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**Cabinet**

**11<sup>th</sup> February 2014**

Joint report of the Leader of City of York Council and Cabinet Member for Finance, Performance & Customer Service.

***'Re-wiring Public Services'***

...means helping residents to help themselves and helping those that need help to have a better quality of life

...it means commissioning outcomes efficiently and focusing our resources on the real needs of our community

...and it means understanding our communities and businesses and what type of City we want and then working with our partners to enable and commission these outcomes.

**Summary**

1. The purpose of this paper is to set out for Cabinet the key dimensions of the programme: Re-wiring Public Services;
  - Rationale – major challenges and changes to the Council are managed effectively and budget savings are achieved.
  - Scope – a council-wide approach to change and transformation with a focus on putting residents first.
  - Methodology – enable residents, communities, partners and the Council to commission to meet needs and agreed outcomes.
  - Benefits – the provision of services that residents really need to sustain quality of life in an economically vibrant city.
  - Timeline – programme commences in February 2014 and continues through various phases to April 2016.

**Background**

2. In October 2013, Cabinet agreed to build a transformation programme: Re-wiring Public Services in order that the major challenges and changes

to the Council 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
- Greater investment in and co-ordination of the extensive change programme of the council

3. Re-wiring Public Services will support the council to achieve its budget savings. Like all councils and other public services, City of York Council needs to make big savings, circa £80m by 2016/17, if it is to service good outcomes for residents and quality of life. The scale of change we need isn't going to happen by itself and isn't going to happen for free. Cabinet agreed investment of £500k to support the transformation work that will be undertaken with a target of £5.5m in savings for 2015/16, with an expectation of a greater yield in subsequent years.

Re-wiring Public Services Budget Savings

Re-wiring Public Services programme	2015/16 Budget (£,000)
Business Efficiency	-300
Customer Services and Resident Engagement	-450
Place Based Services	-750
Adult Social Care	-3,000
Children's and Youth Services	-980
<b>Total Re-wiring Public Services programme</b>	<b>-5,480</b>

4. It's not just about being more efficient, it's about changing the organisation into a more responsive and more flexible council. A council that **"Puts residents first"**.
5. To do this we will 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. It was agreed that Re-wiring Public Services would have people – residents and communities at the heart of its work. This means providing opportunities for people to be involved at every stage of the programme – from clarifying the outcomes, service review and design through to delivery arrangements.

7. City of York Council has, as the Peer Review acknowledged, a good track record of delivering large scale change. However this success has been based on single projects and the Review recognised the need to develop a council-wide approach to change and transformation.
8. Critical success factors of the 2014 programme include:
  - The creation of an organisational development programme for all staff to increase our effectiveness and efficiency.
  - Investment in a robust IT infrastructure to enable services to fundamentally change the way residents and customers can interact with the council.
9. If it is to deliver what residents really need then there is a need to work with residents and partners to focus on the outcomes that are required to create an economically vibrant city but also one characterised by its inherent fairness.
10. The council re-wiring public services programme is directly influenced by the LGA rewiring public services programme that has been discussed in the media and in Parliament. The principles of this national programme are directly relevant to York and the programme we develop will be York's interpretation of the national model.

***So, what will City of York Council look like in the future? How will it feel different for our residents?***

11. Re-wiring Public Services places our residents at the heart of everything we do. It moves the agenda away from service delivery based on consultation to a focus on outcomes with communities empowered to make decisions and commission services.
12. This will be challenging for both the Council and for the community. It requires a change of culture within the Council but also within our communities. We need to explore risk and accountability as new operating and commissioning models are developed.
13. Although this sounds like a major change, and in many ways it is, nonetheless there are many examples of good practice around the country which can inform decisions.
14. We are already talking to residents, people, communities and frontline staff about how things are now and what needs to change. The

community conversations taking place in every ward will provide everyone in the city with the opportunity to talk with the council about not just how we can improve the way we work but also:

- What are the real issues facing our residents?
- How can communities drive decision making?
- Where can the council help to empower communities?
- What skills and investments will be required?
- What are the key issues which will prevent this autonomy and how can these issues be addressed?

In addition we will be investing in our staff, our systems and in changing our processes to meet the needs set-out through our engagement.

