 Four delivery model options were then assessed against each of the evaluation criteria using a 1-10 scoring band (1 indicating that the option

would not deliver objectives; 10 fully supporting the programme objectives):

- *In house* – this option assumes either SCC or TDBC "going it alone", continuing the work in the same way as now with short term support from consultants and working with other public sector organisations
- *Insourcing* – commissioning a private sector company to assist with specific pieces of work to achieve efficiencies then leaving the Authorities to continue to manage the services alone
- *Outsourcing* – transfer of staff to an external partner who takes over responsibility for their management
- *Partnering* – staff are seconded to partnership formed with the private sector

7.1.4 Participants were provided with two reports, one based on the research that the programme team had undertaken into partnership models (both outsourcing and secondment models) and the other based on research undertaken by a independent consultancy (commissioned by the Programme Team) into insourcing models. Participants were asked to take into account the findings in the reports to support their assessment.

7.1.5 The overall combined score set out below clearly shows that the partnering option scored highest for each of the stakeholder groups. This outcome supports the findings of the earlier options appraisal but has been seen to be a more robust and more inclusive process, supported by independent research reports. The outcomes for each stakeholder group are attached at Appendix 4.

7.1.6

Weighted Group Scoring

In House: 429
In Sourcing: 503
Outsourcing: 499
Partnering: 707
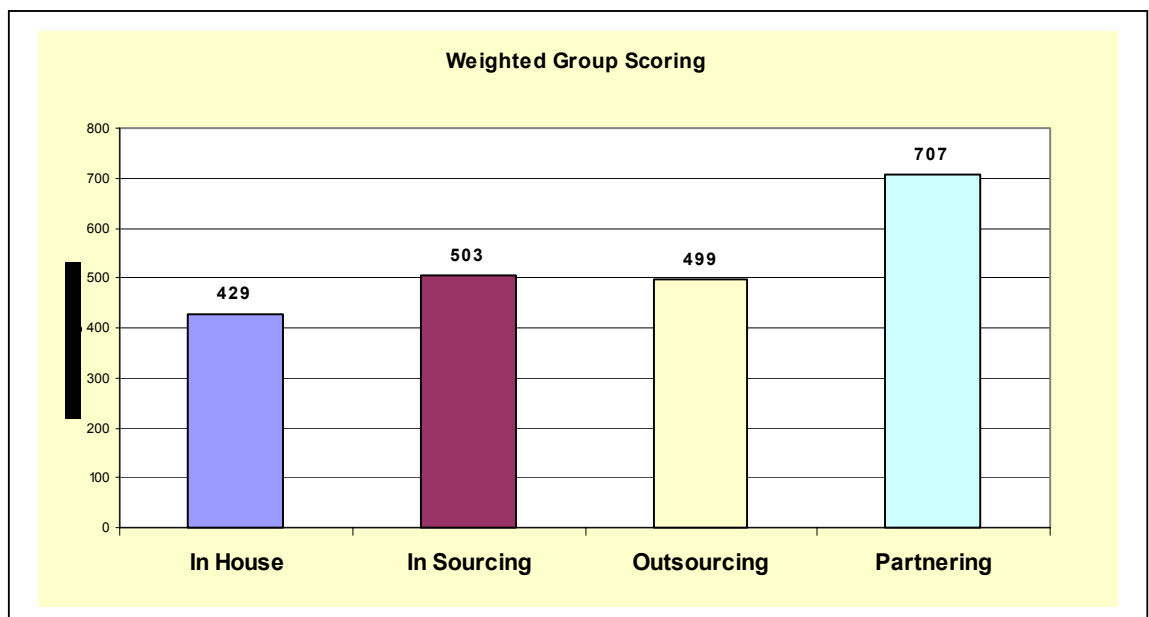
7.2   Affordability

7.2.1   The financial evaluation will be an important part of the overall evaluation of suppliers' bid submissions. In essence the Councils will be looking for the following:

- An affordable and competitive annual service charge
- The highest level of investment in technology and people
- The highest level of savings from efficiencies and business process re-engineering for both the in scope and out of scope services
- To benefit from any new business growth

It is accepted that some of these savings will be needed to fund the investment and deliver the customer access strategy.

Methodology and Modelling

7.2.2   At this stage it is important to understand that it is not possible, nor necessary, to produce a fully costed or detailed financial plan. Precise costings will emerge when potential suppliers begin to set out what can be provided and how they intend to do it. The model is not our bid expectation but proves that, overall, prospective partners should be able to submit bids that are affordable and that meet our expectations.

7.2.3   The in-sourcing model was included in the original OBCs to establish a baseline position of what the Councils estimate it would cost to achieve our objectives if we funded the investment ourselves and bought in consultancy services. However, following the revised Options Appraisal undertaken in January this year it is clear that the in-sourcing and outsourcing models do not meet our objectives as well as the collaborative model and therefore fall short as comparators. The councils have therefore decided that these models will no longer be progressed.

7.2.4   As before, the affordability model remains a complex calculation comprising several different variables. As we are still in the early stages of the programme, and no information is yet available from prospective partners, the model has to be based on a set of working assumptions. However it is important to note that a number of these assumptions will be subject to further discussion and amendment.

7.2.5   The financial model is flexed around major variables, including the amount of business process re-engineering (BPR) efficiencies which the partnership could achieve.

