Taunton Deane Borough Council

Council Meeting – 4 March 2013

Recommendation from the Leader of the Council

Joint working between Taunton Deane Borough Council and West Somerset Council – Project Mandate

At its meeting on 21 February 2013, the Corporate Scrutiny Committee considered the proposal of joint working between Taunton Deane Borough Council (TDBC) and West Somerset Council (WSC), with a particular focus on Joint Management and Shared Services.

West Somerset Council

In 2006, the Audit Commission's Comprehensive Performance Assessment identified WSC as a "weak" Council. As a result, an Interim Manager was bought in and significant change took place. The current Chief Executive Officer (CEO) was appointed in 2009 and, at this stage, WSC had a credible and sustainable future.

WSC is a good Council. However, the current recession and significant cuts in funding have placed WSC in a very difficult position. It is now chronically underfunded, and is unable to "grow" itself out of trouble and as a consequence it lacks capacity and resilience in some areas.

WSC can set a budget for the next three years, albeit by utilising reserves in the latter two years.

Recognising its position WSC commissioned the Local Government Association (LGA) to undertake a review of options in the summer of 2012. Broadly speaking the Review concluded that as a matter of urgency WSC should look at their own cost base to make further savings, in the medium term they should seek a partner to share services with – and – in the longer term they may well be unviable and a Boundary Commission Review would be required.

In parallel WSC Members were considering the possibility of significantly increasing its Council Tax in excess of the Government threshold which would require the setting of two budgets – one within the referendum threshold – and one over the referendum trigger point designed to raise sufficient Council tax to achieve sustainability. WSC propose in 2013/2014 to set a budget that does not trigger a referendum and have asked Taunton Deane to join them in a project which would result in joint working.

Taunton Deane Borough Council

TDBC is an ambitious Council with clearly defined strategic priorities. TDBC knows what it wants to achieve around the growth of Taunton (and Taunton Deane) - investment in Infrastructure, jobs and housing and investment and maintenance of

our high quality environmental, cultural and leisure offer. These priorities feature in the new Business Plan – and – to a large extent the current Corporate Plan.

The Executive has asked Full Council to dedicate the vast majority of New Homes Bonus to supporting these priorities. This is the right fit with the Business Plan – but it does mean that funding is not available to support continuing front-line services.

The funding environment is only going to get more challenging – and – more risky. There is limited Central Government/Local Enterprise Partnership capital funding available for growth – but – funding of core services will increasingly be down to Councils themselves, utilising new funding streams like Business Rate Retention.

Whilst reserves are currently healthy, the Section 151 Officer recognises these increased risks to the authority and her Robustness Report, which accompanied this year's budget, recommended that the minimum level of reserves is increased.

Front-line/core services must be reviewed to ensure they are affordable going forward. Status quo is not an option. The Medium Term Financial Plan shows a starting gap of £1.2million in 2014/2015 rising to £2.4million in 2015/2016.

In three to four years time TDBC will be in the same position as WSC if it does nothing.

The current Business Plan draft sets out how this gap will potentially impact services based on the limited priority work done with Members as part of the Business Plan questionnaire. A more detailed priority setting exercise will be facilitated by the LGA for all Members shortly. Corporate Management Team will then translate this into a costed Business Plan – and – we will see the real impact on all services of the savings we need to make.

It is this position – not the Status quo – that needs to be compared with the potential costs and benefits of the joint project.

The importance of thinking radically about what the Council needs to look and feel like to deliver the best services to the community that it can is therefore essential.

Members showed a clear appetite for Shared Services with 91% supporting them as a model going forward. There is far less "in principle" support of outsourcing and more private sector based solutions. In terms of shared management 41% of Members supported this – not a majority – but significant enough to suggest it is something we could explore further to minimise costs and impacts on funding available for front line services

Joint Management and Shared Services

It is suggested that the principles of Joint Management and Shared Services link to TDBC's requirements going forward. They could potentially be the best way to deliver a sustainable future for Council services and protect capacity and investment to deliver strategic ambitions. Clearly they broadly fit with Members aspirations from the recent Business Plan questionnaire.