15. We will be looking again at making our customer channels more relevant to today's environment. Many residents now conduct much of their home and work life online and we will redesign the 'do it online' council services during 2014 to ensure that it better responds to their needs, whether they use a computer in a library or at home, a tablet or smart phone. We will seek out the best apps to help residents and visitors access our services and those of partners.
16. Working differently means we need fewer directly employed people. We currently have around 3,300 staff (not including employees in schools). Although it's early days, over the next few years we expect to need around 250 fewer posts. Getting smaller is something we can't avoid because we have less money to spend. But the number of jobs we expect to lose is relatively small and we're already working to avoid compulsory redundancies. Recruitment has been carefully managed since early 2011, we redeploy everyone we can, and we will provide training to help staff learn new skills.
17. Our fees and charges for services will be looked at to make sure we are getting as much income as we can, while giving customers the best value for money possible.
18. We will share and integrate services with other councils, voluntary and community sector partners and within the private sector.

### **Re-wiring Public Services**

19. There are four broad principles underpinning Re-wiring Public Services.

- Involving our communities and residents more in shaping outcomes and services;
- Building community resilience and self reliance, but with support when needed;
- Investing in the voluntary and community sector to create mutual confidence and trust; and
- Greater use of data and evidence to enable residents, people and communities to drive their own decision making.

20. And four key work-streams through which the programme: Re-wiring Public Services will be delivered. These are:

- Business efficiency
- Community and resident engagement
- Place based services and Public Realm
- Children’s and Adults social care and integrated Public Health

Each of these programmes is explored in more detail later on in this Cabinet Report.

### **Involving our communities and residents more in shaping outcomes and services**

21. Working effectively with our residents, people and communities is the key to delivering our priorities and is critical to our Re-wiring Public Services programme. With the recent changes in funding and demographic pressures on demand, it is more important than ever to work closely with our communities, to truly listen to and understand their needs and demands and to design services ‘with’ and not ‘for’ our residents.

22. As part of the programme we will work to enable our communities to take centre stage in what happens in their area and in the City as a whole. We need to do everything we can to ensure that communities become advocates for their areas and that they are able to play an active role in designing and delivering services.

23. Whilst this is a critical part of Re-wiring Public Services, this is not a new way of working for us. There are many positive recent examples of community engagement including:

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In an open exchange of people, problems and ideas, York is increasingly working as one to develop innovative new solutions to challenges big

and small and to put these to the test. Our open innovation platform, GeniUS!, developed with support from NESTA, allows residents to come together to discuss the challenges the city faces. This approach has won regional, national & international awards from the likes of The Guardian newspaper and Living Labs Global.

24. This approach has given rise to exciting new pilot projects, such as a dementia awareness campaign produced by young people for young people, working with dementia sufferers and a local film company to create a short film and discussion plan for use in York schools and beyond.
- In 2013, we introduced residents' forums. These replaced the more formal ward meetings and are more informal meetings with local residents to discuss a range of issues linked to ward priorities.
  - £1 million worth of 'Big Local' funding has been secured for the Tang Hall area of the City over the next ten years. This is a local budget and the community is coming together to decide how this is spent.
25. Residents are working with us to redesign our services and we are looking to work with them to deliver services. In 2013 Cabinet agreed a plan to create a community benefit society to run York's libraries with the support of community volunteers.
26. However, Re-wiring Public Services will take this further. Engagement with the community is the key component to the programme and we will work to unlock the resource and potential of neighbourhoods and communities through this process.
27. As part of this, we will ensure that we build on the community conversation discussions to move into an engagement plan around outcomes, service design and response.

### **Building community resilience and self reliance, but with support when needed**

28. Our residents are living longer and the support structures needed are changing. That is a change for good, one which can help people to live longer and improve their quality of life.

29. It is also a challenge as the need for additional support increases. We will need to:

- Invest in new skills to help communities to be more supportive and resilient in their own right;
- Enable choice for individuals, their families and carers through new ICT systems, commissioning plans and by creating markets for new suppliers;
- Assist and support independence through the co-design of services with our residents and partners rather than plan services for them; and
- Work together to enable a sustainable economy which carefully balances jobs, growth, housing, leisure and quality of life.

**Investing in the voluntary and community sector, both financially and personally, to create mutual confidence and trust**

30. Our partnership with residents and with the voluntary and community sector needs significant investment and change. Historically we have worked closely with individual charities and voluntary sector organisations often on a grant given type basis. Under any new model of engagement this is likely to change.

