

Cabinet

1 July 2014

Joint report of the Leader of City of York Council and Cabinet Member for Finance and Performance

'Re-wiring Public Services'

... means developing a better understanding of the needs and aspirations of local communities and businesses

...it means focusing our resources on these needs and commissioning outcomes more efficiently

...and it means empowering residents and assisting those in need of help to enjoy a better quality of life

1. Recommendations

Cabinet are requested to:

- Commission a period of resident engagement, staff engagement and further shaping of the projects between July and September 2014
- Approve the decisions set out below in section 2. of this report supported by the annex and background papers to this report
- Note that the Rewiring programme is on-target to deliver the changing relationship between the council, residents, communities, partners and businesses and the savings anticipated in the budget process
- Commission a further report for October Cabinet detailing proposals for Health and Wellbeing and Integration with Health, outcomes from the resident engagement and recommended service delivery changes

2. Rewiring decisions

- 2.1 We are moving to a stage of working with our communities, residents and partners to develop proposals for new services which will secure the best outcomes for residents. We recognise that the private, independent, voluntary and community sector, individuals and communities will play a greater role in some aspects of that service delivery and in parallel; CYC's directly employed staffing will reduce.

Decisions requested at this point are:

Children's Services (Appendix 2)

- 2.2 To commission a period of engagement to consider –
- Early Years;
 - School Improvement Service;
 - Services to Young People.

Health and Wellbeing and Integration with Health (Appendix 2)

- 2.3 To commission a period of engagement to consider –
- Information, advice and guidance;
 - Integration with health;
 - Adult social care operational services.

Place Based Services (Appendix 2)

- 2.4 To agree to:
- Create, from existing resources, an operational delivery team to deliver efficiency savings in 2014/15 and 2015/16 focussed on community capacity through Smarter York, core service delivery, de-prioritisation of non essential services and the development of commercial activities;
 - Commence work on potential alternative delivery/business vehicles. This includes engagement with residents, users, businesses, partners, suppliers, Members, staff and Trades Unions to consider the most appropriate models of commissioning, support and delivery;

- Create from existing resources a project team and internal bid team to assess CYC options for the delivery of services from 2015/16 onwards;
- Commence interim procurement on residual waste ahead of Waste the Public Private Partnership (PPP).
- Approve direction of travel for the Carbon and energy management programme
- Approve funding £128k from the Delivery & Innovation Fund to progress the Carbon and energy management programme

2.5 **Customer Services (Appendix 2)**

2.6 To agree to:

- Make all council services available digitally and to promote this as the preferred method of contact. For those customers for whom electronic access is not appropriate we will provide alternative means of contact;
- Reduce the operating hours of the Customer Service Centre to 9.00am to 5.00pm to reflect customer demand.

3. **Community and City Engagement**

3.1 To agree to commission a three month period of engagement with residents, communities, partners and businesses through:

- Existing engagement activity;
- Specific campaigns;
- Listening events;
- Social media;
- Business forums

3.2 We will achieve this by taking the council to where communities are and where residents want to talk to us. The summer will give us the opportunity to talk to families. All the feedback we get will be published on the council website under a new resident engagement section.

4. Summary

4.1 This paper covers the development of the Rewiring Public Services Programme that started in February 2014. It also provides progress on the changes we have made since the Peer Review in 2013. The five Rewiring projects are:

- Community and Resident Engagement;
- Place Based Services and Public Realm;
- Children's Services;
- Adults Social Care and Integrated Public Health;
- Business Consolidation and Efficiency (BCE).

4.2 The paper considers proposals for the first four projects. The fifth, Business Consolidation and Efficiency has successfully implemented proposals to bring together policy and performance work across the Council. Additionally it is consolidating administration and facilities management (FM).

4.3 This programme is on track to deliver a budget saving of £750k in 2014/15 and a further saving of £300k in 2015/16 will be found within the BCE programme.

5. Background

5.1 Local Government is undergoing radical change. Central Government is driving for a smaller state where councils directly deliver fewer services, however resident demand and community expectation continues to increase. This is challenging when council finances have reduced nationally by an average of 33%. In the engagement with residents through the Rewiring programme, we will seek to establish what York, as a place, wants, and how we can achieve this together.