History and experience also tell us that these solutions have worked well for the Council. Through examples such as the Somerset Waste Partnership, Southwest One, Tone, the South West Audit Partnership and the Private Sector Housing Partnership, significant financial savings and service improvements have been delivered in a way that would not have been possible by TDBC alone.

Whatever the individual Members view on the current coalition Government, it is vital to properly consider the policy drive of the time. This is particularly important for an ambitious Council like TDBC seeking to maximise external funding opportunities.

Government policy is also pushing TDBC towards joint arrangements. Between 30 and 40 Councils already share joint management and the Government expects more Councils to be sharing on a voluntary basis in the future.

If TDBC is able to minimise management costs and maximise service efficiencies through sharing service standards and/or resources to invest in our strategic ambitions and our own local priorities will be protected.

Joint Management and Shared Services – working with the Strategic Alliance

The existence of the new Strategic Alliance is a tremendous opportunity to deliver Joint Management and/or Shared Services.

Historically Somerset County Council (SCC) promoted a Unitary Council and some Members of TDBC supported this on the basis of the advantages which would accrue from joint management and services. This did not protect the individual democratic mandate of TDBC and, at the time, the Council's position was that TDBC could deliver broadly the same advantages and benefits without the need for structural change and the creation of such a big unit of Local Government.

TDBC joined forces with the other four Districts to promote "Team Somerset" latterly known as "Pioneer Somerset". This was absolutely built around Joint Management and Shared Services. Both major parties at TDBC drove the "Team Somerset" agenda and helped 'defeat' the County Unitary bid.

The commitment of the Strategic Alliance to the Joint Management and Shared Services agenda – albeit grounded in the initial issues of WSC – is a real opportunity to actually deliver the principles of Team Somerset.

Whilst the driving authorities are TDBC and WSC the alliance partners of SCC, Sedgemoor District Council and Exmoor National Park Authority are supporting the proposed Business Case and have indicated their willingness to be actively involved in the detailed consideration of shared services in particular.

The potential is therefore considerable across the West of Somerset. The financial pressures on all authorities are different to Team Somerset times – doing nothing is no longer an option for any Council. This Strategic Alliance is TDBC's opportunity to capitalise on these pressures to drive partnership working forward with some pace.

Working with West Somerset Council

This proposal will see TDBC and WSC being the key building block of the Alliance. It will lead to a proposal for Joint Management and Shared Services arrangements for these two Councils as a minimum, other Councils may well join and broaden the detailed proposals (and therefore opportunities for further savings/income generation).

There are benefits to working with WSC:-

- They are a willing partner they will jointly fund the project.
- Their community broadly looks to Taunton Deane we share a boundary, housing market, health, employment and retail catchment area.
- If WSC was to ultimately be an unviable unit of Local Government at some point in the future, TDBC would be strategically positioned to capitalise on any advantages from a Boundary Review.
- We will become better aligned to the strategic and economic benefits arising from the Hinkley C development.

The jointly funded project will deliver work streams and data which will be of value to TDBC even if the Business Case does not stack up or is not ultimately approved by Members. We will have a much better understanding of our services and potential for change in terms of improving efficiencies, reducing costs or improving income.

TDBC and WSC will keep their own local priorities, policies and service standards. Each Council will need to be assured their local priorities and standards are deliverable within their own affordability envelope. It may well be that harmonisation is preferred by Members in some areas as it is better for the customers of both authorities to have consistency – and/or – it is more efficient and the efficiencies are more important than having separate policies, or standards. This will always be a Member decision taken by each individual Council.

Given this, WSC financial circumstances are not a risk to TDBC. They are a matter for WSC and they may conclude at the end of the Business Case work that there is insufficient savings/additional income to make the Business Case deliverable for them.

No "dowry" or financial support from TDBC is expected. TDBC will not be subsiding WSC's contribution to any joint management or shared services at any point in time.

The Way Forward

If Members wish to explore the opportunities for Joint Management and Shared Services within the context of the Strategic Alliance and with WSC, a Business Case will need to be put together.

The process for this – and – all of the detail is set out in Appendix A. This is a key document as it will shape the production of the Business Case.