> **These assumptions will all be revisited and refined as more information becomes available.**

7.2.6 Overview of Affordability

The affordability model has been re-assessed by both councils and our financial advisers. The model continues to show that the strategic partnering option is affordable and is best suited to delivering our joint objectives.

> **Overall, based on the assumptions in the affordability model, the partnering option based on secondment results in the most affordable solution.**

8. The Programme

8.1 Preferred Option

8.1.2 Following the updated Options appraisal (see section 7) the intention is still to progress the strategic service partnership route. Contracts of a similar scope, value and desired outcomes to that of Somerset have been signed both in unitary and two tier councils. It is therefore not unrealistic to expect that we can achieve our aims.

8.1.3 Once the partnership is established it will be able to provide services to other authorities and public bodies across the South West through a framework contract. Other District Councils in Somerset and other authorities have registered their interest in the associated framework agreement, thereby enabling them to take advantage of this opportunity at any point during the first four years of the contract. In doing so they would be able to negotiate the contract duration to suit their own requirements within the overall timeframe of the partnership. By registering interest this allows these authorities to make use of the OJEU and evaluation process which is being followed by the ISiS programme for their own procurement process.

8.1.4 Authorities who have not registered an interest will be required to undertake their own procurement process and the partnership would be required to bid in open competition for the work.

8.1.5 The need to include a robust, flexible and future proof exit strategy was identified at an early stage. Both Councils realise that they need to plan carefully for future events that could affect the programme's viability (e.g. future local government reorganisation, legislative changes, financial stability of the strategic partner) and plan a strategy that allows the Councils to exit from the partnership in a way that does not damage customers, services or staff.

8.2 Attractiveness to Market

8.2.1 In order to understand the appetite of the market for a programme of this type a soft market testing exercise was completed. Nine companies were initially invited to attend informal meetings with the programme's senior responsible owners, and the programme managers. Six attended and the meetings followed a set agenda covering the key themes of scope, procurement timetable, contract term, value and principles of partnerships, key issues, supplier experience, market development and capacity and interest in Somerset. A further supplier consultation with the same format was held before the contract was advertised following specific requests from six companies who had not been part of the original exercise but had heard about the ISiS programme and wished to find out more.

It is important to note that the soft market testing process does not form any part of any evaluation of suppliers, rather it was intended to inform the decision making process within the Council. A rigorous procurement process is now being followed and all companies whether or not they have taken part in the market sounding exercise will be assessed in the same way.

8.2.2 The response to the OJEU and submission of the shortlisting documentation, with a total of nineteen companies wishing to be involved either as sole bidders or as part of a consortium, supports the initial interest from the market.

8.2.3 The previous outline business cases provided details of a number of partnership programmes already in existence and the ISiS programme team is continually monitoring progress with these and with a number that are currently in procurement. Bradford City Council and Birmingham City Council are two authorities which have recently signed contracts. Walsall on the other hand has recently failed to reach signature after a lengthy negotiation. SCC and TDBC are aware that a key requirement of a successful deal is a clear statement of requirements and an understanding of the deal breakers before the invitation to negotiate is issued.

In addition to ISiS, there are currently two other strategic service partnerships following a similar procurement timetable, Southampton City Council and Swindon Borough Council, but this does not appear to have diluted the market interest in Somerset.

8.2.4 It should also be noted that the services identified as in scope are not failing services but to the contrary, are well run in the current context. SCC has already committed to investing in upgrades to the financial system to facilitate e- procurement and to a new payroll system which is currently being implemented.

8.3 Programme outputs

8.3.1 The Programme will produce a portfolio of outputs which will facilitate the delivery of a strategic service partnership to meet the Councils' objectives.

8.3.2 The following tangible products are the infrastructure and documentation necessary to produce a successful outcome:

- Programme Initiation Document which includes the project management structure, the programme plan, the communications strategy and plan, the risk strategy and register, the quality assurance strategy and plan
- Strategic OBC
- OBC
- Final Business Case
- OJEU notice
- Pre Qualification Questionnaire
- ISOP
- Bidders Information Prospectus
- Short-listing Assessment Matrix
- Documentation and proformas for Invitation to Negotiate
- Bid Evaluation Matrix
- Contract Terms and Conditions

8.4 Critical success factors

8.4.1 The programme has the clear aim of delivering a strategic service partner. To ensure a successful outcome there are a number of critical success factors relating to the programme management function.

8.4.2 The following checklist will be used to ensure that the programme is managed appropriately and that it progresses in accordance with the programme plan:

Programme principles
- A clear strategy exists for improving corporate and transactional services
- Links with Change Agents and other authorities addressing this change are explored
- There is a business case for change which has a clear vision and objectives
- All potential programme and delivery options have been evaluated
- The programme fits within the local authorities' overall corporate strategy
- The programme will deliver the required business objectives
- There is demonstrable commitment to the chosen programme
- The programme has the potential to succeed against SMART objectives
- The chosen programme demonstrates Best Value

Affordability
- Cost/benefit of change has been assessed against a robust base line
- Funding sources for change have been identified
- Initial programme cost estimates have been produced
- Current delivery of services represents Best Value

Managing Process and Resources
- Skills and resources exist to develop and transform these services
- Adequate programme structure, resources and monitoring exists
- Time and resources are available to develop the baseline and deliver the programme
- Programme management roles are assigned and understood
- Boundaries of responsibility and accountability are clear and understood

