

# **Taunton Deane Borough Council**

**Executive - 14 January 2009**

## **Pioneer Somerset – Update Report**

### **Report of the Leaders of the six Somerset Councils**

#### **1.0 Purpose of the Report**

- 1.1 This report has been jointly written by the six councils and is being presented in the councils' various decision making fora throughout December and January. The report details for the six councils the progress made to date on the development of the Pioneer Somerset Programme, this being a programme of work, supported by RIEP (Regional Improvement and Efficiency Programme), formerly LIFT South West, designed to radically transform and enhance the system of multi-tiered local government across the County.
- 1.2 To report the progress of the programme to date against the original PID (Project Initiation Document) – see Appendix A. The PID was agreed by the six councils over the May to June 2008 period.
- 1.3 To agree the way forward for Phase 2 of the project, including proposals for the various work streams, programme management and governance arrangements.

#### **2.0 Background**

- 2.1 Pioneer Somerset is a programme of work being undertaken by partner authorities to deliver a range of outcomes as detailed in 2.3 below. The principal local authority partners are:-
  - Mendip District Council
  - Sedgemoor District Council
  - Somerset County Council
  - South Somerset District Council
  - Taunton Deane Borough Council
  - West Somerset Council
- 2.2 Members across each of the partner authorities received an initial report in May 2008 seeking approval to move forward with Phase 1 of the programme, which it was estimated would run for approximately one year. The original PID estimated an end to Phase 1 during November 2008. This report updates the six councils on progress at the end of the Phase 1 period.
- 2.3 The aim of phase one as previously agreed by each authority was :-

- *To deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual Council.*
- *The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in Section 2 of the PID.*
- *A series of further Project Initiation Documents will be appended to the action plan, with further bids for RIEP (LIFT SW) funding as appropriate*

2.4 The following outcomes have been agreed by each authority and are reflected in the original PID. These outcomes are challenging, and set out clearly the benefits to be realised from enhanced two-tier working in Somerset. The 'base year' for these outcomes will be 2006/07, unless specified otherwise.

### **Outcome 1 – Efficiency**

*To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).*

### **Outcome 2 - Customer satisfaction**

*For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.*

### **Outcome 3 – Reputation and Partnership Working**

*To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.*

2.5 The outcomes outlined above are supported by the following *underlying principles* as developed jointly by the Leaders of the partner authorities in December 2007.

- To work together effectively
- To reduce costs
- To increase value for money
- To establish governance arrangements when working in partnership
- To devolve service delivery to the most local level possible.

## **3.0 Programme Update**

3.1 As outlined in the original report, the Pioneer programme of work comprises a number of workstreams, nine in all. Updates for each of these are provided in summary at **Appendix B** and summarised in **Table 1**. This report provides an update on all nine workstreams, explores the interconnectivity between each and proposes how they can be re-phased, where appropriate, to ensure effective delivery.

3.2 By way of an overview of progress, there is no doubt that the Pioneer Somerset Programme has stimulated a huge amount of joint debate and activity between the six councils that would not otherwise have happened. This has enabled the six councils to build on the established track record of joint working. However, what is most apparent over the May to November period has been that much of the progress that has been made has been unstructured and has fallen outside of the programme plan outlined in the PID. Progress has been made on the back of initiative shown often by individual members and officers stimulating debate and this should be welcomed. However, the conclusion of the Leaders Group is that the Pioneer Somerset Programme now needs to embrace this unstructured activity, ensure that the benefits are being recognized, tracked, and spread where appropriate across the six councils. Therefore a more structured approach to bringing the overall Pioneer Somerset programme back on track is now necessary. This is provided for by the recommendations in this report in support of revised programme governance and management arrangements and proposals to prioritise actions under the programme. To give more direction to Pioneer Somerset, the Leaders Group would like all six councils to add to the programme's vision reference to an ultimate ambition omitted from the original words in the PID. This is covered by the recommendation at paragraph 3.3 below.

**3.3 *Recommendation 1 - Ambition: to strengthen the vision of Pioneer Somerset through the inclusion of reference to the ultimate ambition of the programme to 'deliver better services for all residents and communities of Somerset'.***

3.4 The result of the approach set out in paragraph 3.2 above therefore is that this report does not at this stage contain a comprehensive action plan as proposed earlier in paragraph 2.3. Also, the workstream PIDs are at an earlier stage of development that had been hoped for by this time.

3.5 The PID documents for each of the Pioneer workstreams as they stand at this stage of their development are attached as Appendix E.



Table 1

Work stream	Lead	Key Outcomes From Project PID	Update	Proposed Next Steps
<b>Strategic Leadership (Political)</b>	SSDC	<ul style="list-style-type: none"> <li>• Vision for political leadership for Somerset that is aligned with the overall aims of the Pioneer Somerset project.</li> <li>• Options for political leadership put forward</li> <li>• Somerset Summit Board formally constituted and linked to each Council's own constitution</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID Aug 08</li> <li>• Baseline established: current political arrangements, costs appraisal</li> <li>• Best practice nationally researched and analysed</li> <li>• Options generated</li> <li>• Options paper presented to CEO/ Leaders 26 Sept 08</li> <li>• Joint Area Committees report approved at SSDC Full Council 30 Oct 08.</li> </ul>	<p>Although specific recommendations have been made within the completed report for this work stream, outcomes from this workstream are likely to be taken forward incrementally as the programme matures. A significant pilot project establishing joint committees in the South Somerset area is now in place as the first major formal outcome and will be monitored closely to see how it might inform developments in other district areas.</p> <p>Informal activity under this workstream instigated by the Pioneer Somerset programme, ie joint meetings of county / district portfolio-holders will be regularised under the guidance of the Pioneer</p>

				Somerset Board.
<b>Strategic Leadership (Managerial)</b>	SDC	<ul style="list-style-type: none"> <li>• Revised senior management arrangement to be proposed linked to a phased programme of shared service delivery by Nov 2008</li> <li>• Protocol agreed for inter-authority working and joint strategy development</li> <li>• Implementation of any changes in year 3</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID has been produced by SDC.</li> <li>• Discussions have been held between Leaders and CEXs within and between the partner authorities on a range of options for alternative structures.</li> <li>• Preferred options have been identified.</li> <li>• No wider consultation has been undertaken</li> </ul>	Further work to be undertaken when clarity on the shared service workstream achieved. Transition to any reduced and or shared management structures to be considered when more certainty on the programme overall has been reached. There remain significant political barriers to moving forward until the partnership has matured. However partner authorities are fully assessing the need to fill senior posts in the short term and where appropriate holding these open pending further agreement.
<b>Enhanced Strategic Partnership Working</b>	SCC	<ul style="list-style-type: none"> <li>• Delivery of integrated and streamlined arrangements for LSPs across Somerset. To be achieved by having a consistent and integrated approach to strategic planning, identifying community needs, prioritization, performance management of shared targets and outcomes and engaging with the community.</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed August 08</li> <li>• Desk top research completed – best practice nationally</li> <li>• Reviewed statutory guidance, research papers, issue review documents from</li> </ul>	To develop proposals in discussion with a wider range of partners. Specific two tier issues to be referred to Pioneer Somerset to consider.

			<p>CLG</p> <ul style="list-style-type: none"> <li>• Work commenced on Strategic Planning and Performance Framework for Somerset.</li> </ul>	
<b>Service Devolution</b>	SSDC	<ul style="list-style-type: none"> <li>• Establishment of current position with regard to devolution of District council services</li> <li>• Opportunities for service devolution identified and costed</li> <li>• Devolvement of services to most appropriate level agreed and implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed August 08</li> <li>• Devolution survey completed and sent out to Town/ Parish councils 18 Sept 08. Deadline for responses 12 Dec 08</li> </ul>	<p>This will depend on the outcomes of the devolution survey which will be reported back to the Pioneer Somerset Board for consideration.</p>
<b>Community Engagement and Empowerment</b>	SCC	<ul style="list-style-type: none"> <li>• Simple and consistent ways for residents and other stakeholders to engage and influence Council services</li> <li>• Engagement designed around service users not organisations</li> <li>• Improved decision making and scrutiny through better community engagement and empowerment</li> <li>• Greater support for the the role of Councillors as community champions</li> <li>• Evolution of local joined-up multi-agency engagement and empowerment arrangements</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed August 08</li> <li>• Emphasis has been on discussions about improvements to sub-district arrangements. There have been specific developments in 4 of the 5 district areas including the agreement to establish Joint Area Committees between the County</li> </ul>	<p>As part of the proposed re-phasing, to integrate as a cross cutting theme across all workstreams.</p> <p>Specific 'community engagement' initiatives such as informal arrangements already agreed with the district councils eg the Taunton Unparished Fund Panel will be monitored and evaluated with a view to see how they might inform developments in other district areas.</p>

			Council and South Somerset District Council	
<b>Workforce Development</b>	SCC	<ul style="list-style-type: none"> <li>• Identify current workforce development gaps for each authority and conduct a cross authority Gap</li> <li>• Identify workforce development pockets of good practice in each authority and consider how to maximize benefit</li> <li>• Develop strategies and protocols that permit a more joined up approach and process to recruitment, progression and succession planning on an inter-organisational basis</li> <li>• Develop an inter-organisational recruitment and redeployment protocol</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed August 08</li> <li>• Meeting had been arranged with representatives of each council to discuss the PID and the suggestions put forward. The intention is to develop proposals through consensus</li> </ul>	As indicated the intention is to move forward through consensus. Progress is very much dependent on the level of aspiration that each council wishes to exercise concerning workforce development issues, as well as the impact that the other PIDs will have on the respective workforces.
<b>Customer Access</b>	TDBC	<p><b>Year 1</b></p> <ul style="list-style-type: none"> <li>• Single customer access strategy in place – incorporating common standards for all customers (Nov 08).</li> <li>• Pilot(s) of joined up approaches to customer access in place, to inform strategy development and implementation (Nov 08)</li> </ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"> <li>• One consistent approach to customer access embedded and being delivered in localities across Somerset.</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID has been produced by TDBC. No consultation or exploration of this has taken place with other councils</li> </ul>	The Wellington based locally based needs service delivery pilot between SCC and TDBC will be explored to consider the potential for other areas of Somerset.



<b>Sector Led Support</b>	SCC	<ul style="list-style-type: none"> <li>• Embed arrangements for mutual aid, joint development and learning across all principal authorities by year three of the programme -2011</li> <li>• Bring all Somerset Councils up to the same high standards of performance, financial and resource mgt in their corporate governance and service delivery</li> <li>• Enable all partners to benefit from reduced costs, better value for money and improved service delivery.</li> <li>• To move beyond “best practice” to “next practice” and a national benchmark of innovation by 2013</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed August 08</li> <li>• To date none of the project deliverables have been completed.</li> </ul>	Stage 1 involving the development of an options appraisal methodology will be complete by the end of November
<b>Shared Services</b>	MDC	<ul style="list-style-type: none"> <li>• Agreement of phased programme of shared service delivery (Nov 08)</li> <li>• Agreement of preferred service delivery options as part of Phase 1 (Nov 08)</li> <li>• ‘Quick wins’ identified and implemented (Nov 08)</li> <li>• District-district shared service options implemented (July 2011)</li> <li>• County-district shared service options – started to deliver (July 2011)</li> <li>• On target for efficiency savings outcome (July 2013)</li> </ul>	<ul style="list-style-type: none"> <li>• Draft PID completed</li> <li>• Analysis of current shared services ‘activity’ within the County, and consideration of options.</li> <li>• Prioritisation matrix developed to ‘score’ shared services options.</li> <li>• Agreement that the priorities for shared service delivery are: <ul style="list-style-type: none"> <li>○ Streetscene</li> </ul> </li> </ul>	Continue work on developing shared services on prioritised areas.

			<ul style="list-style-type: none"><li>○ Regeneration / Major Applications</li><li>○ Communications / Consultation</li><li>○ ED / Tourism / Rural Development</li><li>● Housing</li></ul>	
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3.7 In terms of the current spend against the original spend profile predicted within the Pioneer PID, and therefore the funding allocation from RIEP (LIFT SW), this is currently below that predicted. There appear to be two primary reasons for this. Firstly, with the current Programme Manager vacancy, the allocated salary budget is not being utilized. And secondly, the original PID identified a significant sum to be utilised for 'Independent expert facilitation for Members and senior officers events'. To date this has not been fully used. The proposals in this paper will help to bring the spend profile back on track over the short / medium term.

### **3.8 Recommendation 2 – Workstreams:**

- *to note the progress of the workstreams, as identified in Table 1 and Appendix B;*
- *to note the further work necessary to progress the next steps;*
- *to agree that the next phase of the programme should focus on the delivery of the agreed outcomes (para 2.4 above) and be taken forward in accordance with recommendation 6 for the re-phasing of the workstreams.*

## **4.0 Achievements to Date**

4.1 When considering the update as outlined in the **Table 1** above it is also important to capture the achievements that have been made to date, and these are summarised as follows:

- The 'sign off' of the Programme by all partner Councils. Despite the disruption of the previous twelve months all Council's responded positively to the aspirations of Pioneer Somerset and agreed the PID, not only in terms of its aspirations but also in committing significant resources from within each organisation. This is borne out by the organisational structure that has been put in place at a senior management level to support the programme.
- Regular Chief Executive, Leader, Deputy Leader and Director Meetings. Since the approval of the PID both senior managers and Councillors have met regularly to move forward and develop the detail of the PID.
- The innovative Somerset Summit saw the coming together of all Councillors, County and District, across the County for a joint conference on Pioneer Somerset. From this, greater joint working between portfolios of the partner authorities has been developed with a range of meetings and work streams developing from this. In particular joint county/district portfolio-holder meetings in the areas of Housing, Community Safety, Resources are happening regularly alongside groups such as the Economic Leaders Group.
- Development of a draft joint Communication Strategy for the Pioneer programme including the on-going development of a micro-site dedicated to internal communication of relevant information in relation to the programme. This site will give access to consistent information to all

employees and Councillors in the partner authorities. Resources have also been agreed on a secondment basis to support the communications work.

- Sector led support provided by Somerset County Council and Sedgemoor District Council to West Somerset District Council in respect of s151 responsibilities and accountabilities.
- An innovative partnership between Somerset County Council and Mendip District Council for the provision of support around key corporate support services, including performance management, risk management, value for money and strategic asset management.
- A partnership between Mendip District Council and West Somerset District Council for the provision of legal services.
- Enhanced joined up local community engagement with a number of Districts working together with the county on local area boards, clusters and Parish groupings.
- South Somerset District Council and Somerset County Council have agreed to establish Joint Area Committees at sub-district level undertaking a range of Council and executive decision-making responsibilities of both authorities. This exciting development is the first step in delivering a vision for that area of true multi-agency locally based decision-making and service delivery partnerships supported and influenced by local communities.
- A pilot series of local joint 'Council Question Time' events involving leading members of each Council.
- Somerset local authorities are working to develop detailed proposals for a potential Somerset Civil Parking Enforcement (CPE) Partnership. This would involve the creation of a new body to create a common notice processing and enforcement service. District Councils and the County Council would in effect purchase a patrol service and notice processing from the CPE Partnership. Recommendations will be brought back to each Council with details of the financial, resource and governance implications where approval will then be required to move forward with the delivery stage of the project.
- Exploration of East and West Building Control Partnerships: As far as the East of Somerset is concerned the principle of the partnership has been agreed by both South Somerset and Mendip District Councils' Management Boards and Portfolio Holders. Detailed work in relation to the set up and running costs of the partnership and HR issues will take place between January and March 2009 which should enable both Councils to make their final 'go/no go' decision in April 2009. Similar exploratory work is taking place with the district councils in the West of Somerset.

- Creation of more cost effective swimming provision - Building Schools for the Future – Sedgemoor District Council and the County Council are working closely together to achieve the benefits of the Building Schools for the Future projects. As part of this both parties are exploring the most cost effective way in which to provide joint wet and dry leisure provision including the construction of a new pool for the District. This project is designed to provide sustainable swimming provision with greatly reduced revenue costs in the future.
- Shared accommodation solutions: Somerset County Council and Sedgemoor District Council are currently exploring options to share office accommodation by releasing surplus assets and working more closely together. This seeks to both reduce the costs born by each authority and increase the degree of joint working between the tiers.
- Joint working on clean surrounds: Taunton Deane Borough Council and Sedgemoor District Council have been working together on a pilot project to deliver a joint street cleaning and horticultural service between the district and borough councils. This has involved sharing management, equipment and expertise to deliver the service at a reduced costs and higher quality. Both Council's are now considering the next steps from April 2009.
- A joint approach across the 6 councils to commission the Place Survey and its analysis.
- The establishment of Choice Based Lettings in the district councils' housing services. This involved not only establishing a shared IT system but also consistent lettings policies across the County.

4.2 The achievements listed above provide an indication of the progress that has been made since the inception of the formal Pioneer programme. However these should be seen in the context and history of a number of county wide and sub-county service delivery partnerships that were already in place or evolving. Examples of some key partnerships are outlined below:-

- Southwest One – the joint venture company established by SCC, TDBC and the Avon & Somerset Police Authority with IBM to deliver a range of 'backroom' support services and business transformation under a 10 year contract.
- Somerset Waste Partnership (SWP) - Having gone live in 2007 the SWP is made up of all the local authorities in the county and it the first of its kind. The partnership has been successful in procuring a county-wide waste collection and recycling contract for the county securing both financial savings and service improvement. This partnership is an example of how all authorities can benefit from joint procurement while allowing a degree of flexibility in the level of service delivered by each of the individual partners. As a very significant partnership the SWP has been established

as a Joint Committee with its own governance framework, just one of the options available for consideration for other services.

- There is a history of good working relationships between the five Strategic Housing Authorities. Examples of joint working already include:-
  1. Joint Strategic Housing Market Assessment for two sub-regional Housing Market areas;
  2. Joint Gypsy and Traveller Accommodation Assessment;
  3. Joint posts hosted by various authorities – e.g. Research Post at Taunton Deane Borough Council; Choice Based Lettings co-ordination at SSDC;
  4. Platform provided for Supporting People Commissioning Board;
  5. Joint Housing Strategy Day;
  6. Joint responses to various consultation documents;
  7. Work on fuel poverty;
  8. WRT initiative – now involves 11 authorities;
  9. Developing countywide homeless and housing strategies

Most of the work is co-ordinated through countywide groups such as countywide private sector housing managers, countywide homeless and, chiefly, the Somerset Strategic Housing Officers Group. The Somerset Strategic Housing Officers Group in recent years has been joined by Portfolio Holders, who have now formed the Somerset Strategic Housing Partnership. Exploration of a joint Housing approach covering all 6 councils is on-going, following a recent IDeA review invited by the Somerset Strategic Housing Partnership. This has been augmented by a Delivery Workshop on Local Area Agreement targets (154 & 155), facilitated by the Audit Commission. There is a large area of agreement and commitment to work more closely together and further work with the IDeA is planned on outcomes and structures. Firm proposals should follow from this work.

- South West Audit Partnership – this is a partnership of all 6 councils for the delivery of internal audit inspections, advice and sharing of resources.

***4.3 Recommendation 3 – Achievements: to note the update and instruct the Pioneer Somerset Directors Group to ensure that all of the achievements to date of Pioneer Somerset against the objectives are captured and publicised.***

**5.0 Programme Management**

5.1 Effective programme management is essential if the Pioneer programme is to be delivered effectively within the agreed timeframe and to ensure successful delivery of the agreed objectives of the programme. Following the early departure of the Programme Manager, appointed in July 2008, alternatives methods of programme management have been identified for consideration.

5.2 The Pioneer Programme of work is both demanding in its operational complexity and in its Political complexity and sensitivity. Added to this, any

future programme manager will require significant senior management and Political skills and have the gravitas to be able to lead and deliver within the parameters of the PID.

5.3 **Table 2** below sets out a series of options which the Pioneer Somerset partners have considered in order to take the overall programme forward in a positive manner.

5.4 Options 1 to 4 below are based on the currently agreed Programme Initiation Document. Having considered these options the Leaders Group has decided to implement as a matter of urgency a variation of option 2 through to March 2009 through the commissioning of SOLACE Enterprises on a 2 day a week basis to fulfil the programme management role. Costs of this recruitment will be in the region of £28,500 to be funded from the RIEP monies provided for the programme. The intention beyond that is to implement option 4 for the secondment of a Chief Executive or Director for the future Programme Management arrangements. This will incur additional costs beyond the current budgetary provision and the six councils will have to consider the financial implications of this at the relevant time.

5.5 The priority tasks for SOLACE Enterprises will be to:-

- lead high level political / managerial discussions with individual councils to promote and communicate the achievements / potential of the Pioneer Somerset programme;
- ensure that the communications strategy for the programme is secure and operational;
- identify the key risks to the future delivery of the programme and appropriate mitigation measures;
- agree a target operating model for the identification/delivery of programme priorities;
- establish the remit of the seconded Chief Executive / Director.

5.6 There are also other beneficial actions such as the bringing together of the relevant Directors from each authority to work together for two days a week in a Project Office, which could be combined with any of the options. The creation of this more structured team with administrative and project support should go some way to providing Pioneer Somerset with a firm base to move forward.

5.7 In addition to ensuring all workstreams are developed, this team would then be in a much stronger position to oversee and develop the substantial amount of partnership working (for example parking, regeneration and development control, Direct Labour Organisations). It is essential that this partnership working which is emerging and developing already within the County is recognised as being part of the Pioneer Somerset Programme. As

demonstrated elsewhere in the report, the formal programme has not maintained pace with activity on the ground.

**5.8 Recommendation 4 – Programme Management: to note the way forward agreed in respect of future programme management arrangements as set out in paras 5.4 and 5.5 above.**

Table 2

Advantages	Disadvantages	Financial Implications	Full Year Cost Estimate	Implications and consequences
<b>Option 1: Appointment of Programme Manager by advertisement against current specification</b>				
<ul style="list-style-type: none"> <li>• Open and transparent process.</li> <li>• Should bring correct skill set.</li> <li>• Should bring independence.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of interest as demonstrated with last recruitment.</li> <li>• Lead time before commencement</li> <li>• Would need time to build relationships.</li> <li>• Unlikely to bring sufficient gravitas and political awareness required.</li> </ul>	Contained within financial provision.	£75,000	Considerable lead in times would impact on delivery of the work programme.
<b>Option 2: Appointment of Programme Manager against current specification through external agencies such as SOLACE, IDEa, Hay etc</b>				
<ul style="list-style-type: none"> <li>• Should bring correct skill set.</li> <li>• Should bring independence.</li> <li>• May bring sufficient gravitas and political awareness.</li> <li>• Shorter timescales than external advertisement.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential lack of interest from senior appointee with political awareness and gravitas, if the role remains fundamentally 'programme or project management'.</li> <li>• Would need time to build relationships.</li> <li>• Increased costs.</li> </ul>	Additional costs from agency appointment.	£138,000 based on daily rate of £750 for 4 days per week for 46 weeks	
<b>Option 3: Engagement of nationally recognised project lead and appointment of Programme Manager or Project Manager against amended specification</b>				
• Would bring	• Expensive	Potential for	£120,000	Profile of



<p>local credibility and credibility with agencies.</p> <ul style="list-style-type: none"> <li>• Demonstrate high level political and managerial commitment to Pioneer Somerset.</li> <li>• Experience and skills will assist with negotiations at right level.</li> <li>• Ability to challenge at highest level.</li> </ul>	<ul style="list-style-type: none"> <li>• Unlikely to be full time.</li> <li>• Would require additional programme and/or project management support</li> <li>• Likely to be short term.</li> <li>• Lead in times could be lengthy.</li> </ul>	<p>significant costs that would exceed budgets and are likely to fall to partner organisations</p>	<p>based on annual contract of 60 days at £2000 per day.</p> <p>£75,000 for Programme Manager support</p>	<p>Pioneer Somerset would be raised.</p>
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<b>Option 4: Secondment of existing Somerset Chief Executive or Director to deliver and programme manage Pioneer Somerset.</b>				
<ul style="list-style-type: none"> <li>• Would know the environment.</li> <li>• Political awareness.</li> <li>• Potential opportunity to demonstrate 'joint management' structure working.</li> <li>• Demonstrates commitment from partners to address programme with highest level support.</li> <li>• Support from fellow Chief Executives and Directors.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential concerns from other partners of independence of appointee.</li> <li>• Would require dedicated project management support</li> <li>• Detailed secondment arrangements would need to be agreed in advance which must also include remuneration and potentially (dependent upon circumstances) how ultimate potential pension impacts would be handled.</li> </ul>	<p>Potential for significant costs that would exceed budgets but depending on skills set of appointee can be mitigated down.</p>	<p>In the region of £90,000 to £125,000 plus oncosts</p>	<p>Appointee would need to have detailed terms of reference and delegation to act on behalf of partners to develop Pioneer Somerset fully.</p> <p>The authority from where the secondee comes will need to either 'back fill' or seek to enter a 'joint management' arrangement. Pioneer Somerset Board responsibilities also need to be clarified if this arrangement is</p>

				put in place.
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## 6.0 Programme Governance

- 6.1 Effective programme governance is essential for the managed delivery of the PID. This requires clear lines of delegation and authority. **Appendix C** to this report provides a proposed Governance Protocol for Members' consideration.
- 6.2 The protocol attached provides a framework within which decisions can be taken and progress made within the framework of this report. In agreeing to the content of the protocol each member authority should satisfy itself that it is comfortable with the proposed delegations and that these can be agreed within the context of its own communication and policy framework.

### 6.3 *Recommendation 5 – Programme Governance: to approve the Governance Protocol attached as Appendix C.*

*Note: Somerset County Council adopted the Governance Protocol in advance of consideration of the main report at its meeting on 12<sup>th</sup> November 2008.*

## 7.0 Resource Requirements

- 7.1 Each PID provides an indication of the resources required to deliver the outputs from that work stream. These are summarised below firstly in terms of days per month (Table 3) and in the second table in terms of annual costs (Table 4).