5.2 The Council wishes to build consensus about what York residents and communities want and how public sector assets can best be used. To date the council has:

- Established new operating models including mutuals and wholly owned companies, but more can be done to understand the options in other areas of the council;

- Supported innovation – The GeniUS open innovation application has allowed residents to provide innovative solutions to challenges in the city and to collaborate and design services as a community;
- Worked more with our partners, residents and the charitable and voluntary sectors, and we already have plans in place to do more;
- Developed a better understanding of the city through the use of real-time data which is allowing us to more effectively target our resources. Increasingly we want communities to use this data and make decisions on the outcomes they want and how resources are used.

5.3 In October 2013, Cabinet agreed to scope a transformation programme: 'Re-wiring Public Services' in order that the major challenges faced by the council and the changes in response to those, could be effectively managed. Feedback from the Peer Review and Big York Survey identified the need for greater:

- involvement of residents in the setting of council priorities and the redesign of council services; and
- investment in and co-ordination of the extensive change programme of the council.

5.4 In February 2014, Cabinet agreed the formal initiation of the 'Rewiring programme'. In addition, Cabinet agreed a budget which included £23m of savings to be delivered by April 16 including £5.48m of savings from the Rewiring Programme.

5.5 Cabinet agreed that the investment of £500k to support the transformation work that will be undertaken and set a target of £5.5m in savings for 2015/16, with the expectation of greater yield in subsequent years.

5.6 This means that the invest to save ratio between monies invested and savings, will be higher than previous council programmes.

6. Re-wiring Public Services Budget Savings

Re-wiring Public Services programme	2015/16 Budget (£,000)
Business Efficiency	
Customer Services and Resident Engagement	-300
Place Based Services	-450
Health and Wellbeing and Integration with Health	-750
Children's and Youth Services	-3,000
	-980
Total Re-wiring Public Services programme	-5,480

- 6.1 The Re-wiring Programme needs to create a sustainable model of delivery so that CYC and our partners and communities can continue to secure the best outcomes for residents. The Rewiring Programme must enable the transformation of our organisation into a more responsive and more flexible Council.
- 6.2 We need to change the way we operate. Our focus will be on listening to and understanding our communities' needs and then enabling our residents, partners and the Council to commission the agreed outcomes.
- 6.3 We know that innovation within businesses and communities is key to productivity gains and this will lead to increased prosperity for the city and its residents. A key question is 'how do we support the city to create an innovative, collaborative and open culture?' We are working to create an innovation hub within York to attract and nurture high growth companies.
- 6.4 Re-wiring Public Services will involve residents and communities at every stage – from clarifying the outcomes, service review and design through to delivery arrangements.

7. **Empowering and Connecting York's Communities**

7.1 City of York Council is committed to creating a new relationship with residents, wider civil society and business.

7.2 We recognise that public expectations and requirements in respect of public services are changing and will continue to evolve. York residents and communities want:

- personalised services, which may be tailored to individual or community or neighbourhood need and also choice depending on the nature of the service;
- easier access, on-line or otherwise and to avoid having to self-navigate around the maze of the public services;
- value for money and to know that public services are making a positive impact for them and their communities

7.3 The council, and its public sector partners, faced with the combination of these changing public expectations and financial pressure, and given its commitment to empowering local residents, wishes to:

- enable local communities, in one area and communities where people come together from different areas to have a greater control of who provides the services they need;
- further develop the practices of co-design and co-production of services;
- involve the local voluntary and community sector as the voice of communities, as a source of expertise and as service providers;
- work with local businesses to maximise their contribution to the local economy and local communities;
- encourage and facilitate community social action;
- invest in support to enable communities to build social capital;
- support the development of the voluntary and community sector's capacity including investing in and working with a strong and representative CVS;
- encourage locally based businesses to offer support including use of premises and practical support to the community and to local voluntary and community groups;

- introduce community based ways to decide who should provide services where there is a demand for this approach;
- encourage and facilitate community asset transfer or long term lease arrangements; and encourage communities and local community groups to indicate their desire to take over services currently managed by the council. (This will be subject to formal selection criteria and processes but with an assumption of transfer being the preferred option).

7.4 The council recognises that some services are best delivered through face-to-face interactions whilst some, especially transactional services, may be best delivered on-line. This means that wherever possible professional council staff and it is hoped their colleagues from the other public agencies and voluntary and community sector, for those services that require some face-to-face activity will:

- provide services in places where people already go or which are locally convenient for them; and
- as necessary enhance home visiting.

7.5 In order to free up the necessary resources to enable such an approach the council is committed to encourage wherever possible, services to be transacted on-line.

7.6 We know that the communities within the city have different needs and preferences. It is also recognised that residents could be members of and/or identify with several communities of interest, as well as living in neighbourhoods with varying needs, aspirations and resources.