Managing stakeholders and communications
- Common goals and clearly defined deliverables have been agreed
- Visible commitment of sponsors to programme and business objectives
- Sufficient delegation of authority/decision making to principal managers
- Comprehensive stakeholder management and communications plan exists
- Formal and informal consultations established and participation encouraged
- Issue resolution and change control strategies exist

Risk Management
- Risk management arrangements are understood
- Strategic risks and how they are assessed and managed are visible
- Risk contingency arrangements and costs are understood

Understanding the Market and the Environment
- Delivery of these services within and by the authority is the best solution
- Working with other authorities/public bodies has been evaluated
- Market has the capacity to respond to the proposed solution
- Market feasibility has been tested (especially if collaboration is involved)

Good Practice
- Use has been made of existing toolkits and techniques
- Progress by other authorities and Change Agents has been incorporated

Technical Issues
- Services performance has been benchmarked/tested
- External and internal advisors are objective and impartial

Suggested Guidance
- Gateway reviews
- 4ps procurement packs and know how guidance material
- ODPM strategic partnering taskforce materials
- 4ps the OBC
- 4ps the full business case

8.5 Management

Management approach

8.5.1 The programme will be managed in accordance with the principles of Prince 2. As the programme is now a collaboration between SCC and TDBC and includes a number of programme workstreams it is structured as a programme to ensure that all workstreams are co-ordinated through a single programme manager.

8.5.2 The programme structure is detailed at Appendix 6.

8.5.3 The roles and responsibilities of the various elements of the programme organisation are described in Appendix 7.

8.5.4 External advice is being provided by the 4ps, an 'independent' government agency which specialises in partnerships. However the Councils will need to seek further specialist legal, financial and commercial expertise at key stages of the programme to ensure that all processes and the basis for decisions are robust and fit for purpose.

Risk Management Strategy

8.5.5 Clearly a programme of this scale and nature will carry a number of significant risks. Both Councils have a tried and tested methodology for assessing and managing risk and this programme will be no different. A comprehensive risk register is being maintained by the programme and is reviewed on a regular basis by a Risk Review Board which includes independent corporate risk management and QA (audit) functions. Risks are reported to the Programme Board as a standard agenda item within the progress reporting process. The Risk Register is appended to the programme PID, both of which are available through the ISiS Programme Office.

8.5.6 Risk is the chance of something happening that will have an impact upon objectives. Risk can be defined as the chance of exposure to the consequences of future events. Risk becomes a major factor to be considered at a number of stages in the life of a strategic service partnership programme:

- In the programme management (programme risk)
- In the evaluation of proposals (deal risk)
- In the transition (transition risk)
- In the partnership relationship (operational risk)

8.5.7 Other risk areas to consider are reputational risk - risks from any of the above listed stages that might impact on customers, users, stakeholders or the marketplace and political risk – an uncertain political climate can adversely affect the effectiveness of the partnership or the willingness of others to partner with the authorities.

8.5.8 Risk can increase in multi-authority programmes and this is reflected in the risk management plan. The guiding principle is that risk should sit where it is best able to be managed out and mitigated against.

8.5.9 These risks will need to be quantified, the potential impact costed where appropriate, and mitigating actions allocated and tracked once they have been agreed by the Joint Programme Board.

Gateway Review Process

8.5.10 The Gateway review process, managed by the 4ps (a government agency) examines programmes at critical stages in their lifecycle to provide assurance that they can successfully progress to the next stage. Both Councils have requested reviews at the following key milestones:

- business justification – review of business case
- investment decision – review of procurement process and evaluation
- Readiness for service – review of implementation programme

8.5.11 The first Gateway review took place in early May 2005 and a number of recommendations were made. These were developed into an action plan and were addressed prior to proceeding to procurement. A second formal review of the Business Case was introduced in August 2005 in advance of placing the OJEU notification. It is planned that internal and external audits of the programme will be overseen by the Quality Assurance Manager.

8.6   Communications

8.6.1 This programme has a far-reaching remit touching all aspects of service delivery and it is therefore vital that all stakeholders are kept appraised of both Councils' intentions, overall progress and key decisions in a timely and accurate way.

An outline joint communications strategy has been developed and agreed identifying all stakeholders, the communication channels for communicating with them, key messages and ways for staff to express their views. This is included as Appendix 1.

Based on this outline strategy detailed strategies have been prepared for each council. These detailed strategies form the basis from which monthly communications plans are prepared and implemented.

Good communication has to be built into this project and is critical to the successful management of the change process.

8.6.2 The programme has been initiated at top management level and is wholeheartedly supported by the Chief Executives, their Senior Management Team and the relevant corporate services managers. It has

cross party political support. The Directors from both Councils act as programme champions.

8.6.3 The Councils have established a strategy to ensure that the communication messages are consistent at all times.

8.6.4 We have both begun communications exercises with our staff and have to date held a number of briefings for senior managers, corporate services staff and other staff across both organisations.

The direct impact on people in Somerset should not be underestimated. Overall they will benefit from transformation of the customer experience through increased ease of use and round the clock access to services. In addition, a key objective is for us to attract a partner prepared to invest in Somerset and create employment opportunities for the wider community.