**Table 3 – Days per Month**

Workstream Days / Month	Lead Officers	Programme Team	Service Officers	Specialist Advice	Total
Strategic Leadership (Political)	2.0 8.0	0.0	12.0	8.0	<b>30.0</b>
Strategic Leadership (Managerial)	2.0 2.5	1.0	15	Up to 1.5	<b>22</b>
Enhanced Strategic Partnership Working	0.5 2.0	1.0	9.0	2.0	<b>14.5</b>
Service Devolution	2.0 8.0	0.0	12.00	12.0	<b>34.0</b>
Community Engagement and Empowerment	0.5 2.0	1.0	GM 8 SO up to 4	Up to 2.0	<b>17.5</b>
Workforce	1.0	1.0	40.0	Up to 1.5	<b>47.5</b>

Development	4.0				
Customer Access	2.0 4.0	26.0	Up to 10.0	20 (for 4 months) 5 thereafter	<b>62.0 (max )</b>
Sector Led Support	1.0 4.0	1.0	13.0	2.0	<b>21.0</b>
Shared Services	2.0 8.0	26.0	12.0 SO up to 30.0	Up to 8.0	<b>86.0</b>
<b>Total</b>	<b>55.5</b>	<b>59.0</b>	<b>165</b>	<b>57 (max)</b>	<b>334.5 (max )</b>

**Table 4 – Annual Costs**

<b>Workstream</b>	<b>Lead officer s £'000</b>	<b>Prog. Team £'000</b>	<b>Spec. Prof. Advice £'000</b>	<b>Other (inc service officer s £'000)</b>	<b>Less RIEP (LIFT) fundin g</b>	<b>Total £'000</b>
Strategic Leadership (Political)	54.9	0	27.5	20.8	19	84.2
Strategic Leadership (Managerial)	24	4	5.5	30	22	41.5
Enhanced Strategic Partnership Working	18.6	4.4	4.9	27.9	4.4	51.4
Service Devolution	54.9	0.0	41.3	20.8	19	98.0
Community Engagement and Empowerment	18.6	4.4	4.9	30.1	4.4	53.6
Workforce Development	15.4	4.4	3.9	77.1	22	78.8
Customer Access	26	49	19 (9.5 is a one off cost – not annual)	19	19	94
Sector Led Support	20.2	4.4	4.9	20.1	4.4	45.2

Shared Services	42	31	27	128	35	193
<b>Total</b>	<b>274.6</b>	<b>101.6</b>	<b>138.9</b>	<b>373.8</b>	<b>149.2</b>	<b>739.7</b>

7.2 The costs above have been calculated using the following formula:  
 (salary of employee / 220 (average working days per year)) X no. days required per month. The costs **exclude** costs of members and conferences and on-costs, other than annual leave.

7.3 The resource requirements identified above clearly support the need to prioritise some elements of the work streams in order to ensure progress is made effectively and with the greatest impact, but without compromising service delivery within any of the partner authorities.

## 8.0 Phasing the Programme

8.1 The Pioneer Programme comprises nine workstreams in total, all of which contribute in some way to achieving the aspirations of Pioneer Somerset. However as Phase 1 of the programme has progressed it has become clear that some workstreams are intrinsically linked, some are cross cutting themes within each of the other workstreams, and inevitably some workstreams by their very nature add more short-term value to reaching the programme outcomes than others.

8.2 The Directors Group has undertaken a high level review of the workstreams in which each has been scored to assess its contribution to the overall Pioneer outcomes of efficiency, reputation and customer satisfaction. Workstreams have been scored according to their 'do-ability' (ie speed of delivery, ease of delivery and probability of success). Using this methodology, the three workstreams which scored highest were:

- Shared Services
- Customer Access
- Managerial Leadership

8.3 Accepting that Pioneer Somerset is a means to an end, rather than the end itself, its work in re-shaping the delivery of services and improving the service experience and access to services for customers needs to be set within the context of an enhanced community leadership role and not simply a service delivery role. Thus political leadership and managerial leadership developments will need to have regard to what is needed in Somerset to work effectively across a broad range of partners and partnerships.

8.4 However, it is becoming increasingly clear that seeking to develop enhanced strategic partnership working across Somerset under the auspices of Pioneer Somerset does not have the broad support of a range of key partners. The new legislative framework and guidance sets out an expectation that authorities would do this through existing multi agency partnerships/LSPs.

The proposed Pioneer Somerset governance arrangements would provide useful opportunities for the 6 authorities to consider any 'council only' issues and form a view to feed into the multi agency/partner discussions.

8.5 This evaluation, together with the review of workstream PIDs, suggests that the Programme could be reshaped across three key themes or strands:

- Community leadership (Political / Managerial)
- Shared Services
- Customer Access

8.6 As illustrated in **Appendix F** the attached diagram, the aim of re-shaping or re-phasing the programme in this way does not mean that the other workstreams are to be abandoned, but rather that they are re-phased or re-packaged in order to ensure maximum benefits from each piece of work. Thus ensuring that the cross cutting issues arising from some of the original workstreams, such as workforce development and sector led support, are fully integrated within the revised programme.

**8.7 Recommendation 6 – Programme Phasing:**

- *to re-phase the workstreams to concentrate on Community Leadership, Shared Services and Customer Access in order to allow resources to be concentrated on those areas most pivotal in delivering the agreed outcomes of the programme; and*
- *to agree that the Pioneer Somerset Directors Group develop an Action Plan and timetable on this basis for recommendation to the Pioneer Somerset Board.*

**8.8 Recommendation 7 – Enhanced Strategic Partnership workstream: to accept the need for work on enhancing strategic partnership working in Somerset to be 'owned' by a wider range of partners building in appropriate 'touch points' with Pioneer Somerset as necessary.**

**9.0 The Financial Target**

9.1 The Pioneer programme has committed to delivering efficiency savings in the region of £20 million arising from joint working across the partners by 2012-13. This target should be seen in the context of the recently agreed Local Area Agreement for Somerset which requires all authorities in the county to deliver 3% savings (NI 179) and an additional 0.5% stretch target (NI 179a). It should be noted that NI 179a is one of the indicators flagged in the LAA Refresh which is underway currently. GOSW will be keen to discuss the deliverability of this indicator. The Pioneer Somerset savings target falls well within the overall LAA savings requirement, however partner authorities may have additional legitimate savings arising from joint working that should be counted as part of the Pioneer efficiencies that would not qualify under the rules of the LAA.

9.2 **Table 5** below puts these targets into context for each partner authority.

	<b>SCC £000</b>	<b>MDC £000</b>	<b>SDC £000</b>	<b>SSDC £000</b>	<b>TDBC £000</b>	<b>WSD C £000</b>	<b>TOTAL L £ 000</b>
Total eligible spend	393,643	20,606	20,494	27,272	20,314	10,116	492,445
Efficiency Target by 2010-11 (NI 179)	36,609	1,916	1,906	2,536	1,889	941	45,797
Efficiency Target by 2010-11 (NI 179a)	6,101	319	318	423	315	157	7,633
<b>Total Efficiency Target by 2010-11</b>	<b>42,710</b>	<b>2,236</b>	<b>2,224</b>	<b>2,959</b>	<b>2,204</b>	<b>1,097</b>	<b>53,430</b>

**9.3 Recommendation 8 – Efficiency Target: to acknowledge each Council’s individual requirement to deliver efficiency savings to meet NI 179 and agree the need for a joint approach under Pioneer Somerset to deliver the NI 179a stretch element through improved 2 tier working. In addition, to authorise the Pioneer Somerset Directors Group to develop, regularly review and report to the Pioneer Somerset Board using a collective tracking tool to monitor the delivery of the efficiency savings.**

## **10.0 Financial Implications and Comments of the Section 151 Officer**

10.1 There are a number of financial issues arising from this report which should be considered when taking the Pioneer Programme forward. Members will all be aware that the Pioneer Somerset programme commits the partner authorities to savings of £20 million by 2012/13. This saving falls within the LAA targets 179 and 179a as detailed in Section 9.2 (Table 5) of this Report and are therefore non-negotiable in LAA terms.

10.2 It is essential that in order to achieve these savings, and demonstrate that achievement in the spirit of Pioneer Somerset, that targets be identified for each component workstream. It is therefore recommended that each project initiation document (PID) that comes forward should take account of this and include target savings from the outset. Equally in delivering improvements through the Pioneer work programme due regard should be given to the costs avoided through new ways of working. By joint working authorities are increasing resilience, allowing for the sharing of specialist expertise and joint procurement. By so doing costs are avoided and, again, these should be captured to recognise the full financial benefits that are accruing. Alongside target savings it is also important that each PID identifies its individual contribution to the other Pioneer Somerset objectives in the areas of reputation and customer satisfaction.

10.3 To date identification of savings remains rather ad hoc and further work is required early in Phase 2 to formally record these. This will be linked with the returns required for the LAA.

10.4 Table 4 in Section 7.0 of this Report outlines the resource requirements required as estimated by each of the partners. This should be read in the context of the REIP (LIFT SW) grant of £311,000. Further investigation is being made into the potential to re-cycle efficiency savings achieved through the programme to fund the ongoing programme management costs.

**10.5 *Recommendation 9 – Development of Workstream PIDs: to agree that future PIDs coming forward under the umbrella of the programme should clearly identify their individual contributions to the overall Pioneer Somerset objectives of savings, reputation and customer satisfaction.***

## **11.0 Legal Comments**

11.1 The key issue at this stage from a legal perspective is to have clarity in respect of the governance arrangements for the project to provide clear lines of delegation and authority. This is covered under Section 6 of this Report, and by the Recommendation under Section 16.1 which proposes the adoption of the Governance Protocol set out in **Appendix C**. This protocol was prepared by the Somerset Pioneer Lawyers Group comprising of the Monitoring Officers of all six authorities and it is important that all the Councils adopt the protocol to enable the project to proceed into its next phase in a businesslike and transparent manner.

11.2 In due course and as part of the delivery phase, particular actions and proposals may require a bi-lateral or multi-lateral contractual agreement between authorities in relation to transfer of powers, funding, staffing, joint decision making or co-option. The Pioneer Lawyers Group will develop a 'toolkit' of those arrangements, for agreement, in anticipation of such situations to facilitate the implementation of specific initiatives that will emerge from the Pioneer Somerset Programme.

## **12.0 Equality and Diversity**

12.1 The Pioneer programme of work has customer service and access at its heart and as such all work streams will seek to ensure that equality and diversity issues have been addressed. Any proposed changes to the way in which services are delivered or administered will be subject to a full equalities impact assessment including consultation with the appropriate agencies.

## **13.0 Asset Management Implications**

13.1 Management of the Councils' assets will be key to all workstreams as the programme rolls out. This will include land and buildings and information

systems infrastructure. In order to reduce costs effectively the programme team will be seeking to streamline assets where both possible and practical.

## 14.0 Risk Assessment

14.1 The original risk register for the Pioneer Somerset programme is attached as **Appendix D**. Whilst a revised risk assessment has yet to be carried out by the Director's Group it is apparent that some of the risks associated with the programme have increased. In particular:

- **Risk A** – 'Programme does not run to time' (links to Risk C and L)  
In the current absence of a Programme Manager, there is now clearly a high risk that the programme will not run to time. Equally the current lack of clear governance arrangements increases the risk that necessary decision making processes are encumbered, thus potentially compromising delivery

(NB the decision to move forward with new programme management arrangements (para 5.4) should mitigate these risks as will a decision in respect of the programme governance arrangements (para 6.3.)

- **Risk I** – Political Support  
It is apparent that whilst there is clear Political support from within the Leaders Group, this appears to not necessarily be the case throughout each partner authority. There is therefore a risk that this will impact on decisions around the implementation of Phase 2 of the programme, which in turn will impact on the ability of the programme to deliver the agreed outcomes around efficiency savings, customer satisfaction and reputation.

It is likely that these factors are primarily those that have led the RIEP to 'red flag' the programme in terms of the overall risk to their investment and the likelihood of the agreed outcomes being delivered. It is hoped that the decision to address the lack of programme management arrangements will move the programme to 'amber' in the eyes of RIEP.

**14.2 Recommendation 10 – Risk Management: to request SOLACE Enterprises in conjunction with the Pioneer Somerset Directors Group to develop appropriate risk management approaches to ensure delivery of the programme objectives.**

## 15.0 Conclusions

15.1 The Pioneer programme, as outlined, has progressed since the PID was agreed earlier this year with some achievements, as summarised in Section 4.0 of this report. However the greatest challenge has been bedding in the programme and the various working groups, and indeed establishing a clear governance and decision-making framework. This remains outstanding and is included with this report in Section 6.0 and **Appendix C**. The lack of clarity in this regard has caused some delay in certain aspects of the programme



- 15.2 The loss of the programme manager after a very short period of time has also reduced the team's capacity to deliver as originally planned.
- 15.3 Summaries of the workstreams have been provided within the body of the report and **Appendix B**. These provide an indication of which areas have progressed further than others. These summaries should be read in conjunction with the proposals for re-phasing of the programme through Phase 2.
- 15.4 All councils are now asked to consider and agree the recommendations set out throughout this report and summarized in section 16 below.

## **16.0 Summary of Report Recommendations**

- 16.1 With reference to the specific Recommendations identified within this Report, the Executive are asked to agree the following:-

- (a) ***Recommendation 1 - Vision: to strengthen the vision of Pioneer Somerset through the inclusion of reference to the ultimate ambition of the programme to 'deliver better services for all residents of Somerset'. (Section 3)***
- (b) ***Recommendation 2 – Workstreams:***
- ***to note the progress of the workstreams, as identified in Table 1 and Appendix B,***
  - ***to note the further work necessary to progress the next steps***
  - ***to agree that the next phase of the programme should focus on the delivery of the agreed outcomes (paragraph 2.4 above) and be taken forward in accordance with recommendation 6 for the re-phasing of the workstreams. (Section 3)***
- (c) ***Recommendation 3 – Achievements: to note the update and instruct the Pioneer Somerset Directors Group to ensure that all of the achievements to date of Pioneer Somerset against the objectives are captured and publicized. (Section 4)***
- (d) ***Recommendation 4 – Programme Management: to note the way forward agreed in respect of future programme management arrangements as set out in paragraphs 5.4 and 5.5 above. (Section 5)***
- (e) ***Recommendation 5 – Programme Governance: to approve the Governance Protocol attached as Appendix C. (Section 6)***

***Note: Somerset County Council adopted the Governance Protocol in advance of consideration of the main report at its meeting on 12 November 2008.***

- (f) ***Recommendation 6 – Programme Phasing:***
- ***to re-phase the workstreams to concentrate on Community Leadership, Shared Services and Customer Access in order to allow resources to be***

*concentrated on those areas most pivotal in delivering the agreed outcomes of the programme; and*

- *to agree that the Pioneer Somerset Directors Group develop an Action Plan and timetable on this basis for recommendation to the Pioneer Somerset Board. (Section 8)*
  
- (g) Recommendation 7 – Enhanced Strategic Partnership workstream: to accept the need for work on enhancing strategic partnership working in Somerset to be ‘owned’ by a wider range of partners building in appropriate ‘touch points’ with Pioneer Somerset as necessary. (Section 8)*
  
- (h) Recommendation 8 – Efficiency Target: to acknowledge each Council’s individual requirement to deliver efficiency savings to meet NI 179 and agree the need for a joint approach under Pioneer Somerset to deliver the NI 179a stretch element through improved 2 tier working. In addition, to authorise the Pioneer Somerset Directors Group to develop, regularly review and report to the Pioneer Somerset Board using a collective tracking tool to monitor the delivery of the efficiency savings. (Section 9)*
  
- (i) Recommendation 9 – Development of Workstream PIDs: to agree that future PIDs coming forward under the umbrella of the programme should clearly identify their individual contributions to the overall Pioneer Somerset objectives of savings, reputation and customer satisfaction. (Section 10)*
  
- (j) Recommendation 10 – Risk Management: to authorise the interim Programme Manager in conjunction with the Pioneer Somerset Directors Group to develop appropriate risk management approaches to ensure delivery of the programme objectives. (Section 14)*

# Pioneer Somerset

*- Better for Residents, Better for Communities -*

## Final Document (3 June 2008)

### Programme Initiation Document (PID)

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# 1. Introduction

- 1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:
- Mendip District Council
  - Sedgemoor District Council
  - Somerset County Council
  - South Somerset District Council
  - Taunton Deane Borough Council
  - West Somerset District Council
- 1.2 This Programme Initiation Document (PID) sets out the vision and aspirations of Somerset's local authorities, and the outcomes they would ultimately like to see delivered through an enhanced system of two tier local government. Remaining sections of the PID (3-5) concentrate on the Pioneer Somerset Programme, establishing:
- The overall aims of the Programme
  - A high level action plan
  - Programme delivery arrangements
- 1.3 Final sections summarise the funding requirement from LIFT SW and identify the accountable body and other lead contacts for the Programme.
- 1.4 Throughout this PID, reference is made to 'two-tier' working. Much of the work of the Programme and its delivery will be carried out by county and district tiers of local government in Somerset (principal authorities). The county and district councils recognise the importance of working with parish and town councils in making improvements to local government, and the service devolution and community engagement work streams will be particularly important in this regard. References to 'two tier working' may also be read interchangeably, for practical purposes, as 'multi-tier' working.
- 1.5 It should be noted that the Pioneer programme does not make assumptions about the future and how the individual authorities should or will work together. The Pioneer Programme is designed to establish what may be required, what the most positive options are and the means by which these can be implemented if approved.

## 2. Vision of Enhanced Two-Tier Working in Somerset

Leaders and Chief Executives of all Somerset councils have agreed the following Vision and Supporting Principles:

### Vision

**By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality,**

### Supporting Principles

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

An overall statement that local government in Somerset need to be “**better for residents and better for communities**” was also developed by council leaders.

The following outcomes have been agreed by leaders and chief executives. These outcomes are challenging, and set out clearly the benefits to be realised from enhanced two-tier working in Somerset. The ‘base year’ for these outcomes will be 2006/07, unless specified otherwise.

### Outcome 1 – Efficiency

**To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).**

### Outcome 2 - Customer satisfaction

**For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.**

### Outcome 3 – Reputation and Partnership Working

**To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.**

Achievement of all outcomes has been timed to coincide with the end of the Pioneer Somerset programme (2013).

Interim targets for each of the above outcomes will be established early in the programme, alongside detailed and robust performance tracking and reporting procedures.

Clearly, significant progress has already been made in the development of the above vision, principles and desired outcomes. What is now required is a comprehensive action plan, owned by all Somerset authorities, to bring alive the vision of enhanced two-tier working in Somerset and set authorities on the path to achieving the desired outcomes. This is the challenge that the Pioneer Somerset Programme is designed to meet.

### **3. Pioneer Somerset – Aim and Scope of the Programme**

3.1 The Pioneer Somerset Programme will bring about new approaches to two-tier working that are truly pioneering in their design, delivery and in the positive outcomes they will bring for Somerset's residents and communities.

3.2 Pioneer Somerset will be a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme will be divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

3.3 The aim of phase 1 of the programme is to:

**Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.**

**The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID.**

**A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate**

3.4 The programme will be outward looking, learning from best practice in other two-tier areas, as well as sharing successes and learning points more widely in local government, for example through presentation of case study information at regional and national events and conferences.

3.5 This PID is concerned with phase 1 of the Pioneer Somerset. Sign-off of the comprehensive action plan by all authorities will trigger the beginning of phase 2 – implementation.

- 3.6 Leaders and senior managers of all Somerset local authorities have considered the areas that need to be within the scope of the Pioneer Somerset Programme. The nine areas within the scope of the programme, organised into three main groupings, will be as follows:

#### **POLICY**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

#### **PLACE/LOCALITY**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

#### **SHARED SERVICES**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

- 3.7 Each of the above nine areas will become identified work streams of the Pioneer Somerset Programme. Conclusions from each work stream will be drawn together into the comprehensive action plan delivered at the end of phase 1 of the programme (November 2008).

- 3.7 The next section sets out a more detailed action plan for phase 1 of the Pioneer Somerset Programme. The action plan was developed jointly by directors from each Somerset local authority, with input at key stages from the Pioneer Somerset Board and individual management teams.

## **4. Pioneer Somerset Action Plan**

- 4.1 All action plans in this PID relate to phase 1 of the Pioneer Somerset Programme and will take the vision, supporting principles and desired outcomes (section 2) as a common reference point.
- 4.2 Action planning will follow a consistent sequence of five key stages under each work stream, as set out in (i) – (v) below. This sequence will be complemented by the detailed action plans in the remainder of this section of the PID (pages 7 – 20):
- i.) **Develop options appraisal methodology (completed by May 2008)**
- To develop and agree a clear set of criteria to evaluate options that will be generated through the Pioneer Somerset Programme. Evaluation criteria for each work stream will be based on the vision, desired outcomes and

benefits agreed by leaders and sharpened up at the beginning of the programme. Potential for delivering Local Area Agreement (LAA) outcomes will also form an important part of the evaluation criteria.

**ii.) Review (completed by end June 2008)**

- To research examples of best practice in other two tier areas, regionally and nationally.
- To draw conclusions based on analysis of research findings and publish these in a format that will be most accessible and appropriate to the work stream concerned.
- To gather baseline evidence and information from all six authorities in relation to each work stream.
- To establish the current performance benchmark on all outcomes, using 2006/07 as the base year.
- To develop a robust performance monitoring system to measure progress against all outcomes.
- All actions in the review stage will be targeted at areas most relevant to the delivery of agreed outcomes (section 2).

**iii.) Generating options (completed by end August 2008)**

- To generate options for each work stream to deliver the agreed vision and desired outcomes for enhanced two-tier working, based on evidence gathered in (ii).
- To identify potential opportunities and barriers to all options, through dialogue with key staff and elected members.

**iv.) Evaluation of options (completed by end October 2008)**

- To evaluate options generated in (iii) against agreed criteria, through a designed process involving the Pioneer Somerset Board and Executive members and senior managers from each council.

**v.) Conclusion (by end November 2008)**

- To draw together all of the work carried out in (i) – (iv) into a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.



- The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID. A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate.
- Completion of this stage will mark the end of phase 1 of the Pioneer Somerset Programme.
- Sign-off of the comprehensive action plan by all authorities will trigger the beginning of phase 2 – implementation.

4.3 Risks to delivery of the programme will be identified and managed at every stage.

**GROUP: Policy**

**WORK STREAM: Strategic Leadership (Political)**

**CHIEF EXECUTIVE SPONSOR: To be confirmed**

**PROJECT OFFICER: To be confirmed**

**LIFT SW THEMES: (i) Public services are better (ii) members have raised their game**

**RELATED LAA NATIONAL INDICATORS (see Appendix C): Relates to all LAA outcomes and indicators**

<b>Link to Outcomes</b> (in section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
This work stream provides the foundation for delivering all 3 outcomes in section 2.3 (efficiency, customer satisfaction and reputation).	<p><b>Year 1</b></p> <ul style="list-style-type: none"><li>• Clearly articulated and agreed action plan for delivering the Vision for enhanced two-tier working in Somerset, owned and understood (Nov 08).</li><li>• Scrutiny to be focused initially on the delivery of the Sustainable Community Strategy and preparations for the Comprehensive Area Assessment. Joint scrutiny reviews to be based on agreement between the council's scrutiny membership and the participating councils, including where topics relate to shared or jointly commissioned services. (milestone relates to years 1-5).</li><li>• Pioneer Somerset Board formally constituted and linked to each council's own constitution (Nov 08).</li></ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"><li>• New political leadership structures in place across all authorities.</li></ul> <p><b>Year 5</b></p> <ul style="list-style-type: none"><li>• Formal links to non local authority partners leadership structures in place.</li></ul>	<ul style="list-style-type: none"><li>• To work together effectively</li><li>• To establish joint governance arrangements when working in partnership</li></ul>

<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost (approx)</b>
<ul style="list-style-type: none"> <li>• Identify current political management arrangements in each Somerset authority. Review similarities and differences.</li> <li>• Establish costs of current approach to political leadership in Somerset, following agreement of a common method for identifying costs.</li> <li>• Hold first independently facilitated joint event for all leaders and executive councillors across Somerset to: (i) build greater ownership of the vision for enhanced two-tier working; (ii) to identify potential barriers and opportunities to achieving this vision, with a particular focus on joining up political leadership; (iii) build towards consensus of what joined up political leadership will look like in practice.</li> <li>• Hold second independently facilitated joint event for executive councillors to: (i) generate wider awareness and understanding of emerging options developed through the Pioneer Somerset programme; (ii) work towards consensus of which options will best deliver the agreed vision and outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>• End May 2008</li> <li>• End May 2008</li> <li>• June 2008</li> <li>• October 2008</li> </ul>	<p>Expenditure to encompass the following areas outlined in more detail in section 6):</p> <p>Independent expert facilitation for events and 1-1 work with individual council executives over the period April-November 2008.</p> <p>Venue hire and refreshments</p> <p>Programme office costs (ie staff, accommodation).</p>

<b>GROUP: Policy</b>		
<b>WORK STREAM: Strategic Leadership (Managerial)</b>		
<b>CHIEF EXECUTIVE SPONSOR: To be confirmed</b>		
<b>PROJECT OFFICER: To be confirmed</b>		
<b>LIFT SW THEME: Public services are better</b>		
<b>RELATED LAA NATIONAL INDICATORS (see Appendix C): Relates to all LAA outcomes and indicators</b>		
<b>Link to Outcomes</b> (in section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
This work stream provides the foundation for delivering all 3 outcomes in section 2.3 (efficiency, customer satisfaction and reputation).	<p><b>Year 1</b></p> <ul style="list-style-type: none"> <li>Joined up senior management arrangements proposed, linked to phased programme of shared service delivery (see page 19). Nov 08.</li> <li>Protocol agreed for inter-authority working and joint strategy development (Nov. 08).</li> </ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"> <li>Agreed senior management arrangements implemented.</li> <li>Inter-authority working embedded (culture).</li> <li>Stronger inter-agency management arrangements (eg joint commissions).</li> <li>Joined up strategies across tier the norm, with scope for local tailoring/actions.</li> </ul>	<ul style="list-style-type: none"> <li>To work together effectively</li> <li>To establish joint governance arrangements when working in partnership</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost (approx)</b>
<ul style="list-style-type: none"> <li>Identify current senior management arrangements in each authority. Review</li> </ul>	<ul style="list-style-type: none"> <li>End May 2008</li> </ul>	Expenditure to

<p>similarities and differences.</p> <ul style="list-style-type: none"> <li>• Establish costs of current senior management arrangements in Somerset, following agreement of a common method for identifying costs.</li> <li>• Hold independently facilitated event for Chief Executives to: (i) review information and evidence gathered through the programme to date; (iii) build towards consensus of what joined up managerial leadership will look like in practice.</li> <li>• Hold conference event for senior managers across all Somerset councils to: (i) generate wider awareness and ownership of vision for local government; (ii) identify barriers and opportunities to delivering that Vision (iii) enable managers from every authority to shape the development of options within Pioneer Somerset Programme.</li> <li>• Further independently facilitated event for Chief Executives to shape options emerging from the Pioneer Somerset Programme.</li> </ul>	<ul style="list-style-type: none"> <li>• End May 2008</li> <li>• Early June 2008</li> <li>• July 2008</li> <li>• October 2008</li> </ul>	<p>encompass the following areas outlined in more detail in section 6):</p> <p>Independent expert facilitation for events and 1-1 work with individual council executives over the period April-November 2008.</p> <p>Venue hire and refreshments</p> <p>Programme office costs (ie staff, accommodation).</p>
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<b>GROUP: Place/Locality</b>		
<b>WORK STREAM: Enhanced Strategic Partnership Working</b>		
<b>CHIEF EXECUTIVE SPONSOR: To be confirmed</b>		
<b>PROJECT OFFICER: To be confirmed</b>		
<b>LIFT SW THEMES: (i) Public services are better (ii) Members have raised their game</b>		
<b>RELATED LAA NATIONAL INDICATORS (see Appendix C): Relates to all LAA outcomes and indicators</b>		
<b>Link to Outcomes</b> (in section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<b>Outcome 2:</b> Customer Satisfaction  <b>Outcome 3:</b> Reputation	<b>Year 1</b> <ul style="list-style-type: none"> <li>Agreed approach for streamlining and greater integration of LSPs across Somerset, to meet the demands of Comprehensive Area Assessment and delivery of the Local Area Agreement (Nov 08)..</li> <li>Agreed approach for streamlining sustainable community strategies (Nov 08).</li> <li>Agreed approach for measuring LAA/Community Strategy outcomes (Nov 08).</li> </ul>	<ul style="list-style-type: none"> <li>To work together effectively</li> <li>To maximise value for money</li> <li>To establish joint governance arrangements when working in partnership</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost (approx.)</b>
<ul style="list-style-type: none"> <li>Review current LSP membership, support needs, role and governance arrangements across Somerset, in light of current guidance (eg place shaping) and new drivers including LAA and CAA.</li> <li>Identify opportunities and barriers for streamlining and rationalising the network of LSPs across Somerset.</li> </ul>	<ul style="list-style-type: none"> <li>End June 2008</li> <li>End August 2008</li> </ul>	Programme office costs (ie staff, accommodation) as outlined in sections 6.