7.7 People need to be able to identify their communities, to have access to other people within a community and to organisations working with and in these communities. Therefore, the council wishes to create a plan of community networks and where appropriate to ensure that there is space for communities to come together not only virtually but also physically.

7.8 This means that the council will:

- locate some staff at certain times at local facilities such as GP clinics, children centres, libraries, schools, churches, community centres, voluntary and community group premises, super-markets, etc
- encourage and facilitate its public sector partners and the voluntary and community sector to co-locate;
- place facilities under local community ownership and/or control (there will be a need to agree financial and other protocols and transfers)
- support the creation of on-line community networks to provide self-support, advice, and the forum for local commissioning;
- create and encourage partners to join on-line advice, information, transactional and other service provision;
- work with communities to ensure that, where there is a requirement, there will be a community space for local people; and for voluntary and community groups to locate (these ideally would be based at existing premises across the public, business, and voluntary and community sectors). Such a facility might host health and social care services, a meeting space for community groups, office accommodation, space for social functions and events and possibly social or commercial enterprise. Crucially it should also provide access to council services through a new digital system with face-to-face help available if required.

7.9 There are already excellent examples of these approaches across the City, some led by the City of York Council but many led by communities and community groups:

- Hope Cafe in Tang Hall Community Centre is run by a network of voluntary organisations to promote community engagement. It is a place where people can meet and can talk about issues or problems. Arts and crafts activities are available; there is an area for teenagers and another facility for toddlers. Overall the focus is about bringing people together in a social hub of the community;
- Oaken Grove Community Centre in Haxby and St Clements Hall are examples of how communities have

taken control of a centre to provide a programme of activities to meet the needs of the residents and maintain a sustainable business;

- The Social Care Hub in Rougier House, where York Blind and Partially Sighted Society and the Resource Centre for Deaf People have come together to share the facility with other voluntary and community organisations to improve the lives of vulnerable residents;
- The Gateway Centre in Acomb is a charity that aims to help build a stronger community by providing facilities and programmes which impact positively on the wellbeing of individuals and families. The centre offers a full programme of activities including parent, carer and toddler groups, youth activities, and a drop-in cafe for the over 60s. Inter-agency work is a key part of the Centre including a free debt advice service and a support service for those facing unplanned pregnancy. Working in partnership with the Centre, we have funded some youth activities, use the cafe to host community engagement meetings, and offer our tenants access to council services at designated times;
- A 'synergy surgery' was held as part of our innovation programme to explore opportunities to promote better health outcomes within the city. A combination of open data access and the collaboration between health care professionals and communities created several opportunities to develop new solutions to long standing and costly issues.

7.10 Explore York Libraries will provide a single multi-purpose facility that houses a variety of integrated services, programmes and activities as well as library services. The first example of this facility is that Libraries and Archives will be part of a community hub in Lidgett Grove Church in Acomb.

7.11 There are a number of really vibrant networks already working well in York. The council will shift its emphasis into 'tapping into' these networks rather than trying to develop alternative ones. This means we will help:

- where a community wants support in starting a new scheme or widening an existing one, for example the Community Safety Hub in Copmanthorpe or school breakfast clubs for school holidays;
- where a community needs the council to coordinate with other organisations to support them to achieve their outcomes, such as with Health Services.

7.12 Providing the environment for virtual community networks to flourish is important to the council. The open innovation programme continues to demonstrate the fantastic outcomes that could be achieved through linking up the digital sector and providing them with a platform to engage. Equally, residents should be able to access these networks too. To do this, and as part of our commitment to being a super connected city, we will deploy technology and free wifi to provide a virtual network of communities.

7.13 In doing this, we hope to establish a network across the city that promotes social interaction in all parts of the community, helps communities connect and provides a range of integrated services, activities and projects that will help build stronger communities.

7.14 It is proposed to engage residents, the voluntary and community sector, local businesses and communities during summer 2014, to explore their views on these ideas for a networked city and networked communities; and to establish both the need and approach required to develop and foster this community based concept.

7.15 The appendix to this report contains the summary reports on progress for three of the four programmes with Health and Wellbeing and Integration with Health focusing on two of the projects within the programme.

8. Financial Position

8.1 The Outline Business Cases and the decisions contained within them would enable the following savings to be delivered in the year 2015/16.