TAUNTON DEANE BOROUGH COUNCIL

EXECUTIVE – 5 APRIL 2006

REPORT OF THE PARKING & CIVIL CONTINGENCIES MANAGER

FUTURE OF CCTV MONITORING
(This matter is the responsibility of Executive Councillors Lewin-Harris)

1. PURPOSE OF REPORT

1.1 The report brings before Members proposals for the medium term future of monitoring the Taunton and Wellington town centre CCTV systems and seeks a decision as to the way forward.

2. EXECUTIVE SUMMARY

2.1 The present monitoring is undertaken by Parking Services using Parking Attendants by day and other staff during late evenings. Active monitoring takes place during limited hours, with recording from all cameras on a continuous basis. There are drivers to increase the active monitoring hours to 24 hours seven days a week (24/7) and to move to fully dedicated specialist operators. Two options exist to achieve this – one by employing specialist staff directly and one by entering into a partnership with Sedgemoor District Council.   This has been considered by the Community Leadership Panel. Consultations have been carried out with stakeholders within the Crime & Disorder arena. The proposals and responses are outlined in the attached documents.

3. BACKGROUND

3.1 The Borough Council first introduced CCTV into Coal Orchard, Old Market Shoppers (OMS) and Kilkenny car parks in 1995 as a response to criminal and anti-social behaviour. The Control Room was established within the OMS multi-storey in conjunction with the Car Parking Inspectorate offices. Over the next five years the number of car parks covered was increased to ten across those which, according to the Police, had the highest criminal activity.

3.2 At the end of the 1990s the Home Office had measures to reduce criminal and anti-social behaviour at the top of its agenda. It began a programme of bid funding for CCTV schemes within town centres where such behaviour, and perception of it, reached certain levels. The Taunton Deane Crime & Disorder Partnership made a bid in 2001 for a scheme to provide cameras within Taunton town centre. At the same time the Borough Council agreed to provide additional capital money to extend the coverage in Taunton and put cameras into Wellington. The Borough Council also took on, on behalf of the Partnership, the ongoing revenue costs involved in monitoring and maintenance. The bid was successful.

The CCTV system presently comprises 31 cameras in Taunton car parks, 22 around Taunton town centre and 6 in Wellington town centre.

3.3   It was decided to extend the Control Room at OMS and to continue with the arrangements whereby the newly-created Parking Services Unit, now delivering the Decriminalised Parking Enforcement (DPE), undertook the proactive monitoring. Staffing levels were set accordingly, with Parking Attendants doing short shifts in the Control Room as part of their normal duties and other personnel being recruited to cover the late evening duty.

3.4   Following discussions with the Police active monitoring hours were fixed as 0800-0100 hours on Mondays, Tuesdays and Wednesdays; 0800-0300 on Thursdays, Fridays and Saturdays and 0800-1800 on Sundays. Parking Attendants cover the cameras until 2100 hours, with two working in the Control Room during daytime hours and one in the evening. Other staff working alone cover the late shifts. The cameras operate on a pre-programmed sweep and record during the unmanned periods, resulting in 24 hour recording

4   DRIVERS FOR CHANGE

4.1   Both the DPE and CCTV operations have grown in complexity since their inception. Demands on the staff are increasing to the point where it is now considered that neither operation can be delivered at the required level. This is not a criticism of the staff, who provide an excellent service and who have been instrumental on the CCTV front in several high profile anti-crime initiatives, and on the parking front in keeping fairly congestion-free town centres, looking after residents' parking schemes and collecting a large amount of income. However, the skills required to deliver each service are diverging to the point where specialists or dedicated staff must be considered.

4.2   The needs of the CCTV service are evolving, both in relation to changing legislation and the expectations from both the police and public. Data Protection, Freedom of Information, Human Rights and Regulation of Investigatory Powers legislation all potentially have a major impact on the way the CCTV operation must be managed, with increasing demands from the public. The Private Security Industry Act 2001 is best known

for dealing with licensed premises door staff and vehicle immobiliser agents (wheel clampers). However it does cover many aspects of CCTV operations, including those operating in the public domain. Amongst its requirements are ones for all such installations to be licensed and for all employees working at any level with the system to be trained to a national standard. This would require all Parking Attendants and Managers within Parking Services to undergo a comprehensive, and relatively expensive, training package.

4.3   One consistent outcome from rounds of recent public consultation exercises has been the public's increasing concerns over the levels of crime and anti-social behaviour, and fear of crime. Members have responded to this by making tackling these issues one of the Council's key priorities. The present CCTV monitoring hours do not meet with changes in leisure industry operating hours following the Licensing Act, to the extent that we are not actively monitoring activities around closing times. Extending monitoring activities to 24 hours 7 days a week would be one step in delivering against this priority.

4.4   The Police are making increasing use of the CCTV system for investigating incidents within Taunton and Wellington town centres. The importance and value of CCTV evidence is increasing, but this brings with it the potential for legal challenges. The technology surrounding digital images and the ability to manipulate them brings more training needs. The public are also becoming more aware of their rights under the legislation mentioned above and the number of disclosure requests is increasing. Both these increased uses are involving supervisory Parking Services staff in many hours work in reviewing tapes, taking their focus and attention away from the main business of managing the on- and off-street parking operations and maintaining the revenue stream.