**GROUP: Place/Locality**

**WORK STREAM: Community engagement and empowerment**

**CHIEF EXECUTIVE SPONSOR: To be confirmed**

**PROJECT OFFICER: To be confirmed**

**LIFT SW THEME: Public services are better**

<b>RELATED LAA NATIONAL INDICATORS (see Appendix C): NI1, NI4, NI6</b>		
<b>Link to Outcomes</b> (in section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<p><b>Outcome 2:</b> Customer Satisfaction</p> <p><b>Outcome 3:</b> Reputation</p>	<p><b>Year 1</b></p> <ul style="list-style-type: none"> <li>• Single, county wide approach to consultation and research agreed, with scope for local delivery mechanisms as appropriate (Nov 08)</li> <li>• Approach to community engagement and empowerment at sub district level agreed (Nov 08)</li> </ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"> <li>• Sub district approach to community engagement embedded across Somerset</li> </ul>	<ul style="list-style-type: none"> <li>• To work together effectively</li> <li>• To reduce costs</li> <li>• To maximise value for money</li> <li>• To establish joint governance arrangements when working in partnership</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost</b>
<ul style="list-style-type: none"> <li>• Actions to follow the sequence shown in 4.2. Community engagement review work co-ordinated by SSDC and SCC will form a major part of this work stream.</li> </ul>	As shown in 4.2	Programme office costs (staff, accommodation) as outlined in sections 6.



**GROUP: Place/Locality**

**WORK STREAM: Service Devolution**

**CHIEF EXECUTIVE SPONSOR: To be confirmed**

**PROJECT OFFICER: To be confirmed**

**LIFT SW THEME: (i) Public services are better (ii) Providing efficient services**

**RELATED LAA NATIONAL INDICATORS (see Appendix C): NI4, NI179**

**Link to Outcomes** (in section 2.3)

**Programme Milestones**

**Link to Leaders' working principles**

**Outcome 1:**  
Efficiency

**Year 1**

- To work together effectively
- To reduce costs
- To maximise value for money

**Outcome 2:**  
Customer Satisfaction

Early opportunities and options for service devolution identified and reviewed (Oct 08)

<b>Outcome 3:</b> Reputation	<b>Year 3</b> Devolution of services implemented in all priority areas	<ul style="list-style-type: none"> <li>To devolve service delivery to the most appropriate level</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost</b>
<ul style="list-style-type: none"> <li>Audit of all services currently devolved to town and parish councils across Somerset.</li> <li>All emerging devolution options costed and evaluated</li> </ul>	<ul style="list-style-type: none"> <li>End June 2008</li> <li>End October 2008</li> </ul>	Programme office costs (ie staff, accommodation) as outlined in sections 6.

<p><b>GROUP: Shared services</b></p> <p><b>WORK STREAM: Workforce development</b></p> <p><b>CHIEF EXECUTIVE SPONSOR: To be confirmed</b></p> <p><b>PROJECT OFFICER: To be confirmed</b></p> <p><b>LIFT SW THEME: (i) Public services are better (ii) Providing efficient services</b></p> <p><b>RELATED LAA NATIONAL INDICATORS (see Appendix C): Relates to all LAA outcomes and indicators</b></p>		
<b>Link to Outcomes</b> (section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<p><b>Outcome 1:</b> Efficiency</p> <p><b>Outcome 2:</b> Customer Satisfaction</p> <p><b>Outcome 7:</b> Reputation</p>	<p><b>Year 1</b></p> <ul style="list-style-type: none"> <li>Current workforce development gaps and needs identified across all authorities</li> <li>Secondment opportunities across Somerset identified 'quick wins' in place in priority service areas.</li> <li>Single approach and strategy for succession planning and redeployment in place across Somerset</li> </ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"> <li>County-wide workforce development strategy embedded</li> </ul>	<ul style="list-style-type: none"> <li>To work together effectively</li> <li>To reduce costs wherever possible</li> <li>To maximise value for money wherever possible</li> </ul>

<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost</b>
<ul style="list-style-type: none"> <li>• Actions to follow the sequence shown in 4.2. LIFT sponsored workforce development project led by SCC will form a major part of this work stream.</li> </ul>	<ul style="list-style-type: none"> <li>• End November 2008</li> </ul>	Programme activity will complement LIFT funded workforce development initiative already under way in Somerset.

<b>GROUP: Shared services</b>		
<b>WORK STREAM: Customer Access</b>		
<b>CHIEF EXECUTIVE SPONSOR: To be confirmed</b>		
<b>PROJECT OFFICER: To be confirmed</b>		
<b>LIFT SW THEME: (i) Public services are better (ii) Providing efficient services</b>		
<b>RELATED LAA NATIONAL INDICATORS (see Appendix C): NI 4, NI 24, NI 179</b>		
<b>Link to Outcomes</b> (section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<b>Outcome 1:</b> Efficiency  <b>Outcome 4:</b> Customer satisfaction  <b>Outcome 3</b> Reputation	<b>Year 1</b> <ul style="list-style-type: none"> <li>Single customer access strategy in place – incorporating common standards for all customers (Nov 08).</li> <li>Pilot(s) of joined up approaches to customer access in place, to inform strategy development and implementation (Nov 08)</li> </ul> <b>Year 3</b> <ul style="list-style-type: none"> <li>One consistent approach to customer access embedded and being delivered in localities across Somerset.</li> </ul>	<ul style="list-style-type: none"> <li>To work together effectively</li> <li>To reduce costs wherever possible</li> <li>To maximise value for money wherever possible</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section 4.2)	<b>Deadline</b>	<b>Cost</b>
<ul style="list-style-type: none"> <li>Review current customer access strategies across the six principal authorities, with a view to having one consistent approach.</li> </ul>	<b>End June 2008</b>	Programme office costs (ie staff, accommodation) as outlined in sections 6.

**GROUP: Shared Services**

**WORK STREAM: Sector led support**

**CHIEF EXECUTIVE SPONSOR: To be confirmed**

**PROJECT OFFICER: To be confirmed**

**LIFT SW THEME: (i) Public services are better (ii) Providing efficient services**

<b>RELATED LAA NATIONAL INDICATORS (see Appendix C): NI 179</b>		
<b>Link to Outcomes</b> (section 2.3)	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<p><b>Outcome 1:</b> Efficiency</p> <p><b>Outcome 2:</b> Customer satisfaction</p> <p><b>Outcome 3:</b> Reputation</p>	<p><b>Year 1</b></p> <ul style="list-style-type: none"> <li>Early opportunities for mutual aid identified and quick wins implemented (Nov 08).</li> </ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"> <li>Mutual aid arrangements embedded across all six principal authorities.</li> </ul>	<ul style="list-style-type: none"> <li>To work together effectively</li> <li>To reduce costs wherever possible</li> <li>To maximise value for money wherever possible</li> </ul>
<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section X)	<b>Deadline</b>	<b>Cost</b>
<ul style="list-style-type: none"> <li>Identify current areas of weakness and areas where support is needed /requested by each authority.</li> <li>Identify current areas where mutual aid arrangements exist.</li> <li>Review best practice and guidance in approaches to mutual aid</li> <li>Identify barriers and opportunities for mutual aid in Somerset</li> </ul>	<ul style="list-style-type: none"> <li>End June 2008</li> <li>End June 2008</li> <li>End June 2008</li> <li>August 2008</li> </ul>	<p>Programme office costs (ie staff, accommodation) as outlined in sections 6.</p> <p>Programme activity will complement LIFT funded improvement work already under way in certain parts of County.</p>

**GROUP: Shared services**

**WORK STREAM: Shared services**

**CHIEF EXECUTIVE SPONSOR: To be confirmed**

**PROJECT OFFICER: To be confirmed**

**LIFT SW THEME: (i) Public services are better (ii) Providing efficient services**

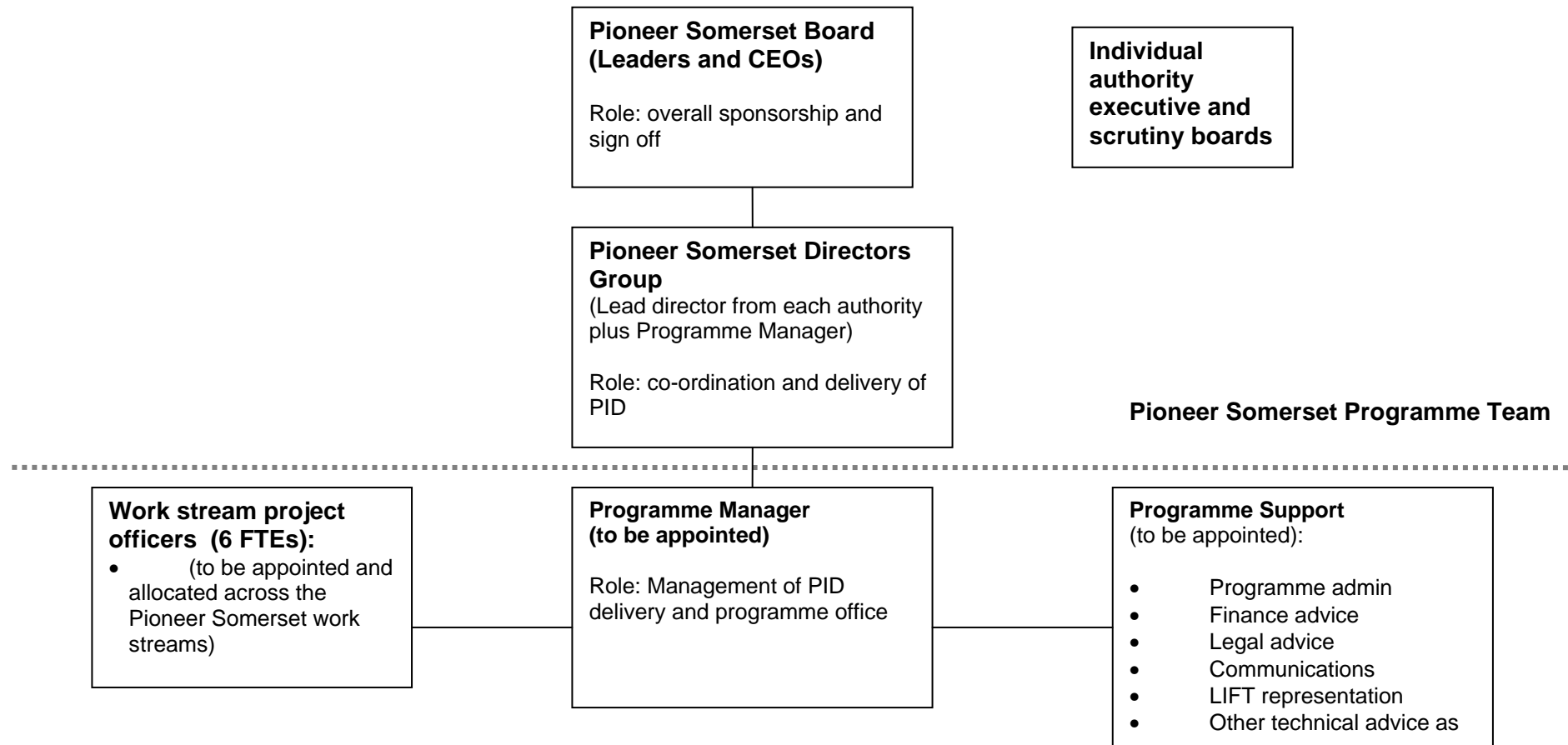
**RELATED LAA NATIONAL INDICATORS (see Appendix C): NI 179**

<b>Link to Outcomes</b>	<b>Programme Milestones</b>	<b>Link to Leaders' working principles</b>
<p><b>Outcome 1:</b> Efficiency</p> <p><b>Outcome 4:</b> Customer satisfaction</p> <p><b>Outcome 7:</b> Reputation</p>	<p><b>Year 1</b></p> <ul style="list-style-type: none"><li>• Agreement of phased programme of shared service delivery (Nov 08)</li><li>• Agreement of preferred service delivery options as part of phase 1 (Nov 08)</li><li>• 'Quick wins' identified and implemented (Nov 08)</li></ul> <p><b>Year 3</b></p> <ul style="list-style-type: none"><li>• District-district shared service options implemented</li><li>• County-district shared service options – started to deliver.</li></ul> <p><b>Year 5</b></p> <ul style="list-style-type: none"><li>• On target for efficiency savings outcome</li></ul>	<ul style="list-style-type: none"><li>• To work together effectively</li><li>• To reduce costs</li><li>• To maximise value for money</li><li>• To establish joint governance arrangements when working in partnership</li></ul>

<b>Actions</b> (phase 1 of programme only, complementing the sequence shown in section X)	<b>Deadline</b>	<b>Cost</b>
<p>The following approach was approved at the Somerset Chief Executives' meeting of 15 February 2008:</p> <ul style="list-style-type: none"> <li>• Capture information on service costs across all authorities in agreed format.</li> <li>• Somerset Finance Officers to review figures for consistency and comparability</li> <li>• Categorise services into three 'blocks': district only, county only and 2-tier.</li> <li>• Joint workshop with Pioneer Somerset Directors Group to: share categories; identify 'sore thumbs'; identify savings opportunities within each of the three categories.</li> <li>• Report to CEOs – outlining the addressable budgets across the three categories.</li> <li>• Determine phased programme of shared service delivery, based on the savings opportunities across the three categories. Each shared service area will become a work stream, with delivery options generated for each. Current shared service projects and investigations will feed in to the phased programme.</li> <li>• Evaluation of shared service options identified in phase 1.</li> <li>• Sign off of 'phase 1' shared service favoured options by Pioneer Somerset Board, as part of comprehensive action plan referred to in 3.3.</li> </ul>	<ul style="list-style-type: none"> <li>• End March 2008</li> <li>• Early April 2008</li> <li>• Early April 2008</li> <li>• Mid April 2008</li>   <li>• Late April 2008</li>   <li>• August 2008</li>   <li>• October 2008</li> <li>• November 2008</li> </ul>	<p>Programme office costs (ie staff, accommodation) as outlined in sections 6.</p>



## 5. Pioneer Somerset Programme Delivery Arrangements (Year 1)



- 5.1 The Pioneer Somerset Programme Team will be established following agreement of this PID, and fully staffed by the end of May 2008.
- 5.2 Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.
- 5.3 A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.
- 5.4 The Programme Manager and team will be accommodated together in one location.
- 5.5 The programme team will include representation from outside Somerset, provided through LIFT, bringing independent challenge and support throughout year 1
- 5.6 A diagrammatic representation of Items 5.2 – 5.4 are shown overleaf.

Programme Manager	Mendip DC	Sedgemoor DC	Somerset CC	South Somerset DC	Taunton Deane BC	West Somerset DC
<b>Strategic Leadership (2 work streams: political and managerial)</b> (CEO sponsor and Proj Officer)	Director lead across all work streams	Director lead across all work streams	Director lead across all work streams	Director lead across all work streams	Director lead across all work streams	Director lead across all work streams
<b>Strategic Partnerships</b> (CEO Sponsor and Project Officer)						
<b>Community engagement</b> (CEO sponsor and project officer)						
<b>Devolution</b>						
<b>Workforce development</b>						
<b>Customer Access</b>						
<b>Shared Services</b>						
<b>Sector-led support</b>						

## 6. Summary of Funding Requirements

6.1 The funding requirements for year 1 of the Pioneer Somerset programme are referred to in the action plan (section 4) and summarised as follows:

<b>Funding Area</b>	<b>Amount (£'000s)</b>
<b>From LIFT SW:</b>	
Programme Manager (x1)	75
Programme team accommodation and running costs	10
Pioneer Somerset conferences and events (including venue hire and refreshments)	20
Independent expert facilitation for members and senior officers and events	70
Expert advice and technical support (eg legal, finance, procurement)	40
40% contribution towards cost of 6 Project Officers	96
<b>Sub Total</b>	<b>311</b>
<b>From councils' own resources:</b> (LIFT funding may be sought for back-fill of posts in some circumstances)	
Programme administrative support	30
Travel and subsistence	10
8 days per month approx director commitment	288
2 days per month approx CEO commitment	108
60% contribution towards cost of 6 project officers	154
<b>Sub Total</b>	<b>590</b>
<b>GRAND TOTAL</b>	<b>901</b>

6.2 Each authority will also nominate contact officers to assist with legal, financial, HR and procurement issues arising during the course of the programme.

## **7. Accountable Body**

The accountable body for this project will be Mendip District Council.

The contact officer at Mendip DC will be:

**Stuart Brown**  
**Director of Finance and Resources**

Lead contacts at other Somerset local authorities will be:

- Sedgemoor District Council – Allison Griffin (Director)
- Somerset County Council – Fiona Catcher (Head of Chief Executive's Office)
- South Somerset District Council – Rina Singh (Assistant Chief Executive)
- Taunton Deane Borough Council – Brendan Cleere (Director)
- West Somerset District Council – Bruce Lang (Director)

## APPENDIX B

### Strategic Leadership (Political)

#### Summary of key proposals (taken from PID)

- Defined vision for political leadership for Somerset that is aligned with the overall aims of the Pioneer Somerset project.
- Identification and comparison of current political management arrangements in each Somerset authority:
  - Executive structures
  - Organisation of opposition groups
  - Scrutiny arrangements
  - Policy frameworks and budgetary matters
- Agreement of a common method for identifying costs and appraisal of costs for current democratic arrangements
- Options put forward for political leadership and Pioneer Somerset partners to agree on a preferred option.
- Somerset Summit Board formally constituted and linked to each Council's own constitution
- Agreed action plan to deliver the Vision for Strategic Leadership (political)

Strategic leadership (Political)		Stage: 1
Period Covered: Aug- Nov 08		Report Due date: Nov 08
UNDERSPEND: £-	ON BUDGET YES	OVERSPEND £-
Ahead of time	On schedule YES	Behind schedule
<b>Products Completed this period (position statement):</b> See Project plan attached  Draft PID completed Baseline established: current political arrangements, costs appraisal Best practice nationally researched and analysed Options generated Options paper presented to CEO/ Leaders Sept 08 Joint Area Committees paper presented to SSDC Full Council 30 Oct 08		
<b>Actual or Potential problems:</b>  None to date for Phase 1		
<b>Risk update:</b>  Risks are being managed satisfactorily for this workstream and delivery of the programme is on target despite the Programme Manager post being vacant.		



### Position statement (i.e. progress that has been made so far)

- The progress so far is that the draft PID has been produced by SDC.
- Discussions have been held between Leaders and CEXs within and between the partner authorities on a range of options for alternative structures. Options have been assessed and a number of future structures identified as workable.
- Preferred options have been costed.
- No wider consultation has been undertaken.
- At the end of phase one there is no consensus on this workstream.

### Comment on interdependence with other work-streams

Strategic Management – interlinks with the full range of work streams as outlined in the PID. Phase 1 has not seen not involved any joint working between this and the other work streams. It is recognized that decisions taken with regard to this work stream could impact significantly on other pieces of work within the Pioneer programme particularly the shared services work-stream.

### Barriers to progress with the work-stream

- Political mix / non-alignment across the county
- Differing political and management cultures
- Resilience issues within each authority
- Lack of certainty within the programme at this time.

## Enhanced Strategic Partnership

### Summary of key proposals (taken from PID)

The Enhanced Strategic Partnership workstream aims to deliver integrated and streamlined arrangements for LSPs across Somerset. This will involve having a consistent and integrated approach to strategic planning, identifying community needs, prioritization, performance management of shared targets and outcomes and engaging with the community.

Potentially this represents a significant change in the way that the 6 authorities currently fulfill their statutory responsibility for ensuring economic, social and environmental well-being within their area.

The agreed outcomes identified for this workstream are as follows:

- Agreed approach for streamlining and greater integration of LSPs across Somerset, to meet the demands of CAA and delivery of the LAA;
- Agreed approach for streamlining sustainable community strategies;
- Agreed approach for measuring Community strategy/LAA outcomes

Project:		Stage: 1	
Period Covered: July - Nov 08		Report Due date: Nov 08	
UNDERSPEND: £ N/A	ON BUDGET N/A	OVERSPEND £ N/A	



Ahead of time	On schedule	Behind schedule Yes – see ‘Actual or Potential problems’ section
<p><b>Products Completed this period (position statement):</b></p> <ul style="list-style-type: none"> <li>• A desktop research exercise has been undertaken looking at LSP/LAA arrangements across the country focusing on best practice and beacon councils and councils where excellence in partnership working has been highlighted in inspection outcomes. Given the lack of statutory prescription there is much variation in LSP arrangements. However, there are some strong features of specific models relating to governance which we will want to look at in more detail;</li> <li>• A series (plethora actually!) of recent statutory guidance, research papers, and issue review documents produced by the CLG have been reviewed to identify the core requirements of effective partnership working (in the context of the LGIPH Act) which any integrated arrangements in Somerset will need to fulfill. One of the key requirements will be for authorities to put in place an appropriate planning, performance and delivery framework to ensure the LAA occupies centre stage and that key partnership(s) can draw on accurate, integrated evidence to demonstrate delivery of outcomes for CAA. It is quite clear from this review work that, in order to inform what integrated partnership/governance arrangements need to be put in place/evolved, we need to agree Strategic Planning and Performance Framework for Somerset. Work on this has started. A draft Somerset framework should be available for discussion by end of October.</li> <li>• The Somerset Framework will also provide an opportunity to consider the merits of adopting a Somerset wide cross agency approach to core strategies and policies.</li> <li>• The Workstream Lead has met with each individual LSP Chair to gain their viewpoint, ideas and feedback on what works well with current arrangements and what might be improved. These views are in the process of being summarised and will inform the on-going process.</li> </ul>		
<p><b>Actual or Potential problems:</b></p> <p>To achieve the outcomes of the workstream we need to look beyond the Pioneer Somerset Programme and the local government ‘family’ and work differently with other key agencies and organizations. The Sustainable Community Strategy / LAA and CAA and relevant statutory guidance provides the context and key drivers for this work. There is potential therefore for essential development work to be slowed down or diluted and for wider partners to feel insufficient engagement and ownership of emerging proposals. This workstream cannot progress much beyond an initial review and analysis and early ideas without significant involvement of key partners. This has resulted in the workstream being behind schedule in terms of the original Programme PID.</p> <p>Within the Pioneer Somerset Programme the workstream has inter-dependencies with other workstreams which need to be recognized as this work is moved forward.</p>		
<p><b>Risk Update:</b></p> <ul style="list-style-type: none"> <li>• Political will in relation to joined up working</li> <li>• Insufficient engagement with key partners</li> </ul>		

<ul style="list-style-type: none"> <li>• Capacity and resources</li> <li>• Duplication of effort across workstreams</li> <li>• Organisational cultural changes not synchronised with Pioneer Somerset outcomes</li> <li>• PID timescales and governance framework to employ remedial actions and make decisions</li> </ul>
<b>Project Issues Status:</b> Status not yet applied.
<b>Budget &amp; Schedule Impact of the changes:</b>  As per PID

## Service Devolution

### Summary of key proposals (taken from PID)

- To identify all services currently devolved from (and to) different levels of government
- Involvement of Parish and Town Councils to establish their views and willingness to take on services
- To identify and cost early opportunities for service devolution
- To agree devolvement of services to most appropriate level

Service Devolution		Stage: 1	
Period Covered: Aug- Nov 08		Report Due date: Nov 08	
UNDERSPEND: £-	ON BUDGET YES	OVERSPEND £-	
Ahead of time	On schedule	Behind schedule – YES - but within agreed tolerance limits	
<b>Products Completed this period (Position statement):</b> See project plan attached  Draft PID completed August 08 Devolution survey completed and sent out to Town/ Parish councils 18 Sept 08.			

**Actual or Potential problems:**

No problems.

However the final report cannot be presented in November due to the survey deadline being extended – see Project Issue Status section below

**Risk update:**

Risks are being managed satisfactorily for this workstream

**Project Issues Status:**

PID agreed - Directors group 19 Aug 08

A Survey was sent out 18 Sept 08 to all Somerset Town and Parish councils (copied to all District Councillors for information) to determine current service delivery arrangements and priorities for possible devolution.

Following advice from Peter Lacey (SALC) it was agreed to extend the deadline for responses to 12 December. This would provide sufficient time for parishes for completion of the survey.

Analysis to take place Dec 08/ Jan 09 to provide top three services for consideration Jan 09.

**Budget & Schedule Impact of the changes:**

The budget is unchanged. The timescales for completion of the survey have been extended, but are within tolerance limits agreed

Thus this highlight report is presented in advance of completion of the work and presentation of findings.

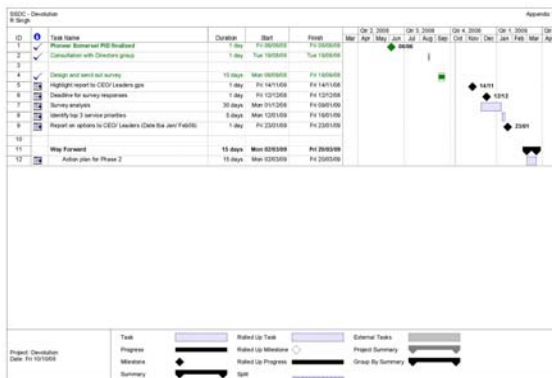
**Tolerance Situation** (if tolerance level was set by Project Board):

Time: Duration extended by 2 months.