The following are some of the key features of the Business Plan process:-

(a) Project Scope, Vision and Objectives

The Strategic Business Case will explore whether joint working will help both Councils achieve:-

- A sustainable future for both democratically independent organisations each responsible for the government of their own area, acting independently of each other much of the time.
- A single, fully merged affordable officer structure.
- Efficient, effective and affordable service delivery with reduced costs, increased income and improved resilience.

(b) Showstoppers

It is important to be clear on the non-negotiable or "show stoppers" from the outset. These are identified as:-

- The Councils will retain their democratic independence as two sovereign local authorities with separately elected Members.
- There must be no detriment to the local taxpayers of either Council in the delivery of joint management and services.

(c) Timescales

WSC can set a budget for 2013/2014 and 2014/2015 through the use of reserves. The TDBC Business Plan runs to March 2014/2015. The project duration will reflect these two aligned timescales.

The key milestones in terms of timescales are as follows:-

- Detailed joint management proposal for consideration in October 2013 and implementation in April 2014.
- High level Business Case for Stage 2 on the shared service arrangements in October 2013 to hopefully green light work on Stage 2 in 2014/2015.
- Detailed shared service proposals for consideration in October 2014 and implementation in April 2015.

(d) Governance

Key proposals are the establishment of the following two groups:-

 Joint Members Advisory Panel - This will consist of four Members from each Council. The group will ensure the democratic involvement in the project direction. Joint Programme Board - This would include the two CEO's, three TDBC Directors and three WSC Corporate Directors/Managers.

Each Council would also have its own independent Scrutiny and Executive arrangements for considering reports. It may be appropriate, on occasions, to have joint meetings.

(e) Resources

This project will require resourcing for the production of the Business Plan to the next key milestone, namely the October 2013 decision on Joint Management and high level service case.

New unavoidable costs will arise from the need to procure additional support from Southwest One and external specialist advice. This will be in the region of £35,000 of which £30,000 will be stand alone TDBC costs and TDBC's share of joint costs.

If Members choose to allocate new funding to this project so as to protect existing work programmes we would need to back fill three days per week capacity for a Strategic Director and a Lead level Officer. This would require one off funding of up to a maximum of £57,000.

The CEO's of both Council's are exploring the potential for funding contributions from the LGA and/or the DCLG. It is not known at this stage if this will be effective as no formal external funding streams currently exist.

Members therefore have a clear choice:-

 To mandate the Business Plan to explore with the Strategic Alliance and in detail with WSC the case for joint management and/or shared services.

or

• To reject this and to proceed on our own to reduce Corporate Management costs and to streamline services.

To do nothing is not an option or we will meet our own "Fiscal Cliff" in three or four years time.

Whatever option is chosen, Members will be in control. The Corporate Management proposals will reflect the strategic ambitions already established by Members in the Business Plan approved to date by the Executive and also subject to Full Council approval on 4 March 2013.

The services proposal will reflect the priorities established by Members in the planned LGA work commencing soon. All options must be financially deliverable and provide a mechanism for closing the gap in our own or both organisations.

The proposal is that the Joint Management and Shared Service project will maximise the resources available to Members to invest in TDBC's strategic priorities

and services, thus reducing the financial pressures on the Council's ambitions and service standards.

The project will only succeed with clear and shared vision/objectives and strong political and management leadership. Focus will be vital and both Members and officers will need to invest time and energy in delivering the Business Case. This can only be achieved if it is agreed this is a priority project.

Existing resources can be dedicated to this project but this will mean other lesser priority work will need to be re-scheduled or stopped. Alternatively additional one—off resources could be allocated from reserves to wholly off-set or to mitigate the impact of a new project on existing priorities/ "Business as usual". A 100% backfill of required roles at TDBC would cost a maximum of £57,000 for the eight months to the end of October 2013.

When the Corporate Scrutiny Committee considered this issue Members narrowly supported the project in principle and the detailed Project Mandate (attached as Appendix A) and agreed to request Full Council to fund up to £30,000 of unavoidable one off costs for additional Southwest One support and external advice.

The Committee also agreed that Full Council should be recommended to allocate one-off funding to meet the cost of backfilling the existing officer roles who would be involved in preparing the Business Case if agreement to proceed is obtained.