4.5   Senior local Police Officers have stated that, despite the best efforts of all concerned, the current CCTV service is not delivering the present needs of the Police. They feel that the

originally agreed monitoring hours no longer cover the night-time economy and sometimes do not produce potentially valuable visual evidence to back up criminal prosecutions. Also, the present service is not flexible enough to be able to respond to conflicting demands. In addition, from the Police perspective there is a security issue. They are moving to a new radio system, named Airwave, and want to use this to have direct communications with CCTV Control Rooms. This radio system carries all Police transmissions and ideally should be restricted to a secure environment with the minimum of recipients. The present CCTV operation involves some 24 individual staff in "part-time" monitoring of the system. This is too many for reasonable security of Police operations, which require a smaller number of dedicated operators.

4.6 Since the introduction of DPE in February 2001 there have been numerous additions and alterations to the parking restrictions throughout Taunton Deane. The priority given to the CCTV service, when combined with the East Reach Clearway requirement, has meant some areas have not received the attention they are due. This can lead to congestion problems and also a general disregard for the restrictions themselves. This has manifested itself in requests from some rural areas for an increased presence. As mentioned earlier, the hours spent by Senior PAs in reviewing tapes are hours when they are not available to manage the on- and off-street operations or deal with the many and varied requests coming from the public. This results in pressure at all levels within the Parking Services Unit.

5 OPTIONS FOR THE MONITORING SERVICE

5.1 There are four options to be considered

- leave the service unchanged in its present form;
- employ dedicated CCTV operators within the existing level of service;
- employ dedicated CCTV operators to deliver an enhanced level of service providing a 24 hour 7 day active coverage; or
- enter into a form of partnership with another organisation to deliver a 24 hour 7 day service.

5.2   The status quo is not considered an acceptable option as it leaves all challenges unanswered and would probably result in a gradual decline in the CCTV service's ability to deliver the Council's key objectives.

5.3   Separating the two services and employing dedicated operators to cover the current active monitoring hours would meet the challenges posed by legislation. It would require a team of operators and an additional supervisor to become expert in all CCTV-related fields, and for senior Parking Services managers to be trained in all the legal aspects. It would not meet the Police requirements for increased active monitoring, but would deal with the security issues.

5.4   Enhancing the service to a 24 hour 7 day level would meet all the drivers for change. It would require the commitment to training staff at all levels.

5.5   Entering into a partnership with another organisation to deliver a 24 hour 7 day service would deliver all the drivers for change. It could also remove the need for future capital investment in monitoring and recording equipment. There would also be benefits in economies of scale. Sedgemoor District Council has expressed an interest in partnering Taunton Deane in providing such a service from its existing 24 hour 7 day CCTV Control Room. The Police are supportive of such an arrangement and feel it would enhance the overall level of service provided. The Sedgemoor service presently covers several towns within its own District as well as monitoring Yeovil town centre on behalf of South Somerset District Council.

5.6   Sedgemoor's proposal includes the following elements:

- provision of 24/7 monitoring and recording in accordance with an industry approved CCTV code of practice;
- undertaking the reviewing, copying and exhibiting evidence to Police personnel in accordance with their requirements;
- using an existing fibre optic link to Taunton Police control room to relay Taunton and Wellington CCTV images to Police control room dispatchers;

- providing evidence in Court when necessary
- collating statistical evidence on the performance of the CCTV operation for management at Taunton Deane;
- providing adequate cover in the event of holiday or sickness absence;
- recording camera and other equipment fault details and passing to the appropriate organisation;
- to undertake, if required, the tender process for an equipment maintenance provider;
- bearing the costs of SIA training and licensing;
- bearing costs associated with provision of Police "Airwave" radio;
- TUPE provisions for TDBC staff if necessary;
- production of Service Level Agreement; and
- undertaking the recruitment and training of any additional staff that may be required to cover for the increase in workload. This will also incorporate all training and vetting to 'Counter terrorism' level, an Avon & Somerset Police requirement for deployment of "Airwave" radio.

6 OPERATIONAL CONSIDERATIONS

6.1 The CCTV service exists to fulfil the Crime & Disorder Partnership's, the Council's and the Local Strategic Partnership's objectives to prevent and reduce criminal and anti-social behaviour and the fear of both.

6.2 In fulfilling this role the service is part of the Taunton Retailers Against Crime (TRAC) and the PubWatch initiative for licensed premises. Whether the service continues to be provided locally or by Sedgemoor these key links will need to be maintained. Sedgemoor is part of similar arrangements with organisations in Bridgwater, Burnham-on-Sea and Yeovil.

6.3 Using Parking Attendants to monitor during the day makes good use of their local knowledge. Likewise, the experienced night-time operators have built up local knowledge. If the service remained in-house new staff would have to be employed and these would take time to build up the same level local knowledge. If the service moved to Sedgemoor their present employees would need to become familiar with Taunton and Wellington. However, any change in staff under the present system requires a period of local knowledge build-up. The Sedgemoor service also benefits from mapping technology. As a

matter of interest some of the staff in the Bridgwater Control Room live in Taunton.

6.4 The present operation provides additional links between Parking Attendants and supervisory staff in addition to the radio and mobile phone networks. Moving the monitoring service to Sedgemoor would mean that the Senior PAs would become more heavily involved in receiving and dealing with information from patrols on the ground. This would enhance the management of the operation. The CCTV system has been used to record potential incidents involving Parking Attendants and the public. A method of direct communications between the two services would need to be established.