31. Re-wiring Public Services will prompt the council to consider:

- Developing in conjunction with local voluntary and community services organisations (VCSOs), social enterprises and mutual trading vehicles, different service offerings to meet the outcomes residents want.
- Investing further in the relationship with VCSOs to enable them to build capacity and capability, where this is needed, such that they become a key partner in the design, engagement and delivery of commissioned outcomes.
- Together with the VCSOs, designing the most effective engagement model with residents such that the Council shifts from an historical model of service delivery to an outcome driven approach to building stronger, more successful, communities with residents and businesses at the heart of the model.

## **Greater use of data and evidence to enable residents, people and communities to drive their own decision making**

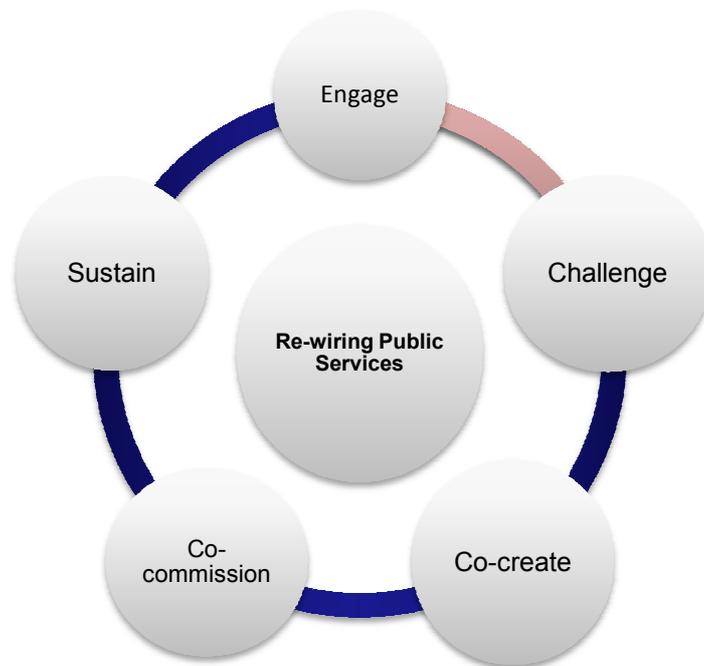
32. This availability of data offers us a significant opportunity to fundamentally change the way we work with our residents, businesses and community organisations.

33. In broad terms we will seek to:

- Offer residents and businesses the opportunity to self-service their data.
- Increase availability of transactional functions online to individuals and businesses such that we offer a greatly improved customer experience at the first point of contact.
- Improve online 'help' and support for transactional functions e.g. accessibility to suit our residents.
- Ensure our data and services are 'engaging and accessible'.
- Move to a 'my account' type model so any individual or business can transact when and how they want to with authentication at the start of the process.
- Expose as much data as possible to individuals and more collectively to the community to enable a greater level of transparency, understanding and greater input into decision making and service design.

## **Re-wiring Public Services Methodology**

34. There will be five steps to the programme's methodology.



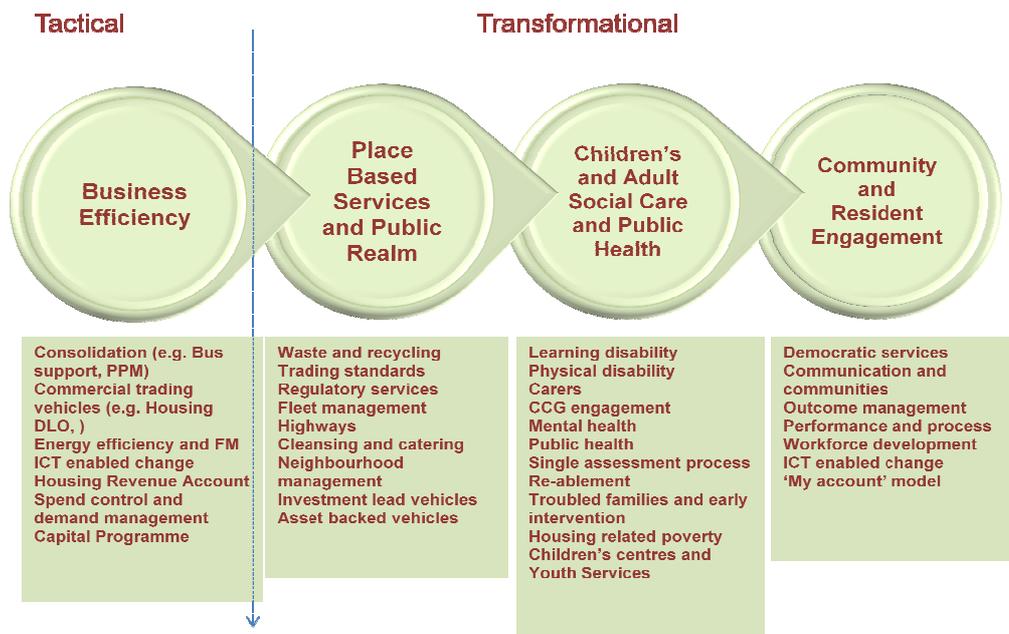
- Engage – we will engage with our communities and debate with them the ambitions they have for the city and the specific objectives and outcomes we want to achieve.
- Challenge – we will approach the issues and problems we face as a challenge and engage with residents and partners to seek solutions.
- Co-create/co-design – we will shape the service or offer jointly to ensure that it will meet the needs of residents and the council.
- Co-commission – we will commission services against an agreed set of outcomes generated through the co-creation and design process.
- Sustain – we will constantly review whether outcomes are being delivered. If not we will adapt them and learn.