In the circumstances, it is recommended that:-

- (1) The proposed project for future joint working between Taunton Deane Borough Council and West Somerset Council be supported in principle;
- (2) The detailed Project Mandate be approved;
- (3) Unavoidable costs for additional Southwest One support and external advice amounting to £30,000 be met from the General Fund Reserves; and
- (4) One-off funding, up to a maximum of £57,000, be allocated also from General Fund Reserves to meet the cost of providing staff resources to cover those officers who would be engaged in preparing the Business Case for the proposed project.

JOINT WORKING BETWEEN TAUNTON DEANE BOROUGH COUNCIL AND WEST SOMERSET COUNCIL

FEBRUARY 2013

1. INTRODUCTION

1.1 This document sets out the high level issues that Members need to consider in deciding whether to progress this project. It shares early thoughts on the following:

Section 2 Aims & Objectives (and Show-Stoppers)

Section 3 Project Scope & Duration

Section 4 Governance Arrangements for the Project

Section 5 Project Resourcing

Section 6 Critical Success Factors

This Project Mandate will, if approved, be used to develop a Project Initiation Document and can be used as a "base" to assess Project progress against.

Background

- 1.2 This Project is being developed against a background of increasing changes in both local and central government where pressure to maintain services is set against an increasingly difficult financial position.
- 1.3 West Somerset Council's financial position has been well publicised and is summarised well in the report to their Full Council on 12th December 2012. The report also shares an independent assessment on the Councils financial viability and sets out a strategy for protecting their future position. Members at West Somerset will be considering this Project Mandate (as a way of moving their strategy forward) at their Full Council meeting on 27th February 2013.
- 1.4 Taunton Deane's financial position is also well understood and Members have started to develop a Corporate Business Plan to assist with the challenge of working in an environment of shrinking resources. The challenges currently faced by West Somerset will be a familiar picture to many more authorities including TDBC in the next couple of years as the funding available for local government services continues to reduce. Fundamental change is required if this Council is remain financially viable for the medium term.
- 1.5 As set out in the covering report of the Chief Executive this Project fits with the strategic objectives of Taunton Deane.
- 1.6 The difficult financial challenges facing both Councils will not be met <u>entirely</u> through joint working. Both Councils will still need to decide separately on the balance they wish to make between levels of tax, their appetite for investment and risk, their views on priorities and service standards, and so on.

1.7 This Project will bring forward options for Members to consider in driving forward joint management and joint / shared services (with no option ruled in or out at this stage) in Taunton Deane and West Somerset.

2. AIMS & OBJECTIVES / SHOW STOPPERS

- 2.1 The Strategic Business Case will explore whether joint working will help both Councils achieve:-
 - A sustainable future for both democratically independent organisations.
 - Reduced net costs major financial savings (reduced staff numbers, reduced duplication of systems and processes).
 - Improved resilience protecting each Council further against the risk of service failure.
 - Effective, efficient and affordable service delivery (developing a flexible approach to service delivery).
- 2.2 The Strategic Business Case will be developed to support the vision of:-
 - A single, fully merged affordable Officer structure serving two separate, sovereign Councils.
 - Each responsible for the government of their own area, acting independently of each other much of the time.
 - The ability for Members to make local decisions on the quality and level of service will be preserved.
- 2.3 In addition, it is hoped that the joint working arrangements could progress some other ambitions for the Councils such as retaining local employment, and promoting high quality customer access (retaining face to face presence in both localities). Until the Strategic Business Case is developed it will not be clear whether these are deliverable, or simply unaffordable.
- 2.4 There are two identified "show stoppers" for both Councils:-
 - The Councils will retain their democratic independence as two sovereign local authorities with separately elected Members.
 - There must be no detriment to the local taxpayers of either Council in the delivery of joint management and services.

3. PROJECT SCOPE AND DURATION

- 3.1 This project will produce a Strategic Business Case to explore a single Officer management and staffing structure to provide services to the communities of Taunton Deane Borough Council, and West Somerset Council.
- 3.2 The project will consider how this will fit with existing Partnerships and wider collaboration ambitions with neighbouring authorities and other public sector providers. The aim will be to ensure that nothing prejudices further wider collaboration in the medium to long term.