6.5 Our Control Room has been involved in a number of successful operations with the Police. At times they have used it as an operational base. They use the Sedgemoor Control Room for similar operations in Bridgwater and Yeovil. The important issue here is clarity of picture rather than geographical locations. Sedgemoor has a direct video link with the Police Control Room in Taunton. This link would be used to transmit pictures from Taunton and Wellington cameras to Taunton Police Station. South Somerset DC also has a slave monitor within the Council offices.

6.6 The Police are promoting the need for 24 hour monitoring and the advantages that using the newly-refurbished facilities at Sedgemoor. They are the main customer for the existing services from both Taunton and Bridgwater-based Control Rooms. To advocate the proposed change they must be satisfied that the service levels presently achieved through the Taunton-based operation will not be reduced by any move to another location. Discussions with both the Police at Yeovil and South Somerset DC's client officers are satisfied with the service they receive from Sedgemoor

6.7 Sedgemoor have recently upgraded their facilities to take advantage of digital technology and recording techniques. Our facilities are mainly analogue based and will require updating over the next few years.

7 CONSULTATIONS

7.1 A consultation paper, on which this report is largely based, was circulated to the Police and Somerset County Council as major partners on

the Crime & Disorder Reduction Partnership, the Taunton Town Centre Company (who forwarded it to Taunton retailers Against Crime and PubWatch), Wellington Town Council, all Parking Services staff, Unison and Staff Side, and – for information - all Borough Councillors. Two briefing meetings have also been held with Parking Services staff.

7.2 The Police have not submitted a formal response as they are jointly behind the proposals and therefore supportive. No formal response has been received from Somerset County Council, Wellington Town Council, or Staff Side. The written responses from the Taunton Town Centre Company, TRAC and Unison include issues identified above as operational considerations. The responses are appended but can be summarised as

TTCC

- loss of local control of the service;
- retaining of 'real time' communication of incidents in the town centre;
- effective radio communication with TRAC and PubWatch teams which are essential to the safety of Taunton and must not be regarded as a lesser priority than servicing Police requirements;
- loss of local knowledge;
- potential for monitoring resources to be directed away from Taunton to deal with serious incidents in other towns;
- future monitoring provision for extra cameras needed following Vision for Taunton redevelopment;
- potential capability at Sedgemoor to accommodate expansion plans from Yeovil and Bridgwater;
- Sedgemoor CCTV's own service expansion plans; and
- satisfaction of existing customers.

TRAC

- no obvious way of TRAC members being able to directly communicate to CCTV monitoring staff on a "live" basis;
- the potential loss of CCTV staff listening to the TRAC system and being aware of and able to respond to potentially dangerous situations involving both the Police and TRAC members;
- possible deterioration of the existing service by its dilution with service provision to other towns (Bridgwater, Burnham, Yeovil); and
- increased costs to the tax payer resulting in a less satisfactory service.

Unison

- the potential loss of the direct link between staff patrolling on the ground within the town centre areas and the camera operator, and possible resultant health and safety issues;
- how the day to day radio communications between patrol staff and supervisors will be managed;
- the potential detrimental effect on the service provided to TRAC and PubWatch; and
- the loss of local knowledge.

8 RESPONSES

8.1 It was considered that a visit to the Sedgemoor control room by Town Centre Company and TRAC representatives and the opportunity to discuss concerns with staff there would be more beneficial than protracted correspondence. This took place on 21 March involving Lucy Ball, Town Centre Manager, Keith Lowe, Old Market Centre Manager, Cyan Jones, OMC Security Officer together with Jason King and Andrew Sharman from TRAC.

8.2 The Sedgemoor team explained how resources are deployed to cover more than one town and confirmed that additional staff would be taken on to cater for the proposed additional workload. At present they deal with 112 cameras with two staff dedicated to monitoring and other staff dealing with peripheral activities. The staff are experienced in recognising and prioritising incidents where necessary. When a major incident occurs in

any one location additional monitoring resources can be deployed to ensure other locations are not ignored.

8.3 Sedgemoor staff have visited the other towns whose cameras they monitor to familiarise themselves with the areas covered and meet with TRAC and similar organisations. They would do so in Taunton prior to taking on the service.

8.4 The Sedgemoor system is capable of some further expansion to cater for possible additional cameras required by major redevelopments within Bridgwater, Yeovil or Taunton in the next few years. There are no plans to seek to extend monitoring activities to other towns.

8.5 There is a direct audio link between the TRAC operators in Yeovil and the Sedgemoor control room. This would be easy to achieve for Taunton given the hi-tec TRAC system recently introduced. Control room staff monitor the TRAC radio traffic in Bridgwater and Yeovil and would do so for Taunton. During the visit a number of potential benefits for Bridgwater and Yeovil systems were identified if Taunton is incorporated.

8.6 South Somerset District Council have just signed a further three year contract with Sedgemoor to continue the monitoring activities for Yeovil. The Officer responsible at SSDC is satisfied with satisfied with the service and response times provide. He is not aware of any issues relating to TRAC or PubWatch. He is confident that as long as Sedgemoor continue to provide the service within the agreed parameters there would be no issues for him in the service being expanded.

8.7 A further visit for Parking Services staff is being arranged and should, hopefully, take place prior to the Executive meeting. Sedgemoor have confirmed they are happy to monitor Parking Services radio traffic and respond to requests for surveillance and recording. Issues around day to day operational communications are still being investigated but it is believed these can be overcome relatively easily.