Cost: Unaffected

Quality: Unaffected

**Service Devolution Project Plan**



## Community Engagement and Empowerment

### Summary of key proposals (taken from PID)

- A simplified and consistent way for residents and other stakeholders to engage and influence Council services, regardless of where they are in the County, and whether they approach a District Council or the County Council.
- An approach to community engagement based on knowledge of the needs of residents ie. designing the engagement around service users not organisations
- Improvements to decision making and scrutiny by 6 authorities through better engagement and empowerment. This could lead to further opportunities for joint decision making eg. Somerset Waste Board or joint scrutiny so that stakeholders views are reviewed and actioned by all 6 authorities in unison.
- Opportunities for elected member development and greater support for the the role of Councillors as community champions, which could lead to further opportunities for devolution of decision making and services.
- Evolution of joined-up multi-agency engagement and empowerment arrangements at a local level for communities and other stakeholders to influence and participate.

<b>Project:</b>		<b>Stage: 1</b>	
Period Covered: July - Nov 08		Report Due date: Nov 08	
UNDERSPEND: £ N/A	ON BUDGET N/A	OVERSPEND £ N/A	
Ahead of time	On schedule	Behind schedule Yes	
<b>Products Completed this period (position statement):</b>			
<ul style="list-style-type: none"> <li>• Baseline position for community engagement and empowerment approaches across the 6 authorities established - July 2008</li> <li>• Sub-district engagement options report considered across the 6 authorities by Sep 2008</li> <li>• County Council Community engagement and empowerment action plan agreed July 2008</li> <li>• County Councillors invited to attend sub-district arrangements with improved County &amp; District Council engagement with local stakeholders.</li> <li>• Ongoing work between all 6 authorities to improve engagement approaches, including for example:             <ol style="list-style-type: none"> <li>South Somerset: establishment of joint committee arrangements.</li> <li>Taunton Deane: the Taunton Unparished Fund Panel – bringing together county and TDBC councillors to allocate County Local</li> </ol> </li> </ul>			

Initiatives Budget and TDBC unparished area monies to local projects. In addition discussions have commenced in relation to further developing the Taunton Community Partnerships under the governance of the Taunton LSP.

iii. West Somerset: the West Somerset Strategic Partnership has expanded its membership to include the four local county councillors.

- Progress with the County Council's Community Engagement action plan is being reviewed by the County Council in November.

**Actual or Potential problems:**

The structured approach set out in the Programme PID to deliver this workstream has not proved possible to implement as was planned.

It has proved difficult to construct a meaningful PID for this workstream given the wide ranging nature of the topic, the emerging national policy framework and significant overlaps between this workstream and the workstreams covering Strategic Leadership (Political), Enhanced Strategic Partnership working, Service Devolution, Customer Access and Shared Services.

For example, the Strategic Leadership (political) workstream will need to consider decision-making to involve local communities and the potential for joint scrutiny arrangements with a greater level of community involvement – as set out in the recent White Paper 'Communities in Control'. Customer satisfaction is also driven by improving and simplifying access to services which is picked up within the Customer Access Workstream.

The original Pioneer PID set a milestone for community engagement in year 1 of a single countywide approach to consultation and research. This would clearly be a shared service and also links very closely with work being developed by other key public sector partners including the Police and NHS as signatories to the LAA and contributors to NI 4 - the % of people who feel they can influence decisions in their locality. This takes us into the realm of enhanced strategic partnerships, where shared information plus consultation and research will be required to underpin effective partnership working and the performance management of LAA.

These comments suggest that a different approach is required to the treatment of this workstream and the covering report picks this issue up. It is suggested that:

- 1) the community engagement workstream is integrated across the Pioneer programme with the core workstreams required to consider how projects will help to enhance community engagement;
- 2) the White Paper 'Communities in Control' be used to provide a framework for checking that the necessary developments have been captured effectively within the programme.
- 3) the workstream lead assumes the role of Theme Champion, ensuring the workstream PIDs demonstrate how deliverables contribute to delivery of White Paper objectives.

**Risk update:**

As per PID

**Project Issues Status:**

Status not yet applied

**Budget & Schedule Impact of the changes:**

As per PID

## Workforce Development

### Summary of key proposals (taken from PID)

- Identify current workforce development gaps for each authority and the respective needs based on current HRM forecasts. Conduct a cross authority Gap Analysis of the findings and develop a cross authority Needs Analysis based on current thinking.
- Identify workforce development pockets of good practice in each authority and consider how to maximize benefit from them, including secondments, work experience etc.
- Develop strategies and protocols that permit a more joined up approach and process to recruitment, progression and succession planning on an inter-organisational basis, cognizant of the needs to recognize each of the employing authorities terms and conditions etc.
- Develop an inter-organisational recruitment and redeployment protocol that links to the people outcomes for each of the respective workstreams in order to minimize the personal impact of post reductions as a consequence of Pioneer Somerset.

<b>Project:</b>		<b>Stage: 1</b>	
Period Covered: July - Nov 08		Report Due date: Nov 08	
UNDERSPEND: £-N/A	ON BUDGET N/A	OVERSPEND £-N/A	
Ahead of time	On schedule	Behind schedule Yes	
<b>Products Completed this period (position statement):</b> The PID and the suggestions put forward have not yet been discussed with the representatives of each council, although a meeting has now been arranged in order to obtain a consensus of opinion.			
<b>Actual or Potential problems:</b>  This PID is dependent on the level of aspiration that each council wishes to exercise concerning workforce development issues, as well as the impact that the other PIDs will have on the respective workforces. For example, one of the key outputs will be the development of Workforce Development Strategies for each council that link in some shape or form to each other. If, through a partnership approach, Pioneer Somerset wishes to extend its thinking beyond the confines of each organisation, then it ought to be feasible to produce one joint workforce development strategy for us all. Not only would this be invaluable for Pioneer Somerset, but also helpful in terms of the Key Lines of Enquiry of the CAA.  Each Council has its own strengths in different aspects of workforce development and it would seem to be sensible to build on this, by specific council's taking the lead on those			

aspects of workforce development in which they are already the strongest players. Again, dependent on the views of Pioneer Somerset, this lead authority approach could be simply to lead in the coordination of certain workforce development issues on behalf of each council, or perhaps go that step further and not only lead but also deliver specific aspects for and on behalf of each council.

There will be substantial dependence in what transpires from the other workstreams and most particular will be that which relates to managerial leadership, as this PID is forward looking in terms of the needs of the future workforce.

The greatest barrier to progressing this workstream is uncertainty with regard to the future. We need to be clear as to what the make up of two tier local government will be in Somerset over the next 5 to 10 years. We need to ascertain what we will deliver ourselves and what others will deliver on our behalf. Once we have ascertained this, we will be better able to judge the size of our future workforce, the demands placed upon it and the requirements for its development.

We also need to determine what we mean by 'our workforce' in terms of whether we wish it to remain organisationally 'employed' and focused or perhaps 'employed' or focused on the place of or within Somerset.

**Risk update:**

As per PID

**Project Issues Status:**

Status not yet applied.

**Budget & Schedule Impact of the changes:**

As per PID

## Customer Access

### Summary of key proposals (taken from PID)

#### Year 1

- Single customer access strategy in place – incorporating common standards for all customers (Nov 08).
- Pilot(s) of joined up approaches to customer access in place, to inform strategy development and implementation (Nov 08)

#### Year 3

- One consistent approach to customer access embedded and being delivered in localities across Somerset.

<b>Project:</b>		<b>Stage: 1</b>	
Period Covered: Aug- Nov 08		Report Due date: Nov 08	
UNDERSPEND: £-	ON BUDGET	OVERSPEND £-	
Ahead of time	On schedule	Behind schedule	
<b>Products Completed this period (position statement):</b> See Project plan attached  Draft PID created			
<b>Actual or Potential problems:</b>  No discussion has yet taken place between the Councils about the content and scope of the PID and it therefore remains as a draft.			
<b>Risk update:</b>  As above – once discussions take place on the draft PID there may be risks to this project stemming from the provision of customer access by SWOne to two of the Councils.			
<b>Project Issues Status:</b>			
<b>Budget &amp; Schedule Impact of the changes:</b>  The lack of progress on this workstream will put pressure on the future timetable to achieve one consistent approach to customer access across Somerset by Year 3.			
<b>Tolerance Situation</b> (if tolerance level was set by Project Board):  Time: Cost: Quality:			



## Sector Led Support

### Summary of Key Proposals (Phase 1 of the programme)

- Identify current areas of weakness and areas where support is needed or requested by each authority.
- Identify areas where mutual aid arrangements already exist between partners.
- Review best practice and guidance in approaches to mutual aid in other two tier areas, both regionally and nationally.
- Identify barriers and opportunities for mutual aid in Somerset.
- Identify 'quick wins' - arrangements for mutual aid that can be put in place by the end of the first year of the programme.
- Identify opportunities for innovation and next practice.

<b>Project:</b>		<b>Stage: 1</b>	
Period Covered: Aug - Nov 08		Report Due date: Nov 08	
UNDERSPEND: £-N/A	ON BUDGET N/A	OVERSPEND £-N/A	
Ahead of time	On schedule	Behind schedule Yes	
<b>Products Completed this period (position statement):</b>			
<p>To date none of the project deliverables for phase 1 of the programme have been completed, although work is ongoing to achieve these and should be drawn together by the end of November, including:</p> <ul style="list-style-type: none"> <li>• We are liaising with performance officers at all 6 authorities to gain their input into self-assessing their areas of weakness and areas where support is needed. We are also using the latest Audit and Inspection reports from the Audit Commission to inform our assessments.</li> <li>• Some existing arrangements for mutual aid have already been identified. These are being reviewed to help identify potential barriers to future mutual aid arrangements.</li> <li>• Some areas of excellence and expertise across all 6 authorities have been identified but a more comprehensive picture is being built.</li> <li>• A range of best practice has been identified between authorities across the country.</li> </ul>			
<b>Actual or Potential problems:</b>			
<p>This PID characterises how partners can work together to deliver the Pioneer Somerset programme. It requires input from all partners to self assess areas of weakness and to be open to change, in order to learn from one another effectively. Each Council has its own strengths and examples of excellent service delivery and needs to commit to sharing best practice to drive service improvements across Somerset.</p>			

As this PID characterises how partners can work together to deliver the Pioneer Somerset programme it will therefore contribute to all other workstreams. Inevitably, arrangements for mutual aid may also develop into opportunities for other Pioneer Somerset workstreams, in particular there is clear overlap with:

- Strategic Leadership (Managerial) - Mutual aid arrangements will make a key contribution to this work streams objectives including; joined up senior management arrangements, embedded inter-authority working and creating joined up strategies.
- Workforce development - Opportunity to use mutual aid to enhance workforce development, particularly where skills are scarce. Each council has its own strength in different aspects of workforce development.
- Shared Services - Mutual aid arrangements may interrelate with opportunities to establish shared services.

Greater value added could therefore be achieved by embedding sector led support as a cross cutting theme across all other workstreams to reduce duplication of effort.

In order to progress the work of this PID, resources need to be identified to support the project, including senior staff.

**Risk update:**

As per PID.

**Project Issues Status:**

Status not yet applied.

**Budget & Schedule Impact of the changes:**

## Shared Services

### Summary of key proposals (taken from PID)

The primary deliverables of the Project, as agreed within the Pioneer Somerset PID, are as follows:

- Agreement of phased programme of shared service delivery (Nov 08)
- Agreement of preferred service delivery options as part of Phase 1 (Nov 08)
- 'Quick wins' identified and implemented (Nov 08)
- District-district shared service options implemented (July 2011)
- County-district shared service options – started to deliver (July 2011)
- On target for efficiency savings outcome (July 2013)

The following approach was approved at the Somerset Chief Executives' meeting of 15 February 2008:

- Capture information on service costs across all authorities in agreed format.
- Somerset Finance Officers to review figures for consistency and comparability
- Categorise services into three 'blocks': district only, county only and 2-tier.
- Joint workshop with Pioneer Somerset Directors Group to: share categories; identify 'sore thumbs'; identify savings opportunities within each of the three categories.
- Report to CEOs – outlining the addressable budgets across the three categories.
- Determine phased programme of shared service delivery, based on the savings opportunities across the three categories. Each shared service area will become a work stream, with delivery options generated for each. Current shared service projects and investigations will feed in to the phased programme.
- Evaluation of shared service options identified in phase 1.
- Sign off of 'phase 1' shared service favoured options by Pioneer Somerset Board

Shared Services		Stage: 1
Period Covered: Aug- Nov 08		Report Due date: Nov 08
UNDERSPEND: £-	ON BUDGET YES	OVERSPEND £-
Ahead of time	On schedule	Behind schedule YES
<b>Products Completed this period (position statement):</b>		
<p>Draft PID completed</p> <p>Analysis of current shared services 'activity' within the County</p> <p>Consideration of options for shared services across the District Councils only and across the County Council and District Councils</p> <p>Prioritisation matrix developed to 'score' shared services options on basis of ease of delivery, speed of delivery, probability of success and impact on delivering Pioneer outcomes of efficiency savings, improved customer satisfaction and improved reputation.</p> <p>On the basis of the matrix referred to above, agreement that the priorities for shared service delivery are, in terms of County / District services:</p>		

- Streetscene (inc equipped play, playground inspections, ROW)
- Regeneration / Major Applications
- Communications / Consultation / Marketing
- ED / Tourism / Rural Development

In terms of District / District services the priority for shared service delivery is within Housing (inc Strategy / Allocations / Private Sector / CBL / Research / Rural Housing / Housing Repair / Homelessness)

**Actual or Potential problems:**

None to date for Phase 1

**Risk update:**

Risks are being managed satisfactorily for this workstream and delivery of the programme is on target despite the Programme Manager post being vacant.

**Project Issues Status:**

The PID agreed  
Priorities matrix agreed

**Budget & Schedule Impact of the changes:**

On target for Phase 1

**Tolerance Situation** (if tolerance level was set by Project Board):

Time: Unaffected  
Cost: Unaffected  
Quality: Unaffected

### **PIONEER SOMERSET PROGRAMME GOVERNANCE PROTOCOL**

#### **1. Summary**

- 1.1. This report recommends the principal partners in the Pioneer Somerset Programme to adopt and apply a common Programme Governance Protocol. This report is being recommended for adoption by all 6 Councils over the November / December 2008 period.
- 1.2. Members will recall that Pioneer Somerset is a programme of work, supported by government funding, designed to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:
  - Mendip District Council
  - Sedgemoor District Council
  - Somerset County Council
  - South Somerset District Council
  - Taunton Deane Borough Council
  - West Somerset Council

#### **2. Recommendations**

- 2.1. To recommend the Governance Protocol attached at Annex 1 to this report for adoption by all Member Councils.

#### **3. Background**

- 3.1. Members will recall the approval of the Pioneer Somerset Project Initiation Document (PID) by the 6 Councils during the April / May 2008 period. Phase 1 of the project – the development phase – was detailed in the PID, with an undertaking that by the end of November 2008, a detailed action plan would be presented to the principal authority partners for approval. The action plan was to clearly establish the measures required to deliver the Programme's vision, supporting principles and outcomes as outlined in the PID.
- 3.2. The PID also outlined the Phase 1 Programme delivery arrangements including provision for a Pioneer Somerset Board comprising the Leaders and Chief Executives of each of the Councils. To date these delivery arrangements have operated very informally and as the Programme moves from 'development' to 'action' now is the time to put in place more formal governance arrangements to support this phase – hence the proposals in this paper.
- 3.3. The Governance Protocol recommended to you for approval - attached as Annex 1 - has been prepared on a cross authority basis by relevant officers and subsequently endorsed by the Leaders of the 6 Councils. The Protocol reflects the ambitious and challenging aspirations of Pioneer Somerset and seeks to ensure the protection of the future interests of the Member Councils during the delivery of the Programme.

- 3.4.** Various Programme governance options were considered but the conclusion was reached that effective collaborative working could be achieved without the need for a Joint Committee structure or the creation of a separate corporate body. The Protocol alternative recommended provides for a Programme Board comprising of the Leaders of the 6 Councils. Although the intention is that the Leaders should gather together to make complementary decisions at the same time in order to progress the Pioneer Somerset Programme, this gathering will have no legal status for the purposes of Access to Information or other constitutional rules about the holding of local authority meetings. It is proposed instead that each Leader is given the delegated authority by their Council to make any necessary decisions in relation to the delivery of the Programme. Each decision by each Leader will be subject to the Access to Information rules for individual decision-making that have been adopted by their own Council.

*Important note: It must be emphasised that the delegated authority to each Leader is limited to ensuring delivery of the Pioneer Somerset Programme itself. It does not include authority to take decisions on behalf of their Council on proposals coming out of the Programme, eg, to join services together across Councils. Proposals of this nature would be the subject of a recommendation from the Board to the relevant Councils. The autonomy of the principal partners is an important principle of the Pioneer Somerset Programme and will be protected by this Protocol.*

- 3.5.** The Protocol proposes that the Board be supported by officer forums at Lead Director and Chief Executive level. These will enable collective action by the Member Councils on options appraisal and recommendations to the Board. The Protocol requires that these groups can only proceed by unanimous agreement on a collective recommendation. The Lead Directors' Group (advised by the Programme Manager) will advise the Chief Executives' Group which in turn will advise the Leaders of the Member Councils.

This Member / Officer structure proposed will therefore allow the Member Councils to go forward together while respecting the individual interests of each Council. The structure is presented graphically at Annex 2 to this report.

## **4. Consultations undertaken**

- 4.1.** Consultations have been undertaken internally across the 6 Councils at senior officer and lead member level. In particular the Pioneer Somerset Lawyers Group comprising the monitoring officers of the 6 Councils have been instrumental in the preparation of the Protocol and subsequent discussions have embraced relevant Directors, Chief Executives and Leaders.

## **5. Implications**

- 5.1. Legal:** The legal issues in relation to the operation of the Protocol have been outlined above. The Protocol itself adds to this by setting out clear terms of reference for the respective groups as well as modus operandi.

- 5.2.** In due course and as part of the delivery phase, particular actions and proposals may require a bi-lateral or multi-lateral contractual agreement between authorities in relation to transfer of powers, funding, staffing, joint decision-making or co-option. The Pioneer Somerset Lawyers Group propose to provide an agreed “toolkit” of those arrangements in anticipation of such agreements. This will, it is hoped, reduce the amount of negotiation which will be required between Councils in settling the agreements that the Pioneer Somerset Programme will promote.
- 5.3. Risk:** The Pioneer Somerset Lawyers Group considers that the acceptability of the proposals made under the Programme will depend on the perceptions of the decision-makers and those who influence them. The benefits must be able to be clearly stated and be measurable by those parties. Any disbenefits must be identified and mitigation measures proposed which allay any fear of change. Effective communication to Councils, Councillors, Staff, their Representatives, Stakeholders and Service users and recipients will be a key determinant of success of the Pioneer Somerset project.

## **6. Background papers**

### **6.1. Pioneer Somerset PID**

**Note** For sight of individual background papers please contact the report author

## Pioneer Somerset

### Governance Protocol (Draft)

#### Member Councils will:

##### 1. Take Ownership of the Pioneer Somerset Programme by:

###### **Establishing Performance Measures:**

Every Council to commission Pioneer Somerset Board to produce Baseline data on qualitative measures and make proposals for publishing tracking and progress data against the PID targets.

###### **Agreeing the Collective Revenue Savings Target:**

Every Council to contribute to preparation for and negotiation with GOSW on setting of the collective target for savings and to adopt the principle that their consequent contribution to savings will be included as part of their Medium Term Financial Plan.

##### 2. Enable the Delivery of the Pioneer Somerset Programme by:

###### **Enabling Joint Decision making:**

Each Council to delegate sufficient executive and other powers to their Leader to agree and implement Pioneer Somerset Programme Action Plans that deliver the PID and contribute to achievement of savings in Medium Term Financial Plans.

###### **Resourcing the Delivery of the Pioneer Somerset Programme:**

Each Council to select a first tier officer to be their Pioneer Somerset Lead Director and provide facilities for that officer to contribute to achievement of the PID.

Each Council will provide adequate resources for them to deliver their contribution to delivering Pioneer Somerset Programme Action Plans.

##### 3. Ensure Transparent and Evidence Based Decision-Making by:

###### **Making effective Scrutiny arrangements:**

1. Each Council to instruct their Scrutiny Committee to consider and advise upon the implications of delivering the PID for their own communities (jointly where possible).
2. Each Council to require their Scrutiny Committee to appoint two Councillors (and two named reserve Councillors), that shall not be current Executive Members of any participating Council, to serve on a Joint Scrutiny Panel to review the work of the Pioneer Somerset Project Board.

##### 4. Ensure Common Control of Pioneer Somerset Resources:

###### **Finance:**

Mendip DC to be Accountable Body for holding and administration of grant and employer of Pioneer Somerset staff. Funding authorisation to be held by Pioneer Somerset Board.

###### **Staffing and Other Resources:**

Authorisation and prioritisation of use of staffing and other resources on Pioneer Somerset Programme to be held by Pioneer Somerset Board.

##### 5. Respect Other Member Councils by:



**Maintaining Commitment to the Pioneer Somerset Programme until 2012/13.**

EXCEPT when they give not less than 12 months notice expiring on 31 March in any year while undertaking to bear the direct costs of their own withdrawal

AND EXCEPT when 3 or more of the member authorities resolve to bring the Pioneer Somerset Programme to an end when the direct costs of terminating the programme will be borne equally.

## **The Pioneer Somerset Board will:**

### **1. Be the Principal Decision-Making Forum of Pioneer Somerset:**

#### **Its Membership is:**

The Leaders of each Member Council (or their Alternates)

#### **Its Role is to act jointly:**

Ensuring Delivery of Pioneer Somerset Programme.

Recommending PID/PID Variations to Member Councils.

Approving Programme Action Plans (PAPs).

Monitoring Delivery of PAPs.

Recommending actions to Member Councils including making appropriate entries in their Medium Term Financial Plans.

Monitoring Achievement of Outcomes.

Receiving reports from Scrutiny Committees.

#### **Its Decision-making will be by:**

Unanimous assent at events at which all Councils are represented.

The representative of each authority attending the event having unconditional delegated powers to agree recommendations of the Chief Executives' Group in accordance with their own Council's individual decision-making arrangements. So that, joint decisions will bind all authorities to PAPs.

#### **Its Meetings will be chaired:**

By the Leader of each Council in turn for terms of six months.

### **2. Be Open and Transparent by:**

Each decision of each Council representative being subject to:

- (a) and recorded in accordance with their own Council's access to information arrangements for individual decision-making.
- (b) collective scrutiny by a Joint Scrutiny Panel
- (c) each Council's scrutiny arrangements for individual and other decision-making.

## **The Pioneer Somerset Chief Executives' Group will:**

### **1. Be the Principal Advisor to the Pioneer Somerset Board:**

#### **Its Membership is:**

The Heads of Paid Service of each Member Council (or their nominees).

#### **Its Role is to produce collective advice to the Board:**

Enabling Delivery of Pioneer Somerset Programme

Recommending PID Variations to Pioneer Somerset Board

Recommending Programme Action Plans (PAPs)

Ensuring Monitoring Delivery of PAPs

Recommending actions to Pioneer Somerset Board

Ensuring Monitoring Achievement of Outcomes & Risks

#### **Its Decision-making requires:**

Finding a collective recommendation that is supported by each Council's Head of Paid Service.

Being satisfied that all blockages to delivery of the PAPs have been minimised.

Collective attention in advance of meetings in order to identify concerns, find options for solution and negotiation between Councils.

#### **At meetings:**

The Group will be chaired by the Head of Paid Service whose Council Leader is the then current Chair of the Pioneer Somerset Board.

### **2. Be able to have free and frank discussions so as to enable the effective conduct of the Pioneer Somerset Programme by:**

- a. Sharing advice between the Member Councils;
- b. Exchanging views for the purpose of establishing a collective recommendation to the Pioneer Somerset Board;
- c. Holding meetings in private, and
- d. Being able to keep the content of its discussions exempt from disclosure under Section 36 of the Freedom of Information Act 2000.

### **3. Each Chief Executive shall take a sponsoring role in respect of at least one PID workstream.**

## **The Pioneer Somerset Directors' Group will:**

### **1. Be the Principal Advisor to the Pioneer Somerset Chief Executives' Group:**

#### **Its Membership is:**

The Lead Directors for Pioneer Somerset of each Member Council (or their nominees).  
The Pioneer Somerset Programme Manager (as advisor)

#### **Its Role is**

##### **(a) to produce collective advice to the Chief Executives' Group:**

Recommending PID Variations  
Recommending Programme Action Plans (PAPs)  
Reporting Achievement of Outcomes

##### **(b) to enable and co-ordinate the delivery of the PAPs by:**

Monitoring Delivery of PAPs  
Monitoring Risks  
Commissioning advice on governance, legal, financial, staffing and other infrastructural issues to enable the delivery of PAPs.

#### **Its Decision-making requires:**

Finding a collective recommendation that is supported by each Council's Lead Director for Pioneer Somerset.

Finding a collective recommendation that delivers the PID.

#### **At meetings:**

The Group will be chaired by the Lead Director for Pioneer Somerset whose Council Leader is the then current Chair of the Pioneer Somerset Board.

The Group will be advised and facilitated by the Pioneer Somerset Programme Manager who shall also be responsible for recording decisions of the Group.