- 3.3 No service delivery option is to be ruled in or out at this stage the project will seek to identify the best option for both Councils and any interested parties.
- 3.4 The project, if approved will start in early March 2013 and will aim to produce the Strategic Business Case for approval in October 2013. Should this be approved, then the implementation of joint management could be in place for April 2014, with the implementation of service delivery options, including shared services in place for April 2015.

Project Outline

- 3.5 This section outlines the staging and phasing of the project. The project will be managed using the principles of PRINCE2 standards and associated controls (including risk management).
- 3.6 The project will consist of a number of stages as follows:

Stage 0	Mandate To Proceed With Project
March 13	MEMBER DECISION TO PROCEED
Stage 1	Preparation of Project Initiation Document Project Governance Put In Place Protocols for Joint Working Developed Research / Best Practice
Stage 2	Preparation of Strategic Business Case Setting Out:
Oct 13	MEMBER DECISION TO PROCEED
Stage 3	Implementation of Joint Management
April 14	Ongoing Development of Detailed Business Case For Joint Services
Stage 4	Business Case For Joint Services
Oct 14	MEMBER DECISION TO PROCEED
Stage 5	Implementation of Joint Services
Apr 15	

3.7 The timing above ensures alignment with budget setting, and for Taunton Deane, the finalising of the Corporate Business Plan.

4. PROJECT GOVERNANCE

- 4.1 Each Council will need to take key decisions as this project progresses, and this will involve Scrutiny, Executive, and Full Council. It may be appropriate, at key stages of the project, to hold Joint Member Briefings.
- 4.2 To further support this Project, and recognising its importance to the future of both organisations, it is proposed to create a Joint Members Advisory Panel (consisting of 4 Members from each Council). This group will work closely with the project team and ensure democratic involvement in the project direction (in addition to the existing arrangements in both Councils to brief Members). Draft Terms of Reference is included at Appendix 1
- 4.3 The Project Board will initially consist of the two Chief Executives, the 3 TDBC Directors, and 3 WSC Corporate Directors / Managers. In addition to the core membership, a senior representative from SCC and SDC will be invited to attend. The LGA and CLG will be offered updates following each of the Project Board meetings. The core membership may change should other partners wish to formally engage in the Project. The role of the Project Board is to provide leadership on the project and to ensure it is delivering against objectives. Draft Terms of Reference is included at Appendix 2.
- 4.4 The Business Development Director from Somerset County Council, reps from Sedgemoor, the Exmoor National Park Authority (ENPA), the Local Government Association (LGA), and Government (CLG) will all be kept in the loop and may attend the Project Board meetings as appropriate.
- 4.5 The Project will engage with many existing Member and Officer and Union forums to ensure they are briefed at key stages (eg Group Leader Meetings, Leads Meetings, Unison Meetings). Details will be developed as part of the Communications Workstream.
- 4.6 In addition to the above, the Chief Executives will ensure that regular updates are provided at the Somerset CEO and Somerset Leaders meetings.

5. PROJECT RESOURCING

- 5.1 The Project will require resourcing appropriately. Members may choose to backfill any gaps created by this, or simply to decide that this Project is now a key priority and accept that other pieces of work will take longer to progress or will no longer be a priority and will not be delivered.
- 5.2 The Project will need the support in the following areas. Detailed Workstream Plans will be developed as part of the Project Initiation Document (next stage of the project). To provide a flavour of the likely resource requirement the following table gives some headlines against each Workstream.

5.3

PROJECT ROLE	WHO?	IMPACT
Project Manager	Shirlene Adam, TDBC	 Full-Time Secondment

		(but continuing s151 role for TDBC)
Project Lead WSC	Kim Batchelor, WSC	3 Days Per Week
Project Lead TDBC	To Be Confirmed	3 Days Per Week (Existing Workload To Be Reallocated / Slowed Down)
Finance	Finance Managers + Additional SCC Support	 2 Days Per Week From SCC to support finance work (funded by SCC). TDBC Will Need Additional Time From SW1 Finance Team - Approx £10k
HR	Martin Griffin For Both Councils	 This will become a priority project and external support procured when necessary.
Communications / PR	Debbie Rundle for Both Councils	 This will become a priority project.
Legal	Monitoring Officers	 This will become a priority project and external support procured when necessary.
Admin / Project Office	To Be Confirmed	 3 Days Per Week From existing support teams at TDBC (backfill to be funded by WSC).