8.8 Cllr Lewin-Harris has visited the Sedgemoor control room, with the Parking & Civil Contingencies Manager and Sgt Frewin of the Police's Taunton Town Centre Team. They raised a number of management and operational questions with the Manager there, similar to those dealt with above. The answers confirmed the view that the service the Borough Council provides now would be substantially enhanced by moving it to Sedgemoor, and that local arrangements in Taunton could in the main be replicated at Sedgemoor

9 FINANCIAL CONSIDERATIONS

		Total est cost pa (£'000)
1	No Change (the baseline) £87k direct staffing, £86k infrastructure and maintenance	173
2	Employ dedicated operators at TDBC on present active monitoring hours £140k direct staffing, £86k infrastructure and maintenance	226
3	Employ dedicated operators at TDBC to provide 24 hour 7 day active monitoring £174k direct staffing, £86k infrastructure and maintenance	260
4	Partnership with Sedgemoor to provide 24 hour 7 day active monitoring Sedgemoor's costs (including monitoring, infrastructure and maintenance)	226

9.1   The issues with the present service were acknowledged during the budget setting process for 2006/07 and an extra £50k has been provided for under the heading "CCTV improvements". To move to dedicated operators on current hours would require an additional £3k. To move to TDBC dedicated operators on a 24 hour 7 day basis would require an additional £37k.

9.2   The Sedgemoor price is £226k pa based on the present 59 camera system. Against this would be a saving of our current staffing, infrastructure and maintenance costs of £173k. This option would require an additional £3k to be found over and above the £223k in the budget. Sedgemoor's direct costs for staffing are lower than ours as they are able to take advantages of economies of scale. The maintenance aspect has to include the new required link between the control rooms, a cost neither council incurs now.

9.3   It would be necessary to transmit the CCTV pictures from Taunton to Bridgwater. This would entail a one-off capital cost of £95-100k. Sedgemoor DC has offered to meet up to 40% of this cost, say £40k, in return for a five year commitment from ourselves. The Police have set aside a further £10k and the Crime & Disorder Partnership has already earmarked £20k of its

Home Office grant money towards CCTV enhancements. The remaining £30k would come from the Council's existing CCTV capital budget.

9.4 Investigations into a direct video link from the Control Room at OMS Car Park to Taunton Police Station, via County Hall, indicate capital expenditure in excess of £30k.

9.5 The Vision for Taunton includes redevelopment of the area east of the High Street, including demolition of the OMS Car Park. This would result in the need for considerable capital investment to relocate and fit out the existing CCTV Control Room, probably in the order of £100k.

10 OTHER ISSUES

10.1 Cllr Lewin-Harris and the Parking & Civil Contingencies Manager were recently invited over to Bridgwater Police Station to view a proposal to introduce an Automatic Number Plate Recognition (ANPR) capability to the Police Districts in Somerset. ANPR is basically the ability to read car number plates through existing CCTV cameras, with connections to several databases (including the Police National Computer, British Insurance Association database of insured vehicles and others). Any vehicle which is "flagged" in any of these databases is automatically identified to Police Officers on the ground who then intercept the vehicle as part of a planned operation. This has been working very successfully in other Police Districts, resulting in a number of wanted criminals being apprehended and a large number of uninsured vehicles taken off the road. The Police would like to take this initiative forward by identifying which of our camera locations are best suited for inclusion. It is not likely to be more than ten. There is a cost involved which the Police are not able to be firm about until they have looked at our system. They have advised that in other areas this has been in the order of £2-3,000 per camera. The CDRP received a presentation from the Police at their last meeting and have provisionally set aside some money for this. The system requires a link through the CCTV control room to the various databases. It

is obviously cheaper to the public purse at large if the number of such connections is kept to a minimum.

10.2   The Parking & Civil Contingencies Manager has also been contacted since the CCTV consultation paper was issued by a contractor working on behalf of Avon & Somerset Police HQ at Portishead about providing CCTV video links between our CCTV control room and the Police control rooms at both Taunton and Portishead. We have explained the management proposals under consideration and the contractor accepts that it would be very sensible to wait until a decision is forthcoming. He sees several advantages in linking Taunton to Sedgemoor (which already has a connection Yeovil Police Station) and then into the Police network rather than a number of individual links.

11   CORPORATE PRIORITIES

11.1 The CCTV system supports primarily the Crime Corporate Priority in helping to deliver a safer community.

12   SUMMARY

12.1 The need for moving to active 24/7 monitoring of the CCTV system by dedicated operators is clear to all the major partners and stakeholders. The question is how that is best achieved; by direct employment or by entering into a partnership with another organisation. There is understandably a desire to retain control within Taunton and a number of concerns about a move to monitoring by a third party. It should be emphasised at this point that the proposal involving Sedgemoor is for a five year service provision contract and there is no question of a permanent transfer of the function.

12.2 The concerns raised by stakeholders have been taken up with Sedgemoor and acceptable responses received. South Somerset DC have reaffirmed their satisfaction by renewing their contract.

12.3 The timescale for the Vision for Taunton is such that within five years the Council will need to make a decision concerning funding the permanent CCTV infrastructure.