8.2 The programme remains on target to deliver the anticipated budget savings.

Re-wiring Public Services programme	2015/16 Budget (£,000)	2015/16 Current estimated saving based on proposals in this Report
Business Efficiency	-300	-300
Customer Services & Resident Engagement	-450	-450
Place Based Services*	-750	-750
Health and Wellbeing and Integration with Health	-3,000	-3,000
Children's and Services to Young People*	-980	980
Total Re-wiring Public Services programme	5,480	5,480

*we have included planning and strategic services and school improvement services in the Rewiring programme to maintain effective programme delivery and an update on these projects is therefore included in this report

9. Work within the council to enable to Re-wiring Programme

9.1 In addition to the projects that have been described, we recognise the need to support the programme in three key areas:

- Innovation;
- ICT; and
- Organisational Development.

10. Innovation

10.1 There will be a concerted push to embed within the council, the new skills and mindset to create a collaborative and innovative organisation.

10.2 New innovation techniques and methods will be employed across a range of areas. For example, we already have a record of using the GeniUS! model in key areas such as Health and Adult Social Care. Combined with the emerging

commissioning and competition/outcome based models for procurement, we have the potential to create significant impact and savings in this area.

10.3 Specifically our innovation work will include:

- Further training in the council to develop and embed innovation and entrepreneurial skills;
- Working alongside the council communities team and customer services teams to increase the reach and impact of new models for co-production and open innovation;
- Creation of a support hub and staff network within the council to enable peer-peer support and greater cross-council working;
- Developing and embedding new approaches for sourcing solutions through the likes of open competitions, co-development, hackathons etc;
- Delivery of URBACT pilot project and development of transfer methodology for good practice;
- Practical open data projects and developing the York Data Mill¹;
- Next stage development of the GeniUS! model for open innovation and collaboration, along lines of the Bloomberg Mayors Challenge proposal;
- Building a network of GeniUS! Cities to share and learn from open innovation good practice across a broad range of city contexts and knowledge bases;
- Hold an international innovation conference aligned with URBACT project closure meeting;
- Creating a Civic Innovation Hub in the city, to accelerate new and consolidate existing public sector innovation process and open innovation models;
- Continuing to support the growth and development of a wider innovation ecosystem, through supporting community leadership, business development and cross sector collaboration.

¹ The York Data Mill is an open data project funded through a £750k TSB grant.

11.ICT

11.1 We are transforming the way we view and deploy ICT to help residents and staff make the most from the opportunities and efficiencies presented by new technologies.

11.2 With the world around us changing at an ever increasing pace we believe an open and agile Council, supported by the right ICT infrastructure, can constantly be improving its services and outcomes for residents without necessarily increasing its costs.

11.3 In the context of the Rewiring Programme, this means:

- Customer-friendly information and transaction points for residents and businesses, through a choice of joined up channels;
- Moving to an 'Always open' service, available 24/7;
- A digital-by-default strategy that sits alongside our existing digital inclusion work, which is successfully providing computer training and internet access for residents through libraries;
- A new 'responsive' Council website, that is optimised to whatever device being used;
- The introduction of a 'my account' facility that allows more self-service opportunities, with the ability for transactions to be followed end-to-end;
- A more open and transparent approach to Council data, through the York Data Mill;
- Ultimately, a more cost-effective and rewarding customer experience;
- Supported by the replacement/upgrade or consolidation of systems e.g. Children's & Adults Social Systems, Fleet Management.

12.Organisational Development and Rewiring Programme

12.1 We need to create a Council which is:

- More flexible and responsive to changing needs;

- An organisation which listens and constantly learns;
- Adaptable to changing environments and pressures;
- Supportive of the most vulnerable;
- Modern in the way we use ICT, data and processes to enable greater efficiency and effectiveness;
- An excellent communicator.

12.2 In order to do this we need to develop and to deliver a comprehensive Organisational Development programme to enable our staff to learn and change in line with the expectations of the community and of the Council.

12.3 We have:

- Completed a review of the 'current state' which will be reported to the Council's management team in July 2014; and
- Defined a series of outcomes we are looking to achieve.

12.4 We will:

- Be engaging with residents, partners and businesses to better understand their perspective on our organisation and the changes we need to make;
- Discuss with staff the drivers for change and opportunities for them to help achieve these outcomes which in many areas maybe very different from the services which are delivered today;
- Supporting staff through the change but being clear we do need to make progress quickly.

13.Partnership with York CVS

13.1 We recognise that the new way of working will require a stronger collaboration with the voluntary sector. This has also been recognised by the CVS who have seconded a member of their staff to the Rewiring Team.