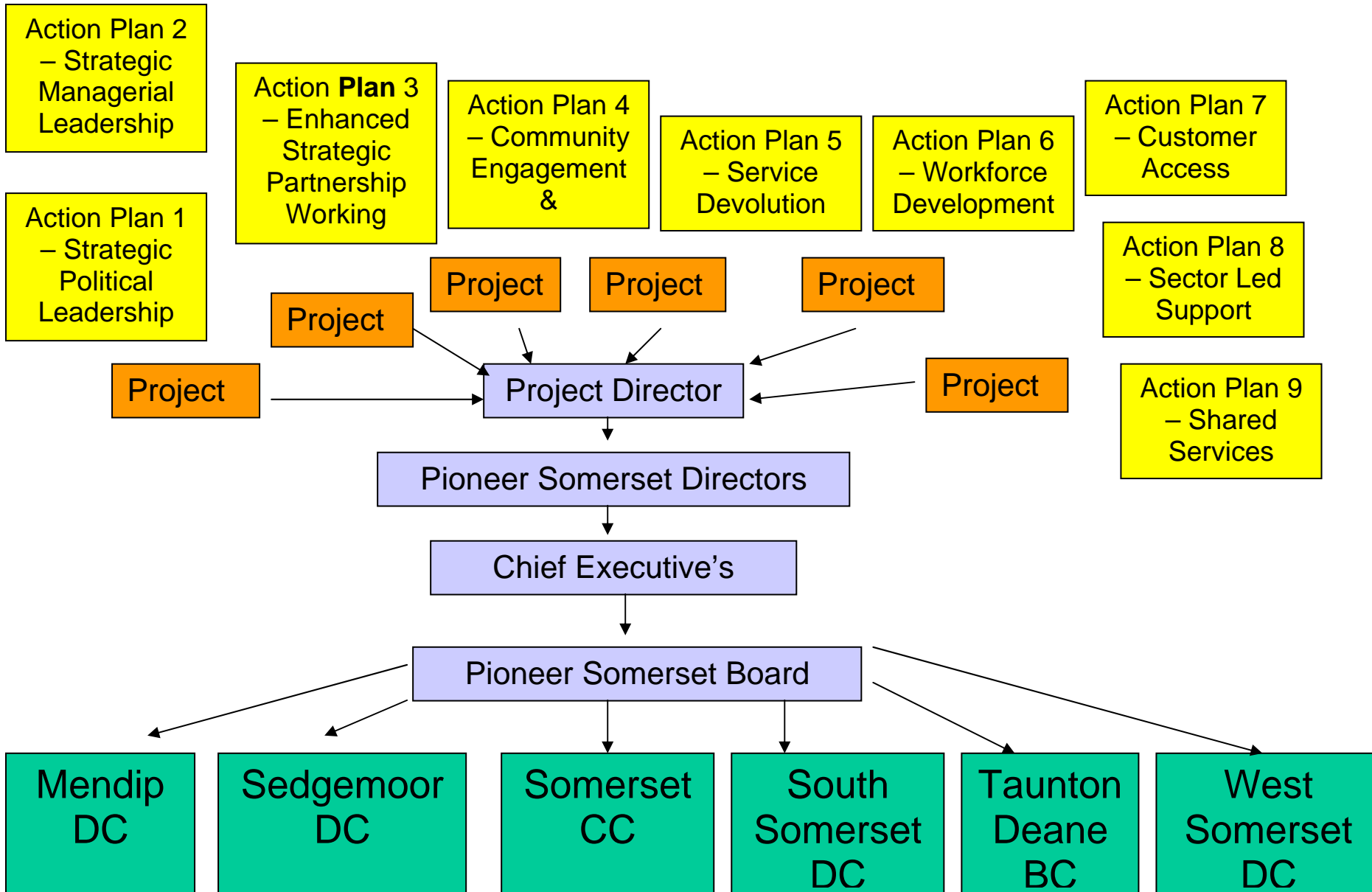
### **2. Be able to have free and frank discussions so as to enable the effective conduct of the Pioneer Somerset Programme by:**

- (a) Sharing advice between the Member Councils;
- (b) Exchanging views for the purpose of establishing a collective recommendation to the Pioneer Somerset Chief Executives' Group;
- (c) Holding meetings in private, and
- (d) Being able to keep the content of its discussions exempt from disclosure under Section 36 of the Freedom of Information Act 2000.

### **3. Each Lead Director shall be Programme Director for at least one PID workstream.**

# Pioneer Somerset

## ANNEX 2



**RISK OWNER:**

**KEY RISKS**

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	
A	The programme does not run to time	C01	The programme delivery team has been designed to give sufficient capacity to support the programme and ensure timely delivery	H	H/M	H
		C02	The need for external support on key areas (e.g. legal, procurement, independent facilitation) has been recognised and built into the PID			
		C03				
		C04				
		C05				
		A01	<i>Need to review the key milestones</i>			
		A02	<i>Board to approved revised timescales</i>			
		A03	<i>Keep the GOSW informed of changes</i>			
B	The programme does not have sufficient resources (staff, time, money) to deliver	C01	Authorities have agreed to release senior officer time, dedicated to the programme, as specified in the PID. Similarly, an approach to recruiting to the delivery team using a secondment model across all authorities has been agreed	H	H/M	H
		C02	There is an understanding of the varying levels of capacity in different authorities at the present time, and a willingness to arrive at pragmatic solutions which reflect the position of each council's ability to commit resources, whilst ensuring the continued broad level ownership of the programme			
		C03				
		C04				
		C05				
		A01	<i>Need to identify resources and how they will be deployed</i>			
		A02	<i>Need to clarify funding opportunities for next phase(s)</i>			
		A03				
C	The pace of the programme is not controlled by the Board	C01	We have developed a shared vision of enhanced 2 tier working and a set of very clear SMART outcomes against which all options developed through the programme will be evaluated	H/M	M	M
		C02				
		C03				
		C04				
		C05				
		A01	<i>Develop the 'no surprises protocol'</i>			
		A02				
		A03				
D	Communications about the Pioneer Somerset are patchy and inconsistent, resulting in 'mixed messages' and lack of clarity among key stakeholders	C01	We have prepared a common report for scrutiny and executive purposes in all authorities, seeking approval of the jointly prepared PID. The need for jointly planned and delivered communications is recognised	H	H	H
		C02				
		C03				
		C04				
		C05				
		A01	<i>Draft Communications Plan signed off by the Board</i>			

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	
		A04 A05				
E	Local identity, and the capacity to respond in a tailored manner to Somerset's diverse communities, will be reduced	C01 C02 C03 C04 C05 A01 A02 A03 A04 A05	The jointly developed vision for enhanced two tier working makes specific reference to Somerset's diverse communities. This will be a key criterion in the evaluation of all options forthcoming from the Pioneer programme  <i>Clarity of option to have autonomy where best</i>  <i>Evaluation of all options to consider this risk</i>	M/L	M/L	M
F	Organisational complexity, size and possibly cost will increase as a result of local authority integration	C01 C02 C03 C04 C05 A01 A02 A03 A04 A05	The wording of the jointly developed vision is clear on the need for integration and reduced duplication in the pursuit of efficiency and better outcomes for Somerset residents. Options which run counter to this Vision will be exposed as such in the evaluation and will not be selected  <i>Cost Benefit Analysis throughout the Projects and Programme</i>	M	M	M
G	The different organisational cultures and mindsets in the six principal authorities will hinder and possibly jeopardise the programme	C01 C02 C03 C04 C05 A01 A02 A03 A04 A05	The fact that each council has a different culture and way of working has been recognised and taken account of in the PID, by providing opportunities for joint debate and consensus building at officer and member level, in the pursuit of our common vision and outcomes. It is also recognised that there is often a strength arising from different organisational culture, when tailored to the needs of a particular place  <i>The Board and Chief Executives collectively and individually lead and support the Programme</i>	H	H	H
H	Support service provision will be duplicated as a greater number of shared service arrangements are established	C01 C02 C03 C04 C05 A01 A02 A03 A04 A05	Councils have agreed to develop a solution to this issue during 2008  <i>Develop a strategy for delivering support services for shared services</i>	M	M/L	M
		C01 C02 C03	Pioneer by delivering early will have support and sign-up and any new members and leaders will want to embrace Pioneer			

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	
I	Loss of political support - changes in 5 years at National or Local elections	C04 C05 A01 A02 A03 A04 A05	<i>Recognition of successful Programme - 'Brand'</i> <i>Councillors and Chief Officers aware of consequences of failure</i>	H	M	M



Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	
J	Disagreement / delay in the Pioneer Programme as it is at odds with Service Priorities	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>When Councils set their service priorities they need to be in-line with the Pioneer Programme</i>	M/L	M/L	L
K	Fail to record progress / achievements to demonstrate savings made	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Board to agree and officers to adopt the Benefit Tracking system</i>	H	M/L	M
L	Fail to appoint Pioneer Programme Manager and delivery team	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Need to identify resources and how they will be deployed</i>	H	M	H
M	Interest in the 5 year Programme wanes	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Set and achieve targets and communicate success locally, regionally and Nationally</i>	H	M	M
N	Authorities 'launch forth' in an adhoc fashion not linked to Pioneer	C01 C02 C03 C04 C05  A02 A03 A04 A05	<i>Develop the 'no surprises protocol'</i>	H/M	M	M

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	
O	Failure to agree way forward = savings not made	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Board and Chief Executive leadership and commitment and consequences of failure</i>	H	M	H
P	Failure to agree = strain on relationships	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Board and Chief Executive leadership and commitment and consequences of failure</i>	H	M	H
Q	One Authority disagrees = reputational risk	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Board and Chief Executive leadership and commitment and consequences of failure</i>	M	M	M
R	Efficiencies for some but not others = individual objectives not met	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Awareness of the 'give and take' and 'bigger picture' philosophy</i>	M	M	M
S	Some streams already being worked on therefore lack of coordination and duplication	C01 C02 C03 C04 C05  A01  A02 A03 A04 A05	<i>Effective Programme Management</i>	H/M	M	M

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	

Risk Ref	WHAT CAN GO WRONG?	Control/ Action code	HOW DO WE/ <i>CAN WE</i> PREVENT IT?	ASSESSMENT CURRENT		CUMULATIVE ASSESSMENT
				Impact	Probability	

## APPENDIX E

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## PIONEER SOMERSET PROGRAMME PIDs



**PIONEER SOMERSET  
STRATEGIC LEADERSHIP (POLITICAL)**

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**PROJECT INITIATION DOCUMENT (PID)**

**ID: PS/SLP/SSDC**

**Version: 1.0**

**Author: R Singh**

**Date: July 2008**

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## Project Initiation Document

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### 1. Background

- 1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:
- Mendip District Council
  - Sedgemoor District Council
  - Somerset County Council
  - South Somerset District Council
  - Taunton Deane Borough Council
  - West Somerset District Council
- 1.2 This project covers the Strategic Leadership (political) work stream of the Pioneer Somerset programme. The PID sets out the objectives and scope to deliver the outcomes required for Strategic Leadership that local authorities would ultimately like to see delivered through an enhanced system of two tier local government.

### 2. Outline Business Case

Leaders and Chief Executives of all Somerset councils have agreed the following Vision and Supporting Principles:

#### **Vision**

**By 2013, the county and 5 district councils of Somerset will be working cooperatively together where this succeeds in delivering services of consistently high quality,**

#### **Supporting Principles**

- To work together effectively
  - To reduce costs
  - To increase value for money
  - To establish joint governance arrangements when working in partnership
  - To devolve service delivery to the most appropriate level
-

## Project Initiation Document

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An overall statement that local government in Somerset need to be “**better for residents and better for communities**” was also developed by council leaders.

This project contributes to the programme required to deliver the Vision and supporting principles.

### **3. Project objectives and scope**

#### **3.1 Project objectives**

Define the vision for political leadership for Somerset that is aligned with the overall aims of the Pioneer Somerset project.

To put forward options for political leadership and facilitate Pioneer Somerset partners to agree on a preferred option.

Somerset Summit Board formally constituted and linked to each Council's own constitution

#### **3.2 Project scope**

Pioneer Somerset is a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme is divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

This PID is concerned with phase 1 of the Pioneer Somerset programme for the Strategic Leadership (Political) work stream.

#### **This project includes:**

- Defining the Vision for political leadership for Somerset
  - Identification and comparison of current political management arrangements in each Somerset authority:
    - Executive structures
    - Organisation of opposition groups
    - Scrutiny arrangements
    - Policy frameworks and budgetary matters
  - Agreement of a common method for identifying costs and appraisal of costs for current democratic arrangements
  - Options considered by Chief Executives and Leaders
-

## Project Initiation Document

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- Constitution and any new political arrangements formalized and linked to each council's own constitution.
- Produce an agreed action plan to deliver the Vision for Strategic Leadership (political)

### **Exclusions**

This project does not include:

- any workstreams other than Strategic Leadership (political)
- Phase 2 (implementation) of the preferred option.

### **Constraints on the project (e.g. resource availability)**

There are none at present. Resource has been made available:

Pioneer Programme Manager: 3 days per month

SSDC resource: as required

Chief Executive,  
Corporate Director,  
Project Officer.

Other staff will be made available as required throughout the project, eg Communications officer, HR etc

### **Interfaces to other projects and/or systems**

This project is one of the 9 work streams that fall within the scope of the Pioneer Somerset programme.

### **Dependencies on other projects or parts of the business.**

This project is running in parallel with the work of the other workstreams and aspects will include joint working across all the local authorities. It must align with the overall aim of the Pioneer Somerset programme.

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## Project Initiation Document

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### **4. Project deliverables**

The aim of Phase 1 of the Pioneer Somerset programme is to:

**Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.**

#### **Key deliverables for the Strategic Leadership (political) workstream:**

1. A Vision for political leadership across Somerset
2. Paper on options presented to Chief Executives and Leaders (Sept 08)
3. Event 1 - to build greater ownership of the Vision for enhanced two-tier working, to identify barriers and opportunities and to build consensus of what political leadership will mean in practice (June 08)
4. Event 2 – to generate a detailed understanding of options and obtain consensus from Executive Board members on the best option that would be implemented. (Oct 08)
5. Action plan for implementation of agreed way forward during Phase2. (Nov 08)

### **5. Project approach**

The Pioneer Somerset PID provides the framework and identifies the key tasks that need to be carried out to deliver the desired outcomes for this project and subsequently the overall programme.

Partner local authority Chief Executives have been assigned responsibility for one or more of the work streams included in the scope.

The programme manager who been recruited to manage the Pioneer Somerset programme will oversee this project.

No assumptions have been made as to how political leadership should work in Somerset in the future.

Research on political leadership models, establishment of the baseline and current practices will inform the paper presenting suitable options. These will be evaluated discussed and agreement reached on a preferred option for Somerset.

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## Project Initiation Document

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### **6. Project Plan**

The project plan for this work stream is attached at Appendix 1

Milestones have been set to align with the overall Pioneer Somerset PID and to meet the required timescales.

### **7. Organisation – roles and responsibilities**

<b>Resource</b>	<b>Requirement</b>
Phil Dolan (CEO SSDC)	2 days per month
Rina Singh (Director, SSDC)	8 days per month
Sue Eaton (SSDC project manager)	10 days per month
Donna Parham (Finance)	4 days per month
Ian Clarke (Legal advice)	4 days per month
Dawn Haydon (Communications)	2 days per month

Additional officers will be utilized as required during the project

### **8. Project costs**

Overall cost of the project

Funding from LIFT SW: £19k

SSDC staff time: £103k

Event 1: £4400

Event 2: £4400 (estimated)+ £ 2000 facilitator cost

### **9. Project quality**

The deliverables will be reviewed and approved by the Pioneer Somerset Chief Executive and Leaders group. Quality will be achieved by clear objectives and targets set and close monitoring of the project throughout.

Highlight and exception reports will be presented to Chief Executive and Leaders. Any changes and issues arising are considered by the Project Board using the off specification & change request reports.

Risks have been logged and controlled and tolerance reported and actioned.

The final action plan must be signed off by all partners before phase 2 (implementation) can be commenced.

Documents are controlled through version control and securely stored electronically.

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## Project Initiation Document

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### **10. Project controls**

The project will be controlled and managed through use of the Prince 2 project management methodology as recommended by Government and best practice.

Overall responsibility is allocated to the Director's Board and delegated on a day to day basis to the Project manager.

The Director's Board will meet on a fortnightly basis and kept informed through exception and highlight reporting.

### **11. Risk management**

Risks are managed throughout the project and key risks are identified in the Risk Log. Risks can be identified at any stage and the Project Board will determine the most suitable response and required actions.

### **12. Communications**

Communication officers from each authority meet on a regular basis to take the communication plan forward. Responsibility for Communications has been assigned to Bruce Lang who is on the Director's Board.

Communication lead on the Director's Board is responsible for the overall delivery of the communications plan.

It has been agreed that different levels and forms of communication will be used including the use of a dedicated micro site for communication for all stakeholders.

**Communications Plan** – as per the agreed Pioneer Somerset Communications Plan.

Signed: .....

Position:

.....

Directorate: .....

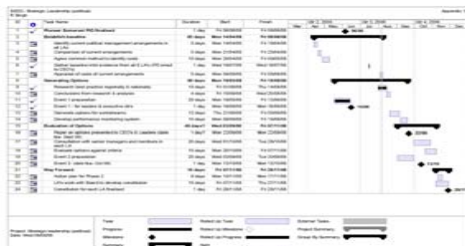
Date:

.....

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# Project Initiation Document

*Please note dates need to be firmed up within the overall timetable.*





**PIONEER SOMERSET**

**STRATEGIC LEADERSHIP (MANAGERIAL)**

**WORKSTREAM**

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**PROJECT INITIATION DOCUMENT**

**(PID)**

***FIRST DRAFT***

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**ID:**

**Version:** v1.0

**Author:** A Griffin

**Date:** 4/8/2008

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## Project Initiation Document

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### 1. Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

*“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.*

*We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”*

The following Outcomes have also been agreed:

➤ Outcome 1 – Efficiency

To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).

➤ Outcome 2 - Customer satisfaction

For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.

➤ Outcome 3 – Reputation and Partnership Working

1.3 To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.

1.4 Pioneer Somerset is a five-year programme, starting in April 2008 and finishing at the end of March 2013. The programme is divided into two phases:

- Phase 1 – Development (year 1)
  - Phase 2 – Implementation (years 2-5)
-

## Project Initiation Document

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- 1.5 The aim of Phase 1 of the programme is to:

***Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.***

***The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID.***

***A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate***

- 1.6 Leaders and senior managers of all Somerset local authorities have considered the areas that need to be within the scope of the Pioneer Somerset Programme, and are as follows, organised into three main groupings:

**POLICY**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

**PLACE/LOCALITY**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

**SHARED SERVICES**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

- 1.7 Each of the above nine areas are therefore the identified work streams of the Pioneer Somerset Programme, and conclusions from each of these will be drawn together into the comprehensive action plan delivered at the end of Phase 1 of the Programme (November 2008).

- 1.8 ***This PID is therefore a development of the Strategic Leadership (Managerial) work stream, and is intended to generate options for managerial leadership across the county in order to deliver the agreed vision and desired outcomes for enhanced two-tier working.***
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## Project Initiation Document

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### 2.0 Outline Business Case

- 2.1 It can clearly be seen from the background information how the Strategic Leadership (Managerial) work stream contributes to the overall achievement of the Pioneer Somerset Programme, and in particular how it will support a range of the other workstreams.
- 2.2 *Phase one of this work stream will explore the possible options for revising and realigning the Strategic Management Structures of the partner authorities with recommendations coming forward at the end of phase one.*
- 2.3 The agreed Outcomes, identified within the Pioneer Somerset PID, for the Strategic Leadership (Managerial) work stream are as follows:

#### Year 1

- Revised senior management arrangements to be proposed, linked to phased programme of shared service delivery by Nov 08.
- Protocol agreed for inter-authority working and joint strategy development (Nov. 08).

#### Year 3

- Agreed senior management arrangements implemented.
- Inter-authority working embedded (culture).
- Stronger inter-agency management arrangements (e.g. joint commissions).
- Joined up strategies across tier the norm, with scope for local tailoring/actions.

### 3.0 Project Objectives and Scope

- 3.1 The outcomes of the Strategic Leadership (Managerial) Project are identified above.
- 3.2 This work stream would serve to underpin the work of the Shared Service work stream and provide a direction and focus on which to build to both improved services to the public and generate significant efficiency savings.
- 3.3 The project will also contribute to the achievement of NI 179
- 3.4 The scope of the project will involve all partners both County and Districts.
- 3.5 This work stream will **not** involve the 3<sup>rd</sup> tier of local government within Somerset, except in a consultation capacity.
- 3.6 This Project will potentially have inter-dependencies with other Pioneer Work Streams, in particular:
- **Strategic Leadership (Political)**  
These work streams will be intrinsically linked throughout phase one and beyond.
  - **Community engagement and empowerment**  
The links with this work stream are currently anticipated to be limited.
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## Project Initiation Document

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- **Service Devolution**  
If significant changes to the strategic leadership management structures this will have the potential to impact on service devolution. This will be re-assessed after phase one.
- **Workforce Development**  
There is undoubtedly a significant overlap between the Strategic Leadership (Managerial) work stream and that of Workforce Development and clear communication between these will need to be maintained. In order to successfully deliver change at the strategic level while maintaining capacity and resilience a clear and deliverable work force plan including re-deployment will be essential. The two work streams will need to provide for the potential resource
- **Customer Access to Services**  
All work streams will link with customer access and it is anticipated that any decisions resulting in a new strategic management structure will have an impact on the CS work stream rather than vice versa.
- **Sector Led Support**  
Depending on the services under consideration, there may well be overlaps between this work stream and that of Strategic Leadership (Managerial).

3.7 The main constraints on this project, the majority of which have been identified within the Risk Management section of this PID are as follows:

- Political and/or managerial resistance
- Poor communications leading to confusion and issues of trust.
- Organisational differences and resistance to change and or compromise.
- Organisational cultures, both political and managerial
- That the project does not run to time – through insufficient resources being made available to support it,
- The complexity of support services provision across the county may hinder progress

*For this work-stream the most significant risks are expected to be cultural and political rather resource related.*

## 4.0 Project Deliverables

The primary deliverables of the Project are, as follows:

- Identify current senior management arrangements in each authority. Review similarities and differences. May 2008
  - Establish costs of current senior management arrangements in Somerset, following agreement of a common method for identifying costs. May 2008
  - Hold independently facilitated event for Chief Executives to: (i) review information and evidence gathered through the programme to date; (iii) build
-

## Project Initiation Document

towards consensus of what joined up managerial leadership will look like in practice. June 2008

- Establish proposals and report to each council for consideration. September 2008.
- Agree next steps November 2008
- Any changes to be implemented *from* 1.4.09.

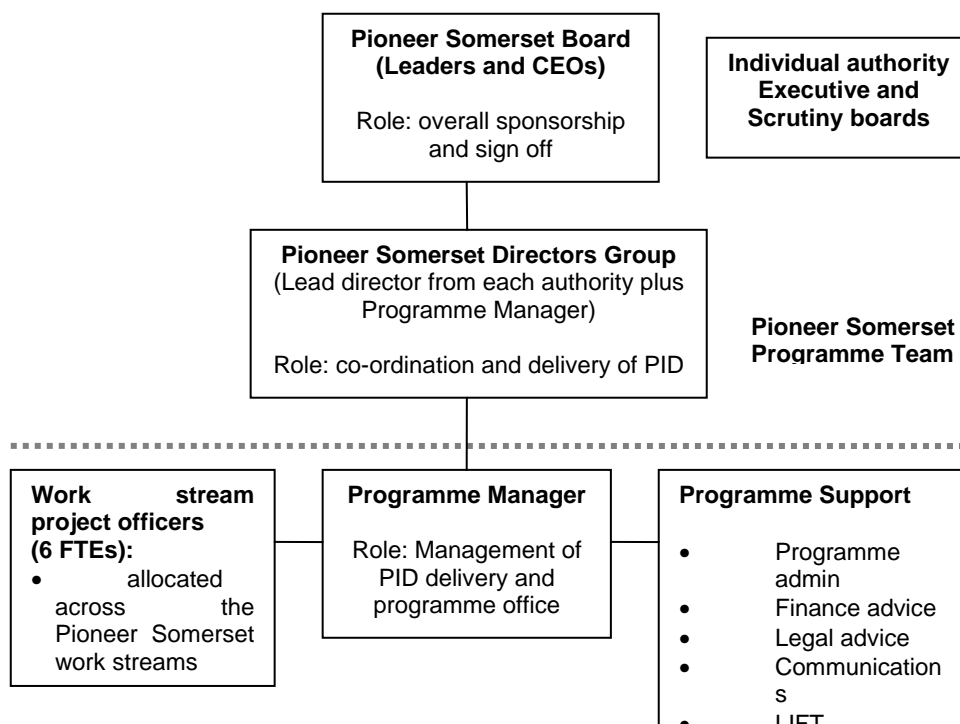
### 5.0 Project Approach

5.1 The following approach was approved at the Somerset Chief Executives' meeting of 15 February 2008:

- Capture information on management costs across all authorities in agreed format.
- Somerset Finance Officers to review figures for consistency and comparability
- Report to CEOs – outlining possible options for preliminary consideration.
- Report to each Council Autumn 2008

### 6.0 Organisation – Roles and Responsibilities

6.1 The Strategic Leadership (Managerial) project is just one of the work stream projects sitting under the 'umbrella' of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:



## Project Initiation Document

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**6.2** *Kerry Rickards, SDC, will be the project lead for this project.*

6.3 Allison Griffin will take the Director Lead.

### 7.0 Resource Requirements (including people)

The indicative resource requirements to deliver the SLM project are as follows:

Resource	Requirement
Kerry Rickards (CEO, SDC )	2 days per month
Allison Griffin (Director, SDC)	2.5 days per month
SROs in each authority	2.5 days per month
Programme Manager	1 day per month
Finance Officer allocated to Project	Up to 0.5 days per month
Legal advice on shared services, procurement, etc	Up to 1 days per month

Days estimated are for phase 2 of the project post November with the exception of the CEO which applies to phases 1 & 2.

### 8.0 Project Costs –

Funding Area	Annual Cost (£'000s)
Lead Officers within SDC	24
Shared Services SROs in each authority	30
Programme Manager	4 (funded from LIFT SW)
Finance Officer allocated to Project	1.5 (part funded from LIFT SW)
Legal advice on shared services, procurement, etc	4 (part funded from LIFT SW)
Conference expenses, best practice visits, mileage, subsistence, etc	1 (part funded from LIFT SW)
<b>SUB TOTAL</b>	<b>64.5</b>
Potential LIFT SW funding (Pioneer)- backfilling	19
other	3
<b>TOTAL COST</b>	<b>42.5</b>

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## Project Initiation Document

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### 9.0 Target Savings

9.1 The target savings have not been fully assessed and would depend very much on the strategic approach which were to be taken.

### 10.0 Project Quality

10.1 The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

### 11.0 Project Controls

Programme Manager to consider methodology and / or processes required, as these will need to be consistent with other work streams.

1. Define any controls on the project (e.g. Project Board reviews, management reporting).
2. Specify any project specific review points during the project process.

### 12.0 Risk Management

Describe any known risks in terms of the risk, its probability, its potential impact and explain how each risk will be managed. The template **Risk Log (TP08)** is available from the intranet and can be attached to this document as an appendix.

Signed: ..... Position: .....

**Directorate: ..... Date: .....**

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## Project Initiation Document

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### PIONEER SOMERSET – ENHANCED STRATEGIC PARTNERSHIP WORKSTREAM

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### PROJECT INITIATION DOCUMENT (PID)

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**ID:** <Doc ID>  
**Version:** 1.0  
**Author:** Caroline Gamlin  
**Date:** 28 August 2008

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## Project Initiation Document

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### 1. Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

**“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”**

The following principles have been agreed for Pioneer Somerset:

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

Pioneer Somerset will be a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme will be divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

The main output of phase 1 will be a comprehensive action plan to establish the measures that will be needed to deliver the Vision and supporting principles detailed above.

The scope of the Pioneer Somerset programme covers nine areas within three groupings as follows:

#### **Policy**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

#### **Place/locality**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

## Project Initiation Document

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### **Shared services**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

This PID is for the enhanced strategic partnership workstream listed above.