13   RECOMMENDATION

13.1 The case for moving to a 24 hour 7 day active monitoring service is well established. The operational issues arising from a transfer of the monitoring services to Sedgemoor can be dealt with in a satisfactory

manner. In revenue expenditure terms the figures clearly show the Sedgemoor proposal delivers a better financial option.

13.2 Given all of these factors it is recommended that the Executive approve the proposal to enter into an agreement with Sedgemoor District Council for a period of five years for provision of CCTV monitoring on terms to be agreed by the Strategic Director in conjunction with the responsible Executive Member.

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TAUNTON DEANE BOROUGH COUNCIL

EXECUTIVE 5TH APRIL 2006

REPORT OF STRATEGIC DIRECTOR
(This matter is the responsibility of Executive Councillors Hall and Leighton)

INFORMATION MANAGEMENT

EXECUTIVE SUMMARY

This report outlines the Councils resourcing requirements to effectively manage and maintain "information".

The report suggests three new roles within the organisation, and requests the necessary funding to allow this to happen.

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1   Purpose of Report

1.1   To present, for <u>discussion</u>, a proposal around the resources required to effectively manage information at Taunton Deane Borough Council.

2.   Background

2.1   Corporate Management Team has recently discussed "Information Management", and now have an agreed strategy on how this will progress within the Council.

2.2   This strategy outlines the principles of managing records, our statutory obligations, and gives CMT some clear recommendations on how to improve our current position.

2.3   Information is our corporate memory, and effective management of that information is critical to the operation of a diverse organisation such as a local authority. Good information management practices will bring the following benefits to the organisation:-

- Improved efficiency through making information quickly and easily available to those who need it.
- More straight forward compliance with legislative requirements such as data protection and freedom of information by enforcing consistent management of all information, including e-mail.
- Improved customer service through ensuring the definitive version of any information is easily found and made available.
- Reduced business risk by ensuring all information is backed up and can be restored if needed

2.4   One of the key areas of concern is regarding our current organisational arrangements. The current officer structure does not readily support

good records and information management practices. Currently, there are a number of posts who could claim to have some responsibility in this area, but there is no clearly established Information Manager at a corporate level.

2.5   Discussions at CMT have identified three separate roles around managing information :
- Information Management
- Information Support
- Marketing
The roles are quite distinct and the remainder of this report sets out the key functions and responsibilities of each position.

3.   The Roles
3.1   Information Management
This is a strategic management role. The main areas of responsibility are:-

- To continue to develop and refine the Information Management Strategy.
- To design the framework for holding information throughout the organisation.
- To provide clear guidance and support to service units and staff on the management of documents and records.
- To ensure that statutory requirements relating to the management of information are met.
- To ensure the proper working of storage, review and disposal procedures for records and information.

3.2   Information Support
This is a more operational level post. The main areas of responsibility are:-

- To implement the requirements of the information management strategy.
- To develop and promote the website as a principal means of communication on customer access both to internal and external customers. This will also be a requirement of the marketing post.
- To ensure that all information sources, including Web Content are accurate, timely, relevant and well written.
- To ensure the Web Content is easy to find both on the site and through the Internet search options.
- To embed the need to keep Web Content up to date and relevant to all services.
- To work alongside managers to ensure all of the above is delivered.

3.3 Marketing

- To develop the website as a principal means of marketing and promoting council information, services, events and initiatives.
- To develop and promote the website as a principal means of customer access and dialogue with the Council. This will require close working with the Information Support post.
- To ensure that content of the website reflects and promotes the Council's corporate identity and brand.
- To ensure that the content of the website is accessible and user-friendly for all sections of the community,
- To develop effective links with managers across the Council to ensure delivery of the above.
- Promotion of e-services and take-up rates.

4. Funding

4.1 None of the posts outlined above are included in the Council's base budget. Should the Executive decide to progress all three roles, then extra funding will be required.

4.2 An opportunity has arisen to fill the Information Support role quite quickly. A strong candidate is just about to finish work on another Council project, and will be returning to her normal role in Customer Services as a Supervisor. It would be opportune to develop this Supervisor role to incorporate information support as a main function and ask her to fulfil this role. It is felt that the post would be ideally placed within Customer Services to take forward service information through all access channels and would thus require no additional resources. This post could therefore be filled using existing resources.

4.3 The other two posts require a bit more work prior to recruitment. The Strategic role will be closely linked to the ISiS project and work that the county Council are also doing in this area. It is suggested that further work is done in this area, jointly with the County Council, before firm proposals are made.

4.4 It is envisaged that the Marketing role will be roughly at a salary of £25k. This would be subject to job evaluation, and would have oncosts attached and therefore new funding of around £30k per annum will be required. It is envisaged that this post would best fit within the Communications Team.

4.5 It is hoped that over time the Marketing role will secure sufficient efficiencies to make this post self-funding. It is difficult to be more precise at this point in time. The future base budget will reflect any efficiency gains made.

5.   Recommendations

5.1   The Executive is requested to consider the current resourcing of the Information Management function and to support:-

a/ The development of a Supervisor role within Customer Services to establish the Information Support role (and the movement of existing budgets to facilitate this); and

b/ The request to full Council for a supplementary estimate of £30,000 ongoing revenue funding to fund the new role of Web Marketing Officer.

c/ To note the position re the role of Information Manager, and to request officers to progress this further with colleagues through the ISiS project.

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