- 5.3 There will be a need to resource specific packages of external advice at key points in the project (HR / Legal). These new <u>additional</u> joint costs are at to ensure the safe delivery of the Strategic Business Case in October 2013. We estimate £25k will be needed to get the project to that stage (to be shared between authorities TDBC's share being £20k and WSC's share £5k).
- 5.4 Should this project be approved, both Councils will approach CLG and LGA requesting transitional grant funding to support the additional costs incurred by this project. Should this approach be unsuccessful then the additional costs will be shared between the Councils on an 80:20 (TDBC: WSDC) basis. The Joint Member Advisory Panel will monitor the project budget. This investment supports the projects aim of unlocking ongoing savings for both organisations.

6. CRITICAL SUCCESS FACTORS

- 6.1 This project will require the following to succeed:-
 - A clear and shared vision (aims and objectives) agreed by Members

- Strong political and managerial leadership to support the significant levels of change required.
- Continued focus on this project as a priority for both organisations to ensure this is progressed with pace.
- Continued focus on benefits realisation.
- Investment of Officer and Member time, and potential future investment to unlock fundamental change.

7. REQUEST TO PROCEED / NEXT STEPS

- 7.1 The next steps would be as set out in the table in section 3.7 of this mandate. There is a significant amount of work to be progressed swiftly to develop the project PID and associated joint working protocols (all to be signed off by the Joint Members Advisory Panel).
- 7.2 Members are requested to consider whether to support this project.

JOINT MANAGEMENT & SERVICES PROJECT

JOINT MEMBERS ADVISORY PANEL - TERMS OF REFERENCE

Who Attends

TDBC: PFH, & Shadow PFH + 2 Elected Members WSDC: PFH, & Shadow PFH + 2 Elected Members

Project Team: Project Manager, Project Leads x 2, Project Admin

Due to the sensitive and confidential nature of the discussions at the meetings, **no substitutes** will be required if Councillors are unable to attend meetings.

Chairing Arrangements

The Chair will be the PFH for either Council, depending on the host venue.

Role of Advisory Panel

- Provides policy direction and advice to the project.
- Reviews Project process and approves any exceptions to the approved scope of the project.
- Ensures the process is properly aligned at all stages to the strategic outcomes required.
- Supports key communication processes across all key stakeholders.
- Ensures democratic engagement and accountability throughout the Project.

Frequency of Meetings

Meetings will be held monthly on at Dates for 2013 are listed below

March TDBC	Xx
April WSDC	Xx
May TDBC	Xx
June WSDC	Xx
July TDBC	Xx
August WSDC	Xx
September TDBC	Xx
October WSDC	Xx
November TDBC	Xx
December WSDC	Xx

JOINT MANAGEMENT & SERVICES PROJECT

JOINT PROJECT BOARD - TERMS OF REFERENCE

Who Attends

TDBC: CEO, & 3 Directors

WSDC: CEO & 3 Senior Managers

Project Team: Project Manager, Project Leads x 2, Project Admin Other Attendees: Sedgemoor Rep, SCC Rep, LGA and CLG.

Due to the sensitive and confidential nature of the discussions at the meetings, **no substitutes** will be required if Officers are unable to attend meetings.

Chairing Arrangements

The Chair will be the CEO for either Council, depending on the host venue.

Role of Project Board

- Owns the strategic vision for the project
- Provides clear leadership and direction during the course of the project.
- Provides policy direction and advice to the project (alongside the Joint Members Advisory Panel).
- Secures the investment required to set up and run the project and fund the transition activities required.
- Receives regular reports on project progress
- Takes key project decisions and makes recommendations to Councils.

Frequency of Meetings

Meetings will be held monthly on at Dates for 2013 are listed below

March TDBC	Xx
April WSDC	Xx
May TDBC	Xx
June WSDC	Xx
July TDBC	Xx
August WSDC	Xx
September TDBC	Xx
October WSDC	Xx
November TDBC	Xx
December WSDC	Xx