This workstream aims to deliver integrated and streamlined arrangements for LSPs across Somerset. This will involve having one consistent approach for all to strategic planning, identifying community needs, prioritization, performance management of shared targets and outcomes and engaging with the community.

This represents a significant change in the way that the 6 authorities currently fulfill their statutory responsibility for ensuring economic, social and environmental well-being within their area.

### **2. Outline Business Case**

Currently the county has 6 Sustainable Community Strategies each describing a vision and long term objectives and challenges for specific areas of the county and the overall county. These are developed in partnership with a wide range of agencies and organizations through 6 Local Strategic Partnerships (LSPs) and a variety of sub group arrangements. There is much common membership across the LSPs and current arrangements can be described, at best, loosely federated. This framework was introduced by legislation in 2000 and now needs to be reviewed to take account of the challenges of the LGIPH Act 2007.

Recently the Local Area Agreement has proved to be a positive and successful mechanism for achieving consensus on the most important priorities which need to be addressed in Somerset together over the next 3 years. A similar degree of integrated working and consensus now needs to be achieved in respect of longer term challenges and priorities and the overall vision for Somerset in the future.

The enhanced strategic partnership workstream supports two of the Pioneer Somerset objectives.

Outcome 2 – Customer Satisfaction – the new CAA performance framework introduced by the LGIPH Act 2007 places greater emphasis on the views of residents, how satisfied they are with the area where they live and in particular the degree to which they feel they can influence, at a local level, decisions which affect them. The multi agency/multi partnership work undertaken to delivery the LAA needs to be translated in a way which is meaningful to residents e.g what difference has it made to them and to their community? Whatever the pattern of local government in Somerset, communities will always be ‘single tier’; residents are not interested in which agency or organization does what, but they are interested in how collective actions make a difference to the place where they live, that they receive a consistently high level of service irrespective of where they live; and have confidence that public services represent good value for money. The new bi-annual Place Shaping residents survey commencing this autumn will reflect how residents feel about these issues, be an important part of the evidence base for CAA, and provide a collective view about the effectiveness of partnership working in Somerset amongst the 6 authorities and other key partners. A more streamlined and integrated approach to strategic partnership working in Somerset will help residents and communities to better understand how the social, economic and environmental issues in their area are being tackled; confidence that their needs are understood by all agencies and

## Project Initiation Document

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that they are informed, consulted and involved in ways that are relevant and joined up.

Outcome 3 – Reputation and partnership working – Whilst our key driver is to ‘chase the improvement, not the grade’, the annual area assessment will be an important and public judgement about the extent to which key agencies and partners have worked together to improve the quality of life for residents, businesses and visitors and improved the prospects for the area. Success in this workstream will bring collective benefits for all 6 authorities in their relationships with local communities and close the gap between how residents perceive the services they receive and their more general view of local government.

The agreed outcomes identified within the Pioneer Somerset PID for the enhanced strategic partnership workstream are as follows:

### Year 1:

- Agreed approach for streamlining and greater integration of LSPs across Somerset, to meet the demands of CAA and delivery of the LAA (Nov 08);
- Agreed approach for streamlining sustainable community strategies (Nov 08);
- Agreed approach for measuring Community strategy/LAA outcomes (Nov 08).

### **3. Project objectives and scope**

- 3.1 The outcomes of this workstream are identified above and once implemented will support the overall objective of Pioneer Somerset – *better for residents, better for communities*. Essentially the local government ‘family’ in Somerset will have agreed to work together differently in partnership with other key agencies and organizations to support the delivery of the outcomes which matter most to residents, businesses and communities.
- 3.2 The project will potentially have inter-dependencies with other Pioneer Somerset workstreams, in particular:
- **Strategic Leadership (political)** LAs need to ensure that in designing local strategic partnerships that the role and profile of executive elected members is provided for.
  - **Strategic Leadership (managerial)** There is a link to the way in which individual authorities deploy resources to fulfill their ‘well-being’ responsibilities.
  - **Community Engagement & Empowerment** There are intrinsic links with this workstream as outlined above under ‘customer satisfaction’
  - **Service Devolution** Potential implications for LAA partnership delivery planning
  - **Customer Access** – Cross cutting across all workstreams
  - **Shared Services** – Potential opportunities especially in respect of policy and strategy development.

## Project Initiation Document

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### **4. Project deliverables**

The key deliverables, as agreed within the Pioneer Somerset PID, are:

- Review current LSP role and governance arrangements across Somerset in light of current guidance (e.g place-shaping) and new drivers including LAA/CAA(end of June 08);
- Identify opportunities and barriers for streamlining and rationalizing the network of LSPs across Somerset (end of August 2008)
- With key partners review evidence gathered to date and build towards a consensus of what enhanced strategic leadership will look like in Somerset
- Establish formal proposals and report to each council for consideration (Oct)

### **5. Project approach**

To apply the 5 Stage approach set out in Pioneer Somerset overarching PID:

- Establish options appraisal methodology
- Research & Review
- Generating Options
- Evaluation of options
- Conclusion

Representative(s) from each authority together with a workstream lead will form a Steering Group. The Community Support Liaison Officers Group (CSLOG) will support as necessary.

The scope of the workstream reaches beyond that of the 6 authorities and engagement of key statutory partners and other organizations/groups will be essential.

Opportunities to align the project work with the LSP self improvement activity funded by the REIP should be explored.

The workstream will report according to agreed programme management governance arrangements.

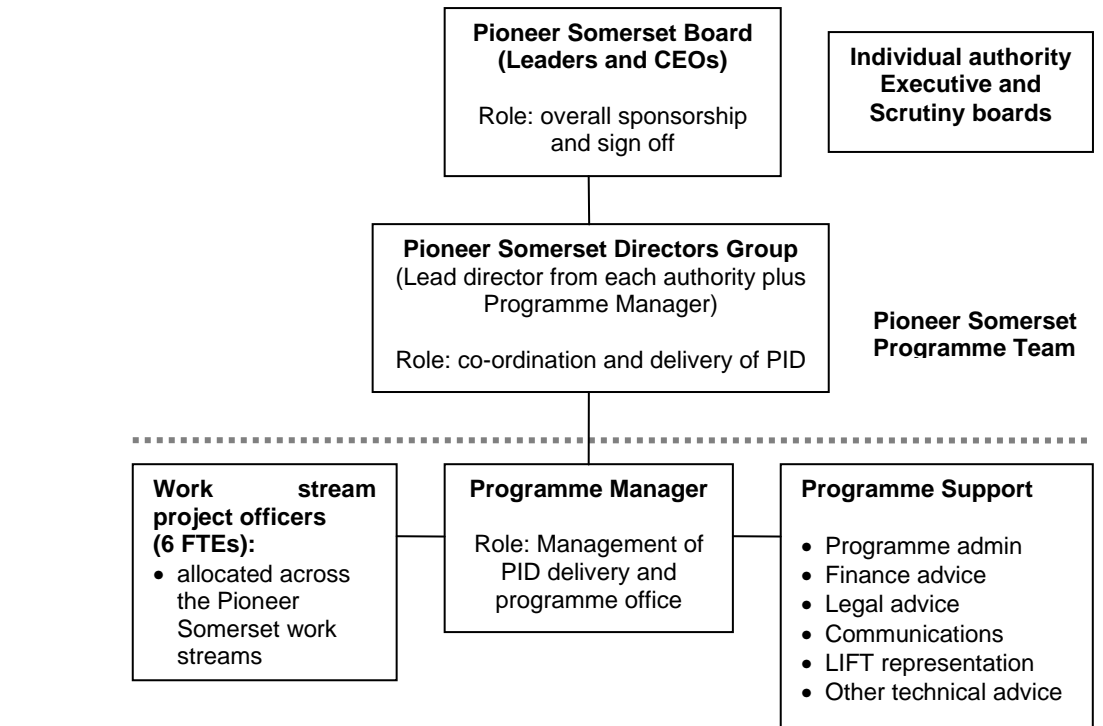
### **6. Project Plan**

See appendix 1 (not yet done)

### **7. Organisation – roles and responsibilities**

The enhanced strategic partnership workstream is just one of the work stream projects sitting under the 'umbrella' of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:

## Project Initiation Document



- Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.
- A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.
- The responsibility for the enhanced strategic partnership workstream has been allocated to Somerset County Council. The Project Sponsor is therefore Somerset County Councils' Chief Executive, Alan Jones, with the nominated Project lead being Caroline Gamlin, joint Director of Public Health.
- Representatives of each Council will work with the Lead officer and Pioneer Somerset Programme Manager to create an enhanced strategic partnership Project Team.
- It is proposed that the project team will involve officer and member representatives from each of the 6 authorities. The meeting will be chaired by the workstream lead officer and it will focus on reviewing performance and managing the workstream's delivery against agreed targets.
- Other stakeholders will be identified and consulted or involved as appropriate throughout the three phases.
- Communications relating to this workstream will be created by the Project Team. These will need to be incorporated into the Communication Protocol established for the whole Pioneer Somerset programme. The initial contact for communications relating to this workstream will be the SCC representative (Anne Brayley) on the Pioneer Somerset Communications Group.

## Project Initiation Document

### 8. Resource requirements (including people)

	Requirement
Alan Jones (CEO, SCC)	½ day per month
Caroline Gamlin (Joint Director of Public Health)	2 days per month
Lead officers – SCC Fiona Catcher/Trevor Gilham	5 days per month
Pioneer Somerset Programme Manager	1 day per month
Service Officers in each authority working on specific proposals	Up to 4 days per month
Finance Officer allocated to Project	Up to 1 day per month
Legal advice as required etc	Up to 1 day per month
Elected members involvement	Up to 1 day per month

### 9. Project Costs

Funding Area	Annual Cost (£'000s)
SCC lead officers	£ 18.6
SCC support officers	£ 20.5
Service Officers in each authority working on specific community engagement proposals	£ 7.4
Pioneer Somerset Programme Manager	£ 4.4
Finance Officer allocated to Project	£ 2.1
Legal advice	£ 2.8
Elected members	£ 8.0
Conference expenses, best practice visits, mileage, subsistence, etc	£ 5.0
<b>SUB TOTAL</b>	<b>£68.8</b>
Potential LIFT SW funding (Pioneer)	£4.4
<b>TOTAL COST</b>	<b>£64.4</b>

These annual salary costs per employee have been calculated using the following formula:

(Salary of employee / 220 (average working days per year)) x no. days required per month

## Project Initiation Document

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They do not include on costs, other than annual leave.

### **10. Project quality**

The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

### **11. Project controls**

To be completed.

### **12. Risk management**

- Reputational damage
- Lack of clarity
- Duplication of effort across workstreams
- Insufficient resources to complete PID activities
- Insufficient engagement with key partners
- Organisational cultural changes not synchronised with Pioneer Somerset outcomes
- PID timescales and governance framework to employ remedial actions and make decisions
- Constitutional and legal issues to enable the desired framework to be established

Signed:..... Position: .....

Directorate: ..... Date: .....



**PIONEER SOMERSET  
DEVOLUTION**

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**PROJECT INITIATION DOCUMENT (PID)**

ID: PS/DEV/SSDC

Version: 1.0

Author: R Singh

Date: 7 Aug 2008

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## Project Initiation Document

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### 1. Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 This project covers the Devolution work stream of the Pioneer Somerset programme. The PID sets out the objectives and scope to deliver the outcomes required for Devolution that local authorities would ultimately like to see delivered through an enhanced system of two tier local government.

### 2. Outline Business Case

2.1 Leaders and Chief Executives of all Somerset councils have agreed the following Vision and Supporting Principles:

#### Vision

**By 2013, the county and 5 district councils of Somerset will be working cooperatively together where this succeeds in delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.**

#### Supporting Principles

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

An overall statement that local government in Somerset need to be **“better for residents and better for communities”** was also developed by council leaders.

This project contributes to the programme required to deliver the Vision and supporting principles.

## Project Initiation Document

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### **3. Project objectives and scope**

#### **3.1 Project objectives**

To identify all services currently devolved from (and to) different levels of government

To identify opportunities for service devolution

To agree devolvement of services to most appropriate level

#### **3.2 Project scope**

Pioneer Somerset is a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme is divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

This PID is concerned with phase 1 of the Pioneer Somerset programme for the Devolution work stream.

#### **This project includes:**

- An audit of all devolved services to Town and Parish Councils
- Involvement of Parish and Town Councils to establish their views and willingness to take on services
- Early opportunities identified and costed
- Paper presented to Chief Executives and Leaders

#### **Exclusions**

This project does not include:

- any workstreams other than Devolution
- Phase 2 (implementation) of the preferred option.

#### **Constraints on the project (e.g. resource availability)**

There are none at present. Resource has been made available:

Pioneer Programme Manager: 3 days per month

SSDC resource: as required

Chief Executive,

## Project Initiation Document

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Corporate Director,  
Project Officer.

Other staff will be made available as required throughout the project, eg Communications officer, HR etc

### **Interfaces to other projects and/or systems**

This project is one of the 9 work streams that fall within the scope of the Pioneer Somerset programme.

### **Dependencies on other projects or parts of the business.**

This project is running in parallel with the work of the other workstreams and aspects will include joint working across all the local authorities. It must align with the overall aim of the Pioneer Somerset programme.

### **4. Project deliverables**

The aim of Phase 1 of the Pioneer Somerset programme is to:

**Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.**

### **Key deliverables for the Devolution workstream:**

1. Audit of all services currently devolved to town and parish councils across Somerset.
2. Views of Town and parish councils in relation to willingness to take on services sought and analysed.
3. Early opportunities for devolving services identified
4. Estimated costs for early opportunities
5. Roadshow for 7 districts to communicate implications (Nov 08)
6. Paper to Chief Executives and Leaders

### **5. Project approach**

The Pioneer Somerset PID provides the framework and identifies the key tasks that need to be carried out to deliver the desired outcomes for this project and subsequently the overall programme.

## Project Initiation Document

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Partner local authority Chief Executives have been assigned responsibility for one or more of the work streams included in the scope.

The programme manager who has been recruited to manage the Pioneer Somerset programme will oversee this project.

No assumptions have been made as to how devolution should work in Somerset in the future.

An audit of current practices and results of consultation with Parish and Town Council's will inform the paper that will be presented to Chief Executives and Leaders.

### **6. Project Plan**

The project plan for this work stream is attached at Appendix 1

Milestones have been set to align with the overall Pioneer Somerset PID and to meet the required timescales.

### **7. Organisation – roles and responsibilities**

Resource	Requirement
Phil Dolan (CEO SSDC)	2 days per month
Rina Singh (Director, SSDC)	8 days per month
Sue Eaton (SSDC project manager)	10 days per month
Donna Parham (Finance)	8 days per month
Ian Clarke (Legal advice)	4 days per month
Dawn Haydon (Communications)	2 days per month

Additional officers will be utilized as required during the project

### **8. Project costs**

Overall cost of the project

Funding from LIFT SW: £19k

SSDC staff cost: £117k

Roadshow: to be estimated

## Project Initiation Document

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### **9. Project quality**

The deliverables will be reviewed and approved by the Pioneer Somerset Chief Executive and Leaders group. Quality will be achieved by clear objectives and targets set and close monitoring of the project throughout.

Highlight and exception reports will be presented to Chief Executive and Leaders. Any changes and issues arising are considered by the Project Board using the off specification & change request reports.

Risks have been logged and controlled and tolerance reported and actioned.

The final action plan must be signed off by all partners before phase 2 (implementation) can be commenced.

Documents are controlled through version control and securely stored electronically.

### **10. Project controls**

The project will be controlled and managed through use of the Prince 2 project management methodology as recommended by Government and best practice.

Overall responsibility is allocated to the Director's Board and delegated on a day to day basis to the Project manager.

The Director's Board will meet on a fortnightly basis and kept informed through exception and highlight reporting.

### **11. Risk management**

Risks are managed throughout the project and key risks are identified in the Risk Log. Risks can be identified at any stage and the Project Board will determine the most suitable response and required actions.

### **12. Communications**

Communication officers from each authority meet on a regular basis to take the communication plan forward. Responsibility for Communications has been assigned to Bruce Lang who is on the Director's Board.

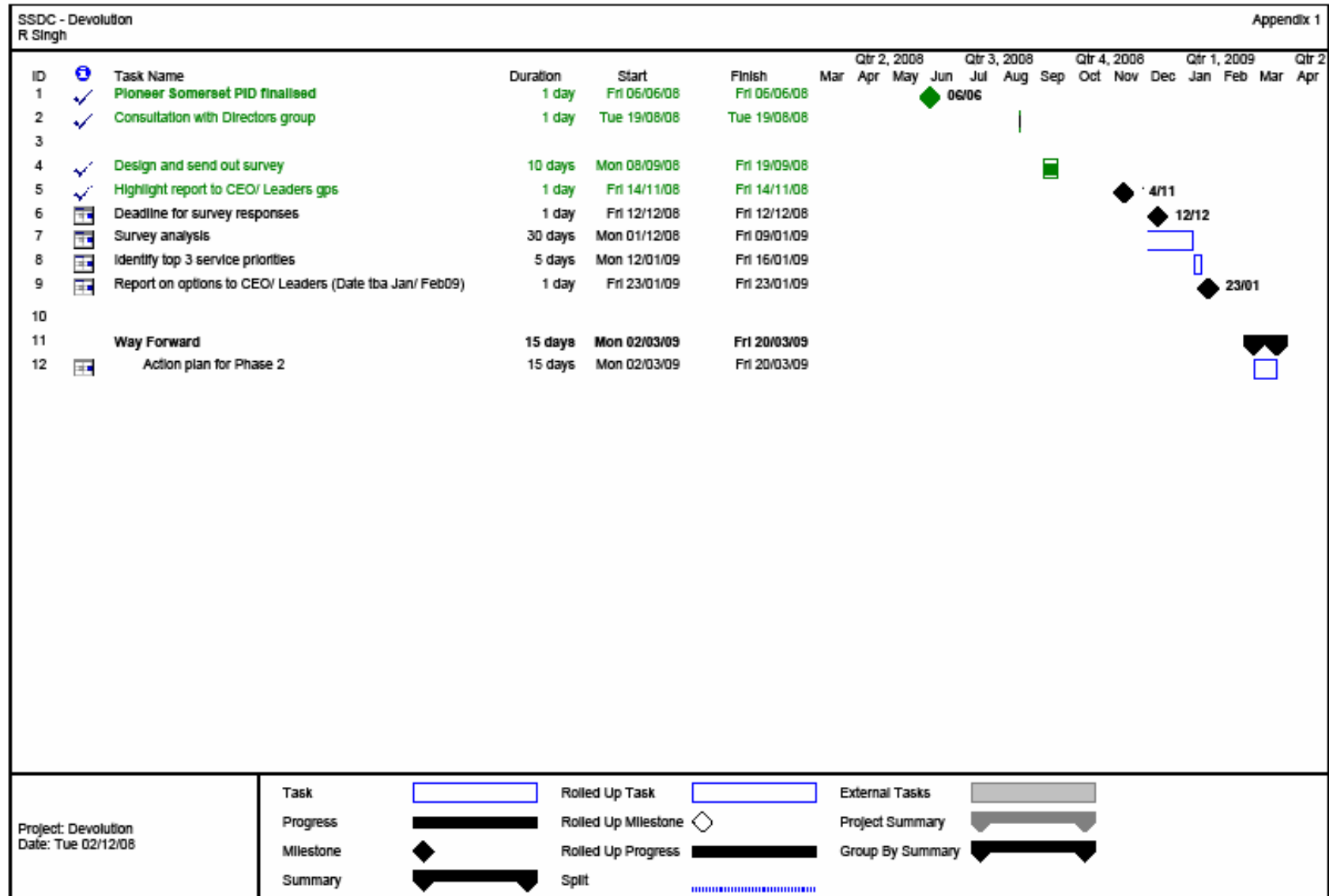
Communication lead on the Director's Board is responsible for the overall delivery of the communications plan.

It has been agreed that different levels and forms of communication will be used including the use of a dedicated micro site for communication amongst all.

**Communications Plan** – as per the agreed Pioneer Somerset Communications Plan.

Signed:.....Position:.....  
 Directorate:.....Date:.....

# Project Initiation Document



## **Project Initiation Document**

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### **PIONEER SOMERSET – COMMUNITY ENGAGEMENT AND EMPOWERMENT WORKSTREAM – KEY ELEMENTS**

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### **PROJECT INITIATION DOCUMENT (PID)**

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**Version:** 3.0  
**Author:** Miriam Maddison  
**Date:** 20 October 2008



## Project Initiation Document

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### **1. Summary**

This PID is for the community engagement & empowerment workstream within the agreed Pioneer Somerset Phase 1 Programme.

This workstream aims to deliver enhanced County-wide community engagement & empowerment approaches for all stakeholders by year three of this programme i.e. 2011. This will involve having one consistent approach for all to engage and be empowered at a sub-district level across all 6 authorities.

This represents a radical change in the way that community engagement and empowerment is currently delivered across the County where there are currently six different approaches. A lot of work has already taken place over recent years to achieve greater consistency in community engagement and empowerment but this has not yet resulted in an agreed single approach.

### **2. Outline Business Case**

The community engagement and empowerment workstream supports two of the Pioneer Somerset objectives.

The challenges of engagement and empowerment are significant. Some people want to be active citizens, others are content to engage through the ballot box, others only get involved when they see an issue having a major impact on them and some people are disinterested because they believe they can have no influence at all. There is not a 'one size fits all' solution to these challenges but the role of the 6 authorities and elected members at all tiers of local government remains key.

Outcome 2 – Customer Satisfaction – reduction in duplication of meetings, more effective use of available resources to improve engagement with Somerset's residents and narrow the gap between communities and decision making by the 6 authorities. A consistent approach to community engagement and empowerment across the County will reduce the confusion which can be experienced by residents receiving services and attending meetings from a two-tier system of local government and thus increase satisfaction in their contacts with the Councils. Opportunities to develop and implement joint arrangements for decision-making and scrutiny between Parish/Town Councils, District and County Councils and to extend the ways in which the public can have their say through community fora and routes other than meetings.

Outcome 3 – Reputation and partnership working – All public organisations need to look at how they can improve the way they talk with, listen to and involve the public in their work. This workstream will drive forward 'joining-up' the local government engagement work so that communities can more easily be involved in having their say, set out their priorities for action, play a more active role in scrutinizing service delivery and also influence decision making. Success in this workstream will bring collective benefits for all 6 authorities in their relationships with local communities and satisfaction levels.

## Project Initiation Document

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The key benefits of this workstream are:

- A simplified and consistent way for residents and other stakeholders to engage and influence Council services, regardless of where they are in the County, and whether they approach a District Council or the County Council.
- An approach to community engagement which is based on knowledge of the needs of residents ie. designing the engagement around service users not organisations
- Improvements to decision making and scrutiny by 6 authorities through better engagement and empowerment. This could lead to further opportunities for joint decision making eg. Somerset Waste Board or joint scrutiny so that stakeholders views are reviewed and actioned by all 6 authorities in unison.
- Opportunities for elected member development and greater support for the the role of Councillors as community champions, which could lead to further opportunities for devolution of decision making and services.
- Evolution of joined-up multi-agency engagement and empowerment arrangements at a local level for communities and other stakeholders to influence and participate.

### **3. Project objectives and scope**

#### **3.1 Project objectives**

To develop a common approach to community engagement and empowerment for all 6 authorities to employ from Summer 2009 and for devolved decision making and further joint decision-making and joint scrutiny to be in place for all 6 authorities by 2011 (in addition to new legislative requirements for empowerment and participatory budgeting).

#### **3.2 Project scope**

In addition to the use of web-based engagement methods, questionnaires, public events, formal and informal meetings of the Councils and community meetings at a sub-district level, the community engagement & empowerment workstream also includes the Customer Access workstream approaches of all face to face, telephone and electronic contact with all customers for services delivered by the six Councils. A key aim is to ensure that engagement and empowerment is not solely translated into an approach based upon structures and meetings.

The community engagement and empowerment workstream will also include the need to involve the 3<sup>rd</sup> tier of local government within Somerset and other public sector bodies, voluntary sector and community organizations and other stakeholders like private businesses.

## Project Initiation Document

It has proved difficult to construct a meaningful PID for this workstream given the wide ranging nature of the topic, the emerging national policy framework and significant overlaps between this workstream and the workstreams covering Strategic Leadership (Political), Enhanced Strategic Partnership working, Service Devolution, Customer Access and Shared Services.

For example, the Strategic Leadership (political) workstream will need to consider decision-making to involve local communities and the potential for joint scrutiny arrangements with a greater level of community involvement – as set out in the recent White Paper ‘Communities in Control’. Customer satisfaction is also driven by improving and simplifying access to services which is picked up within the Customer Access Workstream.

The original Pioneer PID set a milestone for community engagement in year 1 of a single countywide approach to consultation and research. This would clearly be a shared service and also links very closely with work being developed by other key public sector partners including the Police and NHS as signatories to the LAA and contributors to NI 4 - the % of people who feel they can influence decisions in their locality. This takes us into the realm of enhanced strategic partnerships, where shared information plus consultation and research will be required to underpin effective partnership working and the performance management of the LAA.

### *Recommendations for revised Project Scope*

- 1) *Integrate the community engagement workstream across the Pioneer programme requiring each of the core workstreams to consider how projects will help to enhance community engagement;*
- 2) *Use the White Paper ‘Communities in Control’ to provide a framework for checking that the necessary developments have been captured effectively within the programme.*
- 3) *Workstream lead to take the role of Theme Champion, ensuring the workstream PIDs demonstrate how deliverables contribute to delivery of White Paper objectives.*

## **4. Project deliverables**

The key deliverables, as agreed within the Pioneer Somerset PID, are:

### **Year 1**

- Single, county wide approach to consultation and research agreed, with scope for local delivery mechanisms as appropriate.
- Approach to community engagement and empowerment at sub district level agreed.

### **Year 3**

- Sub district approach to community engagement embedded across Somerset

## Project Initiation Document

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### Progress with project deliverables

- Community engagement workshops held from Feb – March 2008
- Community Engagement PID has been the ongoing subject of development and review through the joint member and officer groups supporting Pioneer Somerset.
- Baseline position for community engagement and empowerment approaches across the 6 authorities by July 2008
- Sub-district engagement options report considered across the 6 authorities by Sep 2008
- Review of Area Working Panels and completion of a Community engagement and empowerment implementation action plan by July 2008
- County Councillors invited to attend sub-district arrangements with improved County & District Council engagement with local stakeholders.
- Ongoing work between all 6 authorities to improve engagement approaches, including for example:
  - i. South Somerset: The County Council and South Somerset District Council are investigating the pilot of joint committee arrangements across South Somerset from early 2009. This pilot as part of the Pioneer Phase 1 work will provide a 'live' transformation example for improved joint working across the county.
  - ii. Taunton Deane: the Taunton Unparished Fund Panel – bringing together very informally a grouping of county and TDBC councillors to allocate County Local Initiatives Budget and TDBC unparished area monies to local projects. In addition discussions have commenced in relation to further developing the Taunton Community Partnerships under the governance of the Taunton LSP. The County Council is working with Taunton Deane Borough Council and other key partners to ensure that the Partnerships evolve into multi-agency partnerships operating at sub-district level which are fit for the purpose of enabling the public agencies to meet the requirements of the community engagement and empowerment agenda.
  - iii. West Somerset : in addition to attending the Area Panels, the West Somerset Strategic Partnership have expanded their membership to include the four local county councillors.
- Initial review of the Engagement action plan is being undertaken by the County Council's Scrutiny Committee and Full Council in November.