13.2 This will facilitate further effective engagement with the voluntary and community sector using a number of York CVS tools, including:

- Using York CVS's comprehensive database of voluntary and community organisations in York;
- Understanding access to services better and how we can better assist the most vulnerable in our community;
- Developing better relationships with the voluntary and community sector and building openness and trust over the long-term;
- Regular, established meetings (forums) of voluntary organisations around themes including older people and people with long term conditions; children, young people and families; people with mental health issues, people with learning difficulties, and others;
- Established marketing and communication systems with the voluntary and community sector, including website, newsletters and email.

13.3 Two recent examples of work underway with York CVS are on 10th June 2014, Children's Services delivered a joint workshop to consider the Rewiring proposals, and to discuss how and when individuals, groups and interested parties will be able to engage in the debate.

13.4 In addition the Health and Wellbeing and Integration with Health programme delivered a joint event engaging with residents, voluntary and community sector and other stakeholders asking their views on how they want to be involved in helping to co-design alternative delivery models.

14. Implications

14.1 It should be noted that all of the Transformation projects will have significant implications in terms of Financial, Procurement, Legal, ICT, and HR support.

14.2 The programme is dependant upon a significant input from these areas of expertise. The issues, and options, within the programme potentially involve major new procurement

activity, major systems change, fundamental changes in delivery method, and major staff changes.

14.3 Ensuring the capacity and skills needed to support the Rewiring programme (alongside major other savings not within the transformation programme and many other major projects), will present a significant challenge.

- **Financial** – Individual projects will develop further detail throughout the engagement period and the resulting revised options and business cases will have financial implications. These proposals will be considered by Cabinet in October 2014. Individual proposals also may create procurement events e.g. implementation of digital channel;
- **Human Resources (HR)** – The report acknowledges that during the implementation of proposals, there will be an impact on council resources. The report also identifies that an Organisational Development Programme will be created;
- **Equalities** – The actions in this report further the Council's commitment to equalities;
- **Legal** – A number of the proposals within this report will lead to different delivery arrangements for some existing council services. Legal expertise and advice will be sought accordingly.
- **Crime and Disorder** – *None*;
- **Information Technology (IT)** – The Re-wiring Public Services will depend on ICT services to support a new phase of on-line services;
- **Property** – It is likely that changes will be made to the Council's asset base as a result of the rewiring programme. Property colleagues will be consulted as appropriate.
- **Other** – *None*.

15.Recommendations

15.1 Cabinet are requested to:

15.2 Commission a period of resident engagement, staff engagement and further shaping of the projects between July and September 2014;

15.3 Approve the decisions set out in section 2. of this report supported by the annex and background papers to this report;

15.4 Note that the Rewiring programme is on-target to deliver the changing relationship between the council, residents, communities, partners and businesses and the savings anticipated in the budget process

15.5 Commission a further report for October Cabinet detailing proposals for Health and Wellbeing and Integration with Health, outcomes from the resident engagement and recommended service delivery changes.

Reason: To allow the programme to begin the process of engaging residents in the co-design and co-delivery of the outcomes they want.

Contact details:

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	Report Approved	√	Date 19 June 2014
Specialist Implications Officer(s) N/A			
Wards Affected:			√
For further information please contact the authors of the report			

Background Papers:

July 2013 Annual Performance Report

Peer Review Letter

Response to Peer Review

LGA Summary Document of Rewiring Public Services

Better Care Fund Application

Annexes

Appendix 1 – Summary of Programme Business Cases

- Community and Resident Engagement
- Place Based Services
- Children's Services
- Health and Wellbeing and Integration with Health

Appendix 2 – Rewiring Programme Risks and Methodology

Appendix 3 – York – A City of Innovation, Securing Our Future

Abbreviations used in the report

BCE – Business Consolidation and Efficiency
CVS – Council for Voluntary Service
DIF - Delivery & Innovation Fund
EU – European Union
FM – Facilities Management
HR – Human Resources
ICPIS – Institute for Continuous Improvements in Public Service
ICT – Information and Communications Technology
ILM – Institute of Leadership and Management
L&D - Learning & Development
LCR - Leeds City Region
LGA – Local Government Association
LGYH – Local Government Yorkshire and Humber
PPP - Public Private Partnership
SBRI – Small Business Research Initiative
SCY – Science City York
SOLACE – Society of Local Authority Chief Executives
TSB - Technology Strategy Board
VCSO's - Voluntary & Community Service Organisation
UoY – University of York