A formal review of the action plan is due by Summer 2009 to take forward further joint work and any constitutional changes required. It is proposed that the action plan is subject to a formal annual review to check its direction of travel and make any appropriate adjustments.

### **5. Project approach**

The project is proposed to be delivered in three phases :

- Phase 1 – Development (year 1)

## Project Initiation Document

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- Phase 2 – Implementation (years 1-5)
- Phase 3 – Ongoing review (years 2-5)

These phases can be reflected in terms of some of the proposed outcomes as follows :

- Year 1 – joined-up county and district council sub-district arrangements open to all local stakeholders to participate and influence, based on the principles of the sub-district engagement paper and the Community Engagement & Empowerment Action Plan
- Year 2 – evolution of the sub-district arrangements to include the potential delegation of powers/budgets from county and district councils
- Year 3+ - evolution of sub-district arrangements to formally include other partners (like Police, Health & Parish/Town Councils) and for them to bring devolved powers/budgets

### PHASE 1

Phase 1 will have three stages as set out below:

Stage 1 – establish baseline position and review (by June 2008)

- evaluate baseline position with engagement and empowerment approaches across the 6 authorities.
- research examples of best practice of delivering community engagement & empowerment in other two tier areas, both regionally and nationally
- to review the existing work undertaken by all 6 authorities over the last 12 months on opportunities to improve community engagement – including the work led by SSSC on the sub-district engagement approaches.
- consider the interim action plans already agreed
- to consider Pioneer objectives in conjunction with future legislative requirements for enhanced engagement and empowerment requirements
- to draw conclusions based on analysis of the research findings and publish these
- gather baseline evidence from the six councils in relation to how community engagement and empowerment is currently delivered by each
- establish the current performance benchmarks for each of the three Pioneer outcomes i.e. efficiency, customer satisfaction, reputation and partnership working, using 2006/7 as a baseline and 2007/8 if information is available.
- Review workstream activities for Customer Access, Political Leadership and Service Devolution to identify common work areas, intelligence and avoid duplication
- Develop a robust performance management and monitoring system to measure progress against all the outcomes

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### Stage 2 – Generating and evaluation of options (by November 2008)

- Identify options for delivering a common approach to community engagement and empowerment across Somerset. The criteria will assess the options against the Vision and desired outcomes of Pioneer Somerset as well as the contribution that the option will make to delivering LAA outcomes and future legislative requirements.
- Identify potential opportunities and barriers to all options, through dialogue with key staff and elected members.
- Evaluate options generated in Stage 3 against agreed criteria through a process involving the Pioneer Somerset Board and Executive members and senior managers from each Council.

### Stage 3 - Conclusion (by end November 08)

- create an action plan based on the information gathered in stages 1 – 2 for incorporation into the overall Pioneer Somerset comprehensive action plan.
- Approach to community engagement and empowerment at sub district level agreed.

The completion of the overall Pioneer Somerset Programme action plan, which will include the individual action plans for each of the workstreams will mark the end of Phase 1 of the project. Sign-off of the comprehensive action plan by all Councils from November 2008 onwards will trigger the beginning of Phase 2 – implementation. Phase 3 will run in parallel to Phase 2 since this workstream will require a process of ongoing review to monitor its implementation but also to make any necessary adjustments from planned legislative changes and actions from other workstreams.

## **6. Organisation – roles and responsibilities**

- The community engagement and empowerment workstream is just one of the work stream projects sitting under the ‘umbrella’ of the Pioneer Somerset Programme.
- The responsibility for the community engagement & empowerment workstream has been allocated to Somerset County Council. The Project Sponsor is therefore Somerset County Councils’ Chief Executive, Alan Jones, with the nominated Lead Director being Miriam Maddison.
- Somerset County Council has formed an Engagement Project Team to help support the delivery Phases 1, 2 and 3 of the project. The Project Team will be chaired by the workstream lead officer and it will focus on reviewing performance and managing the workstream’s delivery against agreed targets.
- Representatives of each Council will work with the Lead officer, the Engagement Project Team and Pioneer Somerset Programme Manager to deliver the workstream aims and objectives.
- Other stakeholders will be identified and consulted or involved as appropriate throughout the three phases.
- Communications relating to this workstream will be created by the Project Team and will follow. These will need to be incorporated into the

## Project Initiation Document

Communication Protocol established for the whole Pioneer Somerset programme. The initial contact for the engagement and empowerment communications will be the SCC representative (Anne Brayley) on the Pioneer Somerset Communications Group.

### **7. Resource requirements (including people)**

Resource analysis has been undertaken on the basis of recognizing that Council partners have to deliver some aspects of the community engagement and empowerment agenda anyway through their mainstream resources. No account has been taken of additional resource requirements to accelerate the programme or achieve any outcomes not listed in this PID.

The resource analysis has also been based upon the recommendation that this PID is incorporated into the remaining workstreams as part of the Phase 2 work, rather than a separate workstream in its own right.

	<b>Requirement</b>
Alan Jones (CEO, SCC)	½ day per month
Miriam Maddison (Director, SCC)	2 days per month
Community Governance staff – lead officer Julian Gale (Group Manager, SCC)	6 days per month
Community Development & Partnerships staff – lead officer Gareth O'Rourke (Group Manager, SCC)	2 days per month
Pioneer Programme Manager	1 day per month
Service Officers in each authority working on specific community engagement proposals	Up to 4 days per month
Finance Officer allocated to Project	Up to 1 day per month
Legal advice on community engagement and empowerment etc	Up to 1 day per month
Elected members involvement in community engagement and empowerment etc	Up to 1 day per month

## Project Initiation Document

### 8.0 Project Costs

Funding Area	Annual Cost (£'000s)
SCC lead officers	£18.6
SCC Group Managers – Julian Gale / Gareth O'Rourke	£22.7
Service Officers in each authority working on specific community engagement proposals	£ 7.4
Pioneer Somerset Programme Manager	£ 4.4
Finance Officer allocated to Project	£ 2.1
Legal advice on customer access etc	£ 2.8
Elected members involvement in community engagement and empowerment etc	£8
Conference expenses, best practice visits, mileage, subsistence, etc	£ 5
<b>SUB TOTAL</b>	<b>£ 71.0</b>
<b>Potential LIFT SW funding (Pioneer)</b>	<b>£ 4.4</b>
<b>TOTAL COST</b>	<b>£ 66.6</b>

These annual salary costs per employee have been calculated using the following formula:

(Salary of employee / 220 (average working days per year)) x no. days required per month

They do not include on costs, other than annual leave.

### **9. Risk management**

True community engagement and empowerment at a local level is likely to come at a cost to the 6 authorities even if we achieve much closer working with the district councils and other partners. Judgements will have to be made as to what extent some of the additional resources required to fulfill new styles of working are justified and provide real added value.

To ensure this workstream is effective, it is important that there are explicit and clear governance arrangements in place both for the Pioneer programme but also for the partner authorities in order to deliver agreed outcomes underpinned by clear decision making, monitoring and benefits tracking.

Key risks to partners for this workstream are :

- Reputational damage if workstream not sufficiently resourced or prioritized by partners or if there is a lack of clarity amongst partners and stakeholders
- Duplication of effort across workstreams



## Project Initiation Document

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- Insufficient resources to complete PID activities
- Organisational cultural changes not synchronised with Pioneer Somerset outcomes
- Lengthy PID timescales and need for a strong governance framework to employ remedial actions and make decisions
- Constitutional and legal issues to enable the desired empowerment and governance frameworks to be established

**The recommendation of the officers supporting the delivery of this PID is that as we move into the 'delivery' phase with the consequent need to rationalize and prioritise programme actions, it is suggested that instead of being a separate work-stream, 'community engagement' should instead be regarded as an underpinning theme to all activity under the Pioneer Somerset programme. This would require the priority work-streams to demonstrate how deliverables contribute to delivery of White Paper objectives.**

Signed: ..... Position: **CORPORATE DIRECTOR,SCC**  
**MIRIAM MADDISON**

Directorate: **COMMUNITY**

Date:

**PIONEER SOMERSET**

**WORKFORCE DEVELOPMENT**

**WORKSTREAM**

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**PROJECT INITIATION DOCUMENT**

**(PID)**

***FIRST DRAFT***

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**ID**

**Version:** v1.0

**Author:** R Crouch

**Date:** 10/8/2008

## Project Initiation Document

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### 1. Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

**“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”**

The following Outcomes have also been agreed:

➤ **Outcome 1 – Efficiency**

**To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).**

➤ **Outcome 2 - Customer satisfaction**

**For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.**

➤ **Outcome 3 – Reputation and Partnership Working**

**To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.**

1.3 The Pioneer Somerset Programme will bring about new approaches to two-tier working that are truly pioneering in their design, delivery and in the positive outcomes they will bring for Somerset’s residents and communities.

1.4 Pioneer Somerset is a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme is divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

## Project Initiation Document

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- 1.5 The aim of Phase 1 of the programme is to:

**Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.**

**The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID.**

**A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate**

- 1.6 Leaders and senior managers of all Somerset local authorities have considered the areas that need to be within the scope of the Pioneer Somerset Programme, and are as follows, organised into three main groupings:

### **POLICY**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

### **PLACE/LOCALITY**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

### **SHARED SERVICES**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

- 1.7 Each of the above nine areas are therefore the identified work streams of the Pioneer Somerset Programme, and conclusions from each of these will be drawn together into the comprehensive action plan delivered at the end of Phase 1 of the Programme (November 2008).

- 1.8 This PID is therefore a development of the Workforce Development work stream, and is intended to generate mutually beneficial options for the way and manner in which the local authorities develop their respective workforces with the view to create inter-organisational workforce development strategies for enhanced two-tier working.

## **2.0 Outline Business Case**

- 2.1 It can be seen from the background information how the Workforce Development work stream contributes to the overall achievement of the Pioneer Somerset Programme, and in particular how it will feed off from the other workstreams.

## Project Initiation Document

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2.2 The agreed Outcomes, identified within the Pioneer Somerset PID, for the Workforce Development work stream are as follows:

### Year 1

- Current workforce development gaps and needs identified across all authorities
- Secondment opportunities across Somerset identified 'quick wins' in place in priority service areas
- Single approach and strategy for succession planning and redeployment in place across Somerset

### Year 3

- County-wide workforce development strategy embedded.

## 3.0 Project Objectives and Scope

3.1 The outcomes of the Workforce Development Project are identified above, and once implemented will support the concept of Pioneer Somerset in the way that the people resources within each authority are developed.

3.2 This work stream will support many of the work streams identified above, but particularly those that have a direct impact on human capital.

3.3 There are significant people issue synergies that impact across the two tiers of local government that will benefit from being addressed collectively. An ageing workforce, the difficulty of attracting and retaining under 25 years olds, emerging skill gaps etc.

3.4 The scope of the project will involve all partners both county and Districts.

3.5 This work stream will **not** involve the 3<sup>rd</sup> tier of local government within Somerset, except in a consultation capacity.

3.6 This Project will potentially have inter-dependencies with other Pioneer Work Streams, in particular:

- **Strategic Leadership (Managerial)**  
These work streams will be intrinsically linked throughout phase one and beyond.
- **Enhanced Strategic Partnership Working**  
The links will be dependent on the outputs from this work stream ie to what extent the enhanced partnership working impacts on staff within those partnerships.
- **Service Devolution**  
If significant changes to the way that services are devolved transpires then this will have significant repercussions on workforce development activities.
- **Customer Access to Services**  
All work streams will link with customer access and it is anticipated that any decisions in this work stream will have a staff development impact.

## Project Initiation Document

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- **Sector Led Support**

Dependent on where the support comes from, there could be opportunities to also gain support to enhance workforce development (particularly scarce skills).

- **Shared Services**

Shared service route ways will undoubtedly have a significant impact on people development requirements and opportunities and it is envisaged that both these work streams will need to work closely.

3.7 The main constraints on this project, the majority of which have been identified within the Risk Management section of this PID are as follows:

- Political and/or managerial resistance
- Poor communications leading to confusion and issues of trust.
- Organisational differences and resistance to change and or compromise.
- Organisational cultures, both political and managerial
- That the project does not run to time – through insufficient resources being made available to support it,
- The complexity of support services provision across the county may hinder progress

*For this work-stream the most significant risks are expected to be cultural, some political, but mainly inter-organisational in terms of 'system' changes.*

### 4.0 Project Deliverables

The primary deliverables of the Project are, as follows:

- Identify current workforce development gaps for each authority and the respective needs based on current HRM forecasts. Conduct a cross authority Gap Analysis of the findings and develop a cross authority Needs Analysis based on current thinking.
- Identify workforce development pockets of good practice in each authority and consider how to maximize benefit from them, including secondments, work experience etc.
- Develop strategies and protocols that permit a more joined up approach and process to recruitment, progression and succession planning on an inter-organisational basis, cognizant of the needs to recognize each of the employing authorities terms and conditions etc.
- Develop an inter-organisational recruitment and redeployment protocol that links to the people outcomes for each of the respective workstreams in order to minimize the personal impact of post reductions as a consequence of Pioneer Somerset.

## Project Initiation Document

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### 5.0 Project Approach

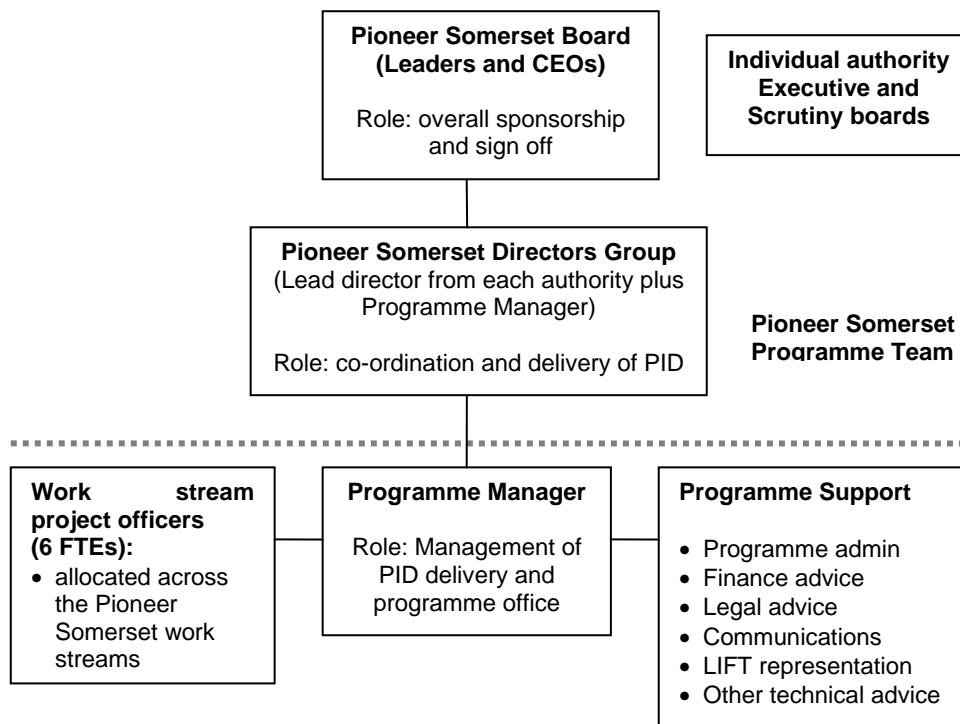
- 5.1 To agree the approach between all authorities but it is anticipated to be:
- Identify representatives from each authority and a work stream lead to form a Steering Group.
  - Forge Project teams for each of the sub-sections of the work stream and report initially to the Work stream Steering Group on progress.
  - Through the Programme Manager, report to the Directors Group in the first instance as part of Somerset Pioneers governance arrangements.

### 6.0 Project Plan

To be developed.

### 7.0 Organisation – Roles and Responsibilities

- 7.1 The Workforce Development project is just one of the work stream projects sitting under the 'umbrella' of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:



- 7.2 Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect. Richard Crouch, SCC, will be the project lead for this project.

## Project Initiation Document

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- 7.3 A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager. Chris Brawn will be the director lead for this project.
- 7.4 The responsibility for the Workforce Development work stream has been allocated to Somerset County Council. The Project Sponsor and Lead Officer are as detailed above.

### 8.0 Resource Requirements (including people)

The indicative resource requirements to deliver the SLM project are as follows:

Resource	Requirement
Richard Crouch (Head of HR &OD, SDC)	1 days per month
Chris Brawn (Group Manager, OD)	4 days per month
SROs in each authority	2 days per month per 5 district partners
Pioneer Somerset Programme Manager	1 day per month
Service Officers in each authority working on specific work stream proposals	5 days per month per 6 partners
Finance Officer allocated to Project	Up to 0.5 days per month
Legal advice on cross organizational employment issues etc	Up to 1 days per month



## Project Initiation Document

### 9.0 Project Costs

Funding Area	Annual Cost (£'000s)
SCC lead officers	£ 15.4
Work stream SROs in each authority	£ 21.8
Pioneer Somerset Programme Manager	£ 4.4 (funded from LIFT SW)
Service Officers in each authority working on specific work stream proposals	£ 55.3
Finance Officer allocated to Project	£ 1.1 (part funded from LIFT SW)
Legal advice on shared services, procurement, etc	£ 2.8 (part funded from LIFT SW)
Conference expenses, best practice visits, mileage, subsistence, etc	£ 1 (part funded from LIFT SW)
<b>SUB TOTAL</b>	<b>101.8</b>
Potential LIFT SW funding (Pioneer)- backfilling	19
other	3
<b>TOTAL COST</b>	<b>79.8</b>

These annual salary costs per employee have been calculated using the following formula:

$(\text{Salary of employee} / 220 \text{ (average working days per year)}) \times \text{no. days required per month}$

They do not include on costs, other than annual leave.

### 10.0 Project Quality

10.1 The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

### 11.0 Project Controls

To be completed

## Project Initiation Document

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### 12.0 Risk Management

- Political sensitivities
- Duplication of effort across work streams
- Insufficient capacity to complete PID activities
- Organisational differences and resistance to change
- Reputational damage
- PID timescales and governance framework to employ remedial actions and make decisions

Signed: ..... Position: .....

Directorate: ..... Date: .....

## Project Initiation Document

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### PIONEER SOMERSET – CUSTOMER ACCESS WORKSTREAM

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### PROJECT INITIATION DOCUMENT (PID)

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**ID:** <Doc ID>  
**Version:** 2.0  
**Author:** Jane Chipp  
**Date:** 15 September 2008

## Project Initiation Document

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### 1. Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

**“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”**

The following principles have been agreed for Pioneer Somerset:

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

Pioneer Somerset will be a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme will be divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

The main output of phase 1 will be a comprehensive action plan to establish the measures that will be needed to deliver the Vision and supporting principles detailed above.

The scope of the Pioneer Somerset programme covers nine areas within three groupings as follows:

#### **Policy**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

#### **Place/locality**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

## Project Initiation Document

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### **Shared services**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

This PID is for the Customer Access workstream listed above.

The Customer Access workstream aims to deliver a County-wide arrangement for customer contact delivery by year three of this programme i.e. 2011. This will involve having one consistent approach for all customers to access all County and District Council services. This will encompass the full range of customer service channels, from face-to-face and telephone through to internet and others. Excellent customer service will be underpinned by modern technology and delivered by highly trained and multi-skilled staff.

This represents a radical change in the way that customer access is currently delivered across the County where there are currently six different approaches. Some work took place over recent years to achieve greater consistency in customer access through the introduction of Somerset Direct but this did not achieve the single approach that is required.

### **2. Outline Business Case**

The Customer Access workstream supports all three of the Pioneer Somerset objectives.

Outcome 1 – Efficiency – revenue efficiencies will be delivered by creating one customer access strategy and creating shared service delivery mechanisms and possibly shared County/District offices.

Outcome 2 – Customer Satisfaction – a consistent approach to customer access across the County will reduce the confusion which can be experienced by residents receiving services from a two-tier system of local government and thus increase satisfaction in their contacts with the Councils

Outcome 3 – Reputation and partnership working – there is enormous scope within this project to enhance the way that the Councils work together and share resources to deliver more appropriate and targeted customer access.

The key benefits of this workstream are:

- A simplified and consistent way for residents to receive services from the Councils, regardless of where they are in the County, and whether they approach a District Council or the County Council.
- An approach to customer access which is based on knowledge of the needs of residents by using customer insight analysis and adjusting service delivery channels accordingly.

### **3. Project objectives and scope**

#### **3.1 Project objectives**

To create a single customer access strategy incorporating common standards for all customers by 2009 and a consistent approach to delivering services across Somerset by 2011.

## Project Initiation Document

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### 3.2 Project scope

The Customer Access workstream relates to all face to face, telephone and electronic contact with all customers for all services delivered by the six Councils.

The Customer Access workstream will specifically **not** seek to involve the 3<sup>rd</sup> tier of local government within Somerset, as this will be considered within the 'Devolved Services' work stream. There is clearly a potential for an overlap between these work streams and this will need to be reviewed regularly in order to ensure that opportunities are not being missed.

### 4. Project deliverables

The key deliverables, as agreed within the Pioneer Somerset PID, are:

- Options appraisal methodology by 31 November 2008
- Options report by June 2009
- Customer Access implementation action plan

### 5. Project approach

The project will be delivered in two phases.

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

#### **Phase 1**

Phase 1 will have five stages as set out below:

Stage 1 – develop options appraisal methodology by 31 November 2008

- There will be a model created for the Pioneer programme as a whole which will evaluate all projects within each workstream to assess the extent to which they meet the Pioneer objectives. The stage 1 work detailed here is to identify any customer access specific issues that need to be considered in evaluating the options which will be presented in this workstream.

Stage 2 – Review by 30 April 2009

- This stage is about establishing a clear understanding of how customer access is delivered by the six councils currently; researching alternatives used by other Councils and by the private sector; commissioning or undertaking customer insight analysis (i.e. identifying which segments of our residents use council services and which service delivery channels they prefer); establishing baseline of customer access performance and criteria for measuring the outcomes of the customer access workstream.

Stage 3 – Generating options by 30 June 2009

- Generate options for customer access which will deliver the Vision and outcomes based on the evidence gathered in Stage 2. Identify potential opportunities and barriers to all options, through dialogue with key staff and elected members.

## Project Initiation Document

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### Stage 4 – Evaluation of options mid July 2009

- Evaluate options generated in Stage 3 against agreed criteria through a process involving the Pioneer Somerset Board and Executive members and senior managers from each Council.

### Stage 5 - Conclusion 31 July 2009

- Create an action plan based on the information gathered in stages 1 – 4 for incorporation into the overall Pioneer Somerset comprehensive action plan.

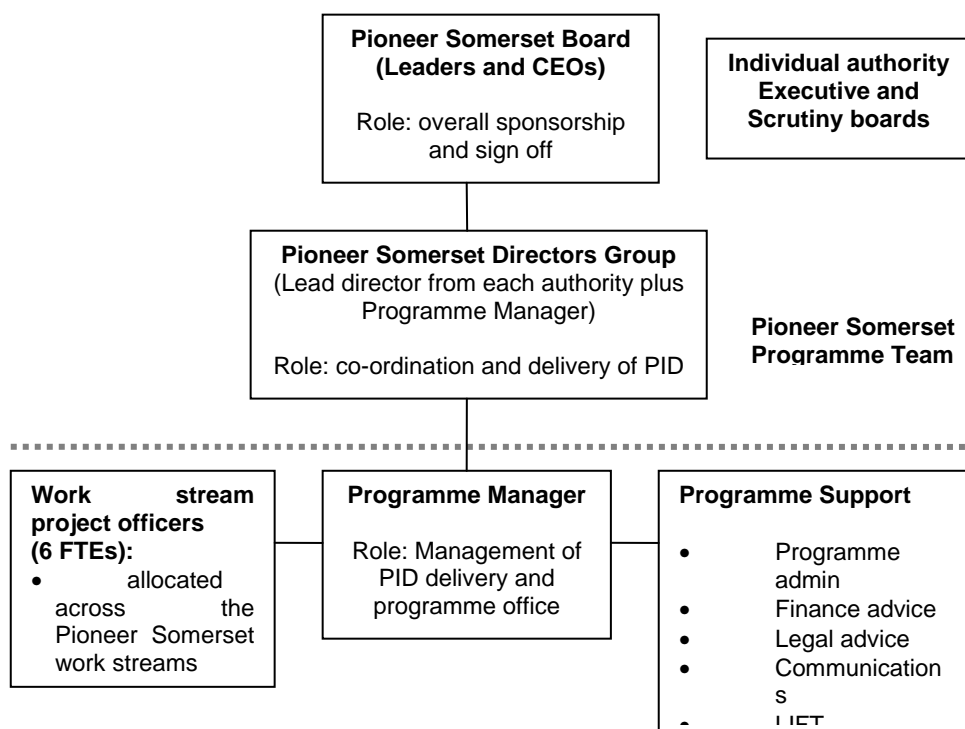
The creation of the Pioneer Somerset comprehensive action plan, which will include the individual action plans for each of the workstreams will mark the end of Phase 1 of the project. Sign-off of the comprehensive action plan by all Councils will trigger the beginning of Phase 2 – implementation.

## 6. Project Plan

See appendix 1 (not prepared at this stage).

## 7. Organisation – roles and responsibilities

The Customer Access workstream is just one of the work stream projects sitting under the 'umbrella' of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:



- Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.
- A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own

## Project Initiation Document

organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.

- The responsibility for the Customer Access workstream has been allocated to Taunton Deane Borough Council. The Project Sponsor is therefore Taunton Deane's Chief Executive, Penny James, with the nominated Lead Director being Brendan Cleere.
- TDBC will also provide a Customer Access Project Officer to help deliver Phases 1 and 2 of the project.
- Representatives of each Council will work with the Customer Access Project Officer and Pioneer Somerset Programme Manager to create a Customer Access Project Team.
- Other stakeholders will be identified and consulted or involved as appropriate throughout the two phases.
- Communications relating to the customer access workstream will be created by the Customer Access Project Team and will follow and Communication Protocol established for the whole Pioneer Somerset programme.

### **8. Resource requirements (including people)**

	<b>Requirement</b>
Penny James (CEO, TDBC)	2 days per month
Brendan Cleere (Director, TDBC)	4 days per month
Customer access lead officer, TDBC	20 days per month
Pioneer Programme Manager	6 days per month
Service Officers in each authority working on specific customer access proposals	Up to 10 days per month
Customer Insight researcher	10 days per month for 4 months
Research/data officers in each Council	5 days per month for 4 months
Finance Officer allocated to Project	Up to 3 days per month
Legal advice on customer access etc	Up to 2 days per month

### **9.0 Project Costs**

<b>Funding Area</b>	<b>Annual Cost (£'000s)</b>
TDBC lead officers	26
Customer access lead officer, TDBC) and Pioneer Programme Manager)	49
Service Officers in each authority working on specific customer access proposals	19



## Project Initiation Document

Customer Insight researcher, Research/data officers in each Council, Finance Officer and Legal advice	19
Conference expenses, best practice visits, mileage, subsistence, etc	
<b>SUB TOTAL</b>	<b>113</b>
Potential LIFT SW funding (Pioneer)	19
<b>TOTAL COST</b>	<b>94</b>

### **10. Project quality**

The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

1. Define any standards or ways of working that need to be met (e.g. ISO standards, quality systems).
2. Identify any quality reviews or audits to be conducted and who will be responsible for conducting them.
3. Define any management processes needed to support the project (e.g. change control, configuration management).

### **11. Project controls**

1. Define any controls on the project (e.g. Project Board reviews, management reporting).
2. Specify any project specific review points during the project process.

### **12. Risk management**

Overcoming use of back office support? i.e. TDBC and County tied into SWOne for website , CRM etc?

Signed: .....

Position:

.....

Directorate: .....

Date:

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**Project Initiation Document**

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**MUTUAL AID**

**PIONEER SOMERSET – SECTOR LED SUPPORT WORKSTREAM**

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**PROJECT INITIATION DOCUMENT**

**(PID)**

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**ID:**

**Version: 1.0**

**Author: Alan Jones**

**Date: September 2008**

## Project Initiation Document

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### 1.0 Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

**“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”**

1.3 The following principles have been agreed for Pioneer Somerset:

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

1.4 Pioneer Somerset will be a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme will be divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

The main output of phase 1 will be a comprehensive action plan to establish the measures that will be needed to deliver the Vision and supporting principles detailed above.

1.5 The scope of the Pioneer Somerset programme covers nine areas within three groupings as follows:

#### **Policy**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

#### **Place/locality**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

## Project Initiation Document

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### Shared services

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

This PID is for the sector led support work stream listed above.

- 1.6 This work stream aims to embed arrangements for mutual aid, joint development and learning across all principal authorities by year three of this programme i.e. 2011. This will involve identifying weak service areas or functions and sharing expertise, best and next practice to support each other to improve standards in these areas.
- 1.7 This programme supports the national and regional functions of the Regional Improvement and Efficiency Partnerships (RIEPs). The core purpose of the RIEPs is to improve public services by mutual support and capacity building between partner organisations and, in particular, support organisations in difficulty.
- 1.8 In Somerset there are currently pockets of mutual aid in place between different authorities but it is by no means well-established.
- TDBC and Sedgemoor DC – Joint working group in place to identify ways they can work together to share knowledge and skills. TDBC Highways manager seconded to Sedgemoor DC for a few days per week.
  - SCC is currently supporting Mendip District Council (MDC) to implement performance management tools and techniques that will help drive performance improvements over the next three years.
  - SCC is working with West Somerset District Council to support their HR department.

Through developing arrangements for mutual aid all partners stand to benefit from reduced costs, better value for money and improved service delivery.

- 1.9 The objective is to bring all Councils in Somerset up to the same high standards of performance, financial and resource management in their corporate governance and service delivery.

This will provide the best possible foundation for strong organisational assessments in the forthcoming Comprehensive Area Assessment.

## 2.0 Outline Business Case

- 2.1 To work together in a seamless, integrated and efficient way we can better support one another by sharing experience and best practice to raise standards. The current standard of public services provided across Somerset varies; each partner authority has different scores for CPA and Use of Resources:

## Project Initiation Document

Authority	CPA score	Use of Resources
Somerset County Council	Excellent	3
Mendip District Council	Weak	2
Sedgemoor District Council	Fair	2
South Somerset District Council	Good	3
Taunton Deane Borough Council	Excellent	3
West Somerset District Council	Weak	1

- 2.2 We need to raise the standard of public services across the county to achieve a consistent standard and quality of service across all 6 authorities. This will help put an end to the post code lottery experienced by our residents.
- 2.3 There are examples of excellent service provision in all Councils across the County. These examples need to be spread across all services in all 6 authorities. By sharing knowledge and expertise in these areas we can support one another to drive up standards in an efficient and cost-effective way.
- 2.4 The sector led support work stream supports three of the Pioneer Somerset objectives:
- Outcome 1 – Efficiency – through mutual aid; sharing best practice, knowledge and expertise; partner authorities will be able to deliver services more efficiently, for lower costs, or by achieving better value for money.
  - Outcome 2 – Customer Satisfaction – embedding mutual aid arrangements will help all partner authorities to improve their service standards, thus driving improvements in customer satisfaction.
  - Outcome 3 – Reputation and partnership working – embedding mutual aid arrangements between authorities will enable more effective partnership working. It will also support partner authorities to obtain a positive direction of travel and improved use of resources rating by 2013, as evident in current work between SCC and MDC.
- 2.5 The key benefits of this work stream are:
- Making best use of excellent practice, knowledge and expertise by learning from one another to help drive service improvements.
  - Building capacity for overall improvement.
  - Utilising support within the sector is more cost efficient than employing external support.
  - Potential for partners to reduce costs e.g. through shared management arrangements across authorities.
  - Improving the standard of public services for residents in Somerset, achieving better consistency across the County.

## Project Initiation Document

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- Improved partnership working; working together more effectively for mutual benefit.
- Increased self-awareness, openness and transparency around support between partner authorities.

### 3.0 Project objectives and scope

#### 3.1 Project objectives

- (i) To identify opportunities for mutual aid between authorities and implement 'quick wins' by summer 2009
- (ii) To embed mutual aid arrangements across all six principal authorities by summer 2010
- (iii) To move beyond "best practice" to "next practice" and a national benchmark of innovation by 2013.

#### 3.2 Project scope

- 3.2.1 The scope of this project will involve all partners, both County and Districts.
- 3.2.2 There is clearly an overlap between this work stream and other Pioneer work streams, in particular:
  - **Strategic Leadership (Managerial)**  
Mutual aid arrangements will make a key contribution to this work streams objectives including; joined up senior management arrangements, embedded inter-authority working and creating joined up strategies.
  - **Workforce development**  
Opportunity to use mutual aid to enhance workforce development, particularly where skills are scarce.
  - **Shared Services**  
Mutual aid arrangements may interrelate with opportunities to establish shared services.
- 3.2.3 The main constraints on this project are as follows:
  - Political sensitivities.
  - Resistance to radical innovation.
  - Organisational differences and resistance to change.
  - Capacity to deliver day to day services is pressurised when time is invested in providing support to partner authorities.

### 4.0 Project deliverables

- 4.1 The key deliverables for phase 1 of the programme, as agreed within the Pioneer Somerset PID, are:
  - Identify current areas of weakness and areas where support is needed/requested by each authority.
  - Identify areas where mutual aid arrangements already exist between partners.
  - Review best practice and guidance in approaches to mutual aid in other two tier areas, both regionally and nationally.
  - Identify barriers and opportunities for mutual aid in Somerset.

## Project Initiation Document

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- Identify 'quick wins' - arrangements for mutual aid that can be put in place by the end of the first year of the programme.
- Identify opportunities for innovation and next practice.

### 5.0 Project approach

5.1 The project will be delivered in three phases.

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 1-5)
- Phase 3 – Ongoing review (years 2-5)

### 5.2 Phase 1

Phase 1 will have five stages as set out below:

5.2.1 Stage 1 – develop options appraisal methodology (by **end June 08** – date from original Pioneer PID).

- Establish clear criteria to evaluate options for developing agreements for mutual aid between authorities. The criteria will assess the options against the vision, desired outcomes and benefits of Pioneer Somerset as well as the contribution that the option will make to delivering LAA outcomes and future legislative requirements.

5.2.2 Stage 2 – Review (by **end June 08** – date from original Pioneer PID)

- Identify areas of weakness and areas where support is needed/requested by each authority. This will involve input from all partners.
- Review the existing arrangements for mutual aid and agreements between all 6 authorities and those concluded over the last 12 months.
- Research examples of best practice and guidance in approaches to mutual aid in other two tier areas, both regionally and nationally.
  - E.g. Essex County Council and Brentwood District Council appointed a shared Chief Executive two years ago as part of their two-tier partnership.
- Identify areas of excellence and expertise across all 6 authorities.
- Establish the current performance benchmarks for each of the three Pioneer outcomes i.e. efficiency, customer satisfaction, reputation and partnership working, using 2006/7 as a baseline and 2007/8 if information is available.
- Review work stream activities for Strategic Leadership, Workforce Development and Shared Services to identify common work areas, intelligence and avoid duplication.
- Develop a robust performance management and monitoring system to measure progress against all the outcomes.

5.2.3 Stage 3 – Generating options (by **August 2008** – date from original Pioneer PID)

- Generate options for arrangements for mutual aid which will deliver the Vision and outcomes based on the evidence gathered in Stage 2.
- Identify potential opportunities and barriers to all options, through dialogue with key staff and elected members.

## Project Initiation Document

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### 5.2.4 Stage 4 – Evaluation of options (by DATE – year end 2008)

- Evaluate options generated in Stage 3 against agreed criteria through a process involving the Pioneer Somerset Board and Executive members and senior managers from each Council.

### 5.2.5 Stage 5 - Conclusion (by DATE – April 2009)

- Create an action plan based on the information gathered in stages 1 – 4 for incorporation into the overall Pioneer Somerset comprehensive action plan.
- ‘Quick wins’ for arrangements for mutual aid agreed.

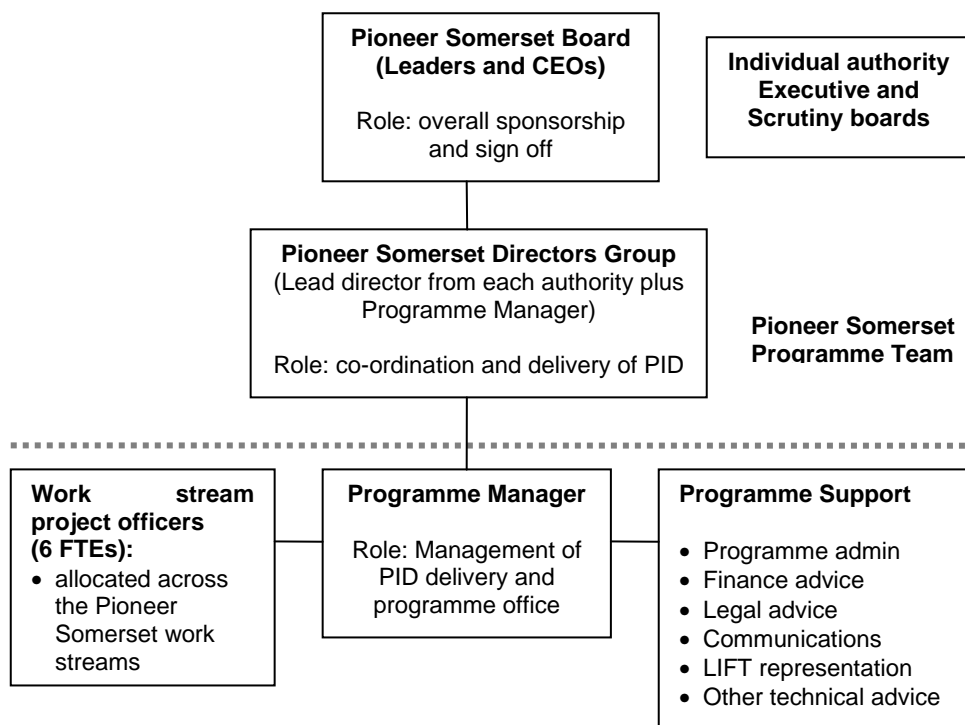
5.3 The creation of the Pioneer Somerset comprehensive action plan, which will include the individual action plans for each work stream, will mark the end of Phase 1 of the project. Sign-off of the comprehensive action plan by all Councils will trigger the beginning of Phase 2 – implementation.

## **6. Project Plan**

See appendix 1 (not yet done)

## **7. Organisation – roles and responsibilities**

The sector led support work stream is just one of the work stream projects sitting under the ‘umbrella’ of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:



- Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.



## Project Initiation Document

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- A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.
- The responsibility for the sector led support work stream has been allocated to Somerset County Council. The Project Sponsor/Lead is therefore Somerset County Councils' Chief Executive, Alan Jones.
- Other stakeholders will be identified and consulted or involved as appropriate throughout the three phases.

### **8. Resource requirements (including people)**

	<b>Requirement</b>
Alan Jones (CEO, SCC)	1 day per month
SCC Service Lead	4 days per month
SCC – other staff – 1 person, 2 days per week	8 days per month
Service Officers in each authority (total days)	5 days per month
Finance Officer allocated to project	1 day per month
Legal advice	1 day per month
Pioneer Somerset Programme Manager	1 day per month

## Project Initiation Document

### 9. Project Costs - TBC

Funding Area	Annual Cost (£'000s)
SCC lead officers	£20.2
SCC other officers	£10.9
Service Officers in each authority working on specific mutual aid proposals	£9.2
Pioneer Somerset Programme Manager	£4.4
Finance Officer allocated to Project	£2.1
Legal advice on mutual aid agreements etc	£2.8
Conference expenses, best practice visits, mileage, subsistence, etc	£5.0
<b>SUB TOTAL</b>	<b>£54.6</b>
Potential LIFT SW funding (Pioneer)	£4.4
<b>TOTAL COST</b>	<b>£50.2</b>

These annual salary costs per employee have been calculated using the following formula:

(Salary of employee / 220 (average working days per year)) x no. days required per month

They do not include on cost, other than annual leave.

### 10. Project quality

The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

### 11. Project controls

To be completed.

## Project Initiation Document

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### **12. Risk management**

- Political sensitivities
- Duplication of effort across work streams
- Insufficient capacity to complete PID activities
- Organisational differences and resistance to change
- Reputational damage
- PID timescales and governance framework to employ remedial actions and make decisions

Signed: .....Position: .....

Directorate:..... Date: .....

**PIONEER SOMERSET**

**SHARED SERVICES WORKSTREAM**

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**PROJECT INITIATION DOCUMENT  
(PID)**

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**ID:** PS/SS/MDC  
**Version:** v1.0  
**Author:** S Brown  
**Date:** 16/07/2008

## Project Initiation Document

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### 1.0 Background

1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:

- Mendip District Council
- Sedgemoor District Council
- Somerset County Council
- South Somerset District Council
- Taunton Deane Borough Council
- West Somerset District Council

1.2 Leaders and Chief Executives of all Somerset councils have agreed the following Vision:

**“By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.**

**We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.”**

The following Outcomes have also been agreed:

➤ **Outcome 1 – Efficiency**

**To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).**

➤ **Outcome 2 - Customer satisfaction**

**For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.**

➤ **Outcome 3 – Reputation and Partnership Working**

**To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.**

1.3 The Pioneer Somerset Programme will bring about new approaches to two-tier working that are truly pioneering in their design, delivery and in the positive outcomes they will bring for Somerset’s residents and communities.

1.4 Pioneer Somerset is a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme is divided into two phases:

- Phase 1 – Development (year 1)
- Phase 2 – Implementation (years 2-5)

## Project Initiation Document

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- 1.5 The aim of Phase 1 of the programme is to:

**Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.**

**The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID.**

**A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate**

- 1.6 Leaders and senior managers of all Somerset local authorities have considered the areas that need to be within the scope of the Pioneer Somerset Programme, and are as follows, organised into three main groupings:

### **POLICY**

- Strategic Leadership (political)
- Strategic Leadership (managerial)

### **PLACE/LOCALITY**

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

### **SHARED SERVICES**

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services

- 1.7 Each of the above nine areas are therefore the identified work streams of the Pioneer Somerset Programme, and conclusions from each of these will be drawn together into the comprehensive action plan delivered at the end of Phase 1 of the Programme (November 2008).

- 1.8 This PID is therefore a development of the Shared Services work stream, and is intended to generate options for shared services in order to deliver the agreed vision and desired outcomes for enhanced two-tier working.

## **2.0 Outline Business Case**

- 2.1 It can clearly be seen from the background information how the Shared Services work stream contributes to the overall achievement of the Pioneer Somerset Programme, and in particular how it will assist delivery of the three agreed outcomes for the Programme, those being improved efficiency, increased customer satisfaction and enhanced reputation.

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- 2.2 The agreed Outcomes, identified within the Pioneer Somerset PID, for the Shared Services work stream are as follows:

### Year 1

- Agreement of phased programme of shared service delivery (Nov 08)
- Agreement of preferred service delivery options as part of phase 1 (Nov 08)
- 'Quick wins' identified and implemented (Nov 08)

### Year 3

- District-district shared service options implemented
- County-district shared service options – started to deliver.

### Year 5

- On target for efficiency savings outcome

## 3.0 Project Objectives and Scope

- 3.1 The outcomes of the Shared Services Project are identified above, and once implemented will see a radically new approach to service delivery across the tiers of local government in Somerset, that will provide improved services to the public together with significant efficiency savings.
- 3.2 The project will also significantly contribute to the achievement of NI 179
- 3.3 The scope of the project will involve all services provided by the County Council and District Councils within Somerset
- 3.4 The Shared Services Project will specifically **not** seek to involve the 3<sup>rd</sup> tier of local government within Somerset, as this will be considered within the 'Devolved Services' work stream. There is clearly a potential for an overlap between these work streams and this will need to be reviewed regularly in order to ensure that opportunities are not being missed.
- 3.5 Similarly, this Project will potentially have inter-dependencies with other Pioneer Work Streams, in particular:
- **Strategic Leadership (Political and Managerial)**  
In terms of providing the strategic political leadership across the county, and across all authorities, to ensure that opportunities for shared service delivery are properly considered and are implemented where the business case clearly identifies the benefits to be gained for Pioneer Somerset.
  - **Community engagement and empowerment**  
There will undoubtedly be opportunities identified for shared services that will impact on local community engagement and empowerment, and this will need to be considered as a part of the business case.

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- **Service Devolution**  
Throughout this PID, and indeed throughout the Pioneer Somerset PID, reference is made to 'two-tier' working. Much of the work of the Programme, including the Shared Services work stream, and its delivery will be carried out by county and district tiers of local government in Somerset (principal authorities). The county and district councils however recognise the importance of working with parish and town councils in making improvements to local government, and the 'Service Devolution' and 'Community Engagement' work streams will be particularly important in this regard. Hence, there is a potential for overlap between these work streams and the Shared Services work streams.
- **Workforce Development**  
There is undoubtedly a significant overlap between the Shared Services work stream and that of Workforce Development and clear communication between these will need to be maintained in order to ensure that future resources are available to support shared services initiatives
- **Customer Access to Services**  
The access to proposed shared services will need to be very carefully considered at all stages of their development, and therefore cross referencing to the work of the Customer Access work stream will be essential to ensure that the individual projects are not 'at odds' with one another. Added to which, the service of providing customer services itself, will be subject to consideration regarding the merits of developing a shared approach across the county.
- **Sector Led Support**  
Depending on the services under consideration, there may well be overlaps between this work stream and that of shared services.

3.6 The main constraints on this project, the majority of which have been identified within the Risk Management section of this PID are as follows:

- That the project does not run to time – through insufficient resources being made available to support it, and/or Political and/or managerial resistance
- The pace of the project is not controlled – refers to above, but also the potential for the project to 'get ahead of itself' with an overload of potential shared services initiatives
- Poor communications that in turn stifle progress
- Organisational complexity – that means that extrapolating key data required to build the shared services business case becomes difficult to obtain in a consistent format
- Organisational cultures, and the 'willingness' of organisations to 'buy into' the shared services agenda
- The complexity of support services provision across the county may hinder progress



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### 4.0 Project Deliverables

4.1 The primary deliverables of the Project, as agreed within the Pioneer Somerset PID, are as follows:

- Agreement of phased programme of shared service delivery (**Nov 08**)
- Agreement of preferred service delivery options as part of Phase 1 (Nov 08)
- 'Quick wins' identified and implemented (Nov 08)
- District-district shared service options implemented (July 2011)
- County-district shared service options – started to deliver (July 2011)
- On target for efficiency savings outcome (July 2013)

### 5.0 Project Approach

5.1 The following approach was approved at the Somerset Chief Executives' meeting of 15 February 2008:

- Capture information on service costs across all authorities in agreed format.
- Somerset Finance Officers to review figures for consistency and comparability
- Categorise services into three 'blocks': district only, county only and 2-tier.
- Joint workshop with Pioneer Somerset Directors Group to: share categories; identify 'sore thumbs'; identify savings opportunities within each of the three categories.
- Report to CEOs – outlining the addressable budgets across the three categories.
- Determine phased programme of shared service delivery, based on the savings opportunities across the three categories. Each shared service area will become a work stream, with delivery options generated for each. Current shared service projects and investigations will feed in to the phased programme.
- Evaluation of shared service options identified in phase 1.
- Sign off of 'phase 1' shared service favoured options by Pioneer Somerset Board, as part of comprehensive action plan referred to in 3.3.

### 6.0 Project Plan

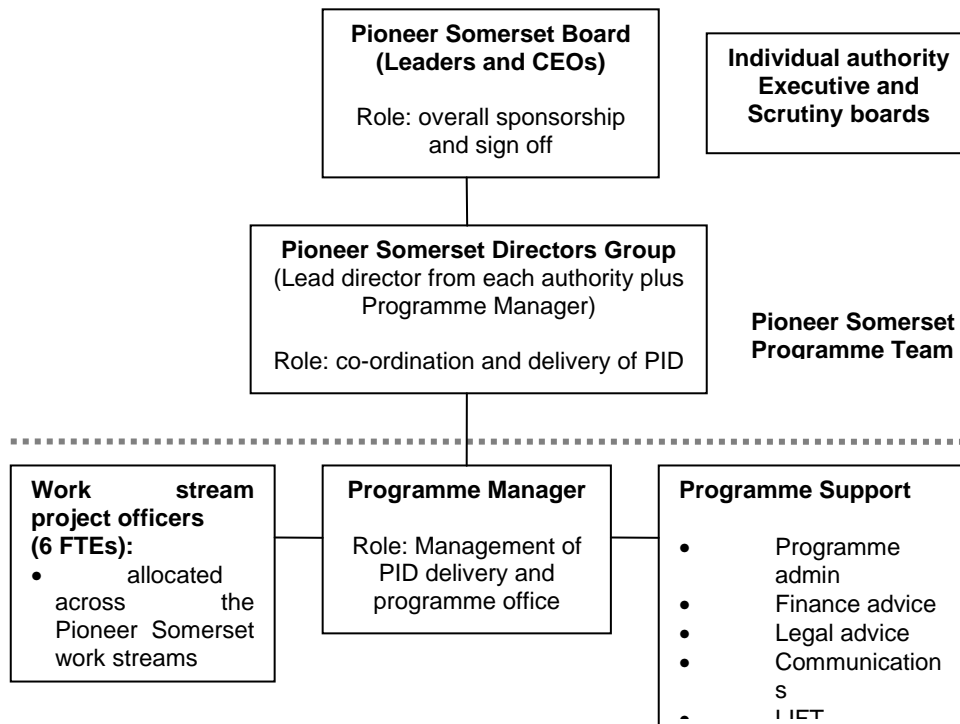
#### To be developed using MS Project or SCC Project Plan (TP15)

1. Provide an overall plan for the project. This should at least provide a high-level view of the stages and the timescales.
2. The PID could include the detailed plan for the project as an appendix. The Project Management Handbook provides a template **Project Plan (TP15)**, for this purpose.

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### 7.0 Organisation – Roles and Responsibilities

- 7.1 The Shared Services project is just one of the work stream projects sitting under the 'umbrella' of the Pioneer Somerset Programme. As such, its organisation is dictated by that agreed by the Programme as follows:



- 7.2 Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.
- 7.3 A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.
- 7.4 The responsibility for the Shared Services Project has been allocated to Mendip District Council. The Project Sponsor is therefore Mendip's Chief Executive, David Thomson, with the nominated Lead Director being Stuart Brown.

### 8.0 Resource Requirements (including people)

The indicative resource requirements to deliver the Shared Services project are as follows:

Resource	Requirement
David Thomson (CEO, Mendip DC)	2 days per month
Stuart Brown (Director, Mendip DC)	8 days per month

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Cathy Day (Service Manager, Mendip DC)	10 days per month
Shared Services SROs in each authority	2 days per month
Programme Manager	3 days per month
Service Officers in each authority working on specific shared services proposals	Up to 5 days per month
Finance Officer allocated to Project	Up to 4 days per month
Legal advice on shared services, procurement, etc	Up to 4 days per month

### 9.0 Project Costs

Funding Area	Annual Cost (£'000s)
Mendip District Council Senior Officers	67 (£19k funded from LIFT SW)
Shared Services SROs in each authority	54
Programme Manager	6 (funded from LIFT SW)
Service Officers in each authority working on specific shared services proposals	74
Finance Officer allocated to Project	12 (part funded from LIFT SW)
Legal advice on shared services, procurement, etc	15 (part funded from LIFT SW)
Conference expenses, best practice visits, mileage, subsistence, etc	10 (part funded from LIFT SW)
<b>SUB TOTAL</b>	<b>238</b>
Potential LIFT SW funding (Pioneer)	35
<b>TOTAL COST</b>	<b>203</b>

### 10.0 Project Quality

- 10.1 The project quality will be the responsibility of the Chief Executive Sponsor and Lead Director in consultation with the Programme Manager. As such, regular reviews and/or audits will be undertaken to ensure that the project is being delivered in accordance with the requirements of both this PID, and the overarching Pioneer Somerset PID.

Programme Manager to consider methodology and / or processes required, as these will need to be consistent with other work streams

1. Define any standards or ways of working that need to be met (e.g. ISO standards, quality systems).

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2. Identify any quality reviews or audits to be conducted and who will be responsible for conducting them.
3. Define any management processes needed to support the project (e.g. change control, configuration management).

### 11.0 Project Controls

Programme Manager to consider methodology and / or processes required, as these will need to be consistent with other work streams

1. Define any controls on the project (e.g. Project Board reviews, management reporting).
2. Specify any project specific review points during the project process.

### 12.0 Risk Management

See comments on risk management relating to wider Pioneer Somerset Programme

Describe any known risks in terms of the risk, its probability, its potential impact and explain how each risk will be managed. The template **Risk Log (TP08)** is available from the intranet and can be attached to this document as an appendix.

Signed: ..... Position: .....

Directorate: ..... Date: .....

**Pioneer Somerset – Revised Programme Structure**