35. In simple terms, our transformation methodology is designed to ensure that the council gets closer to residents to understand their challenges and secure better clarity about their expected outcomes. Issues such as affordability of services need to be seen as joint challenges with our residents. The methodology also supports the development of solutions that are relevant and consistent with our residents' expectations.

## The proposed four major Re-wiring Public Services areas

36. As set-out earlier in this report there are four major work-streams included in the programme which are explored in more detail in the following sections.

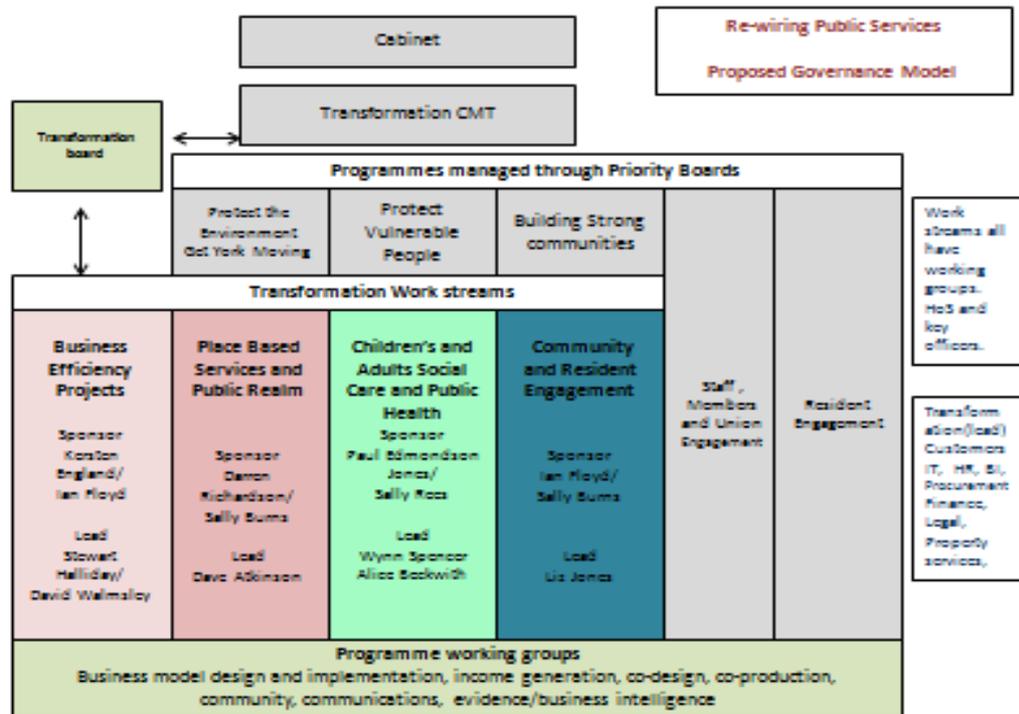
### Major Re-wiring Public Services Areas



## Proposed Governance model for the programme

37. It is proposed to manage the programme through where possible existing structures rather than adding anything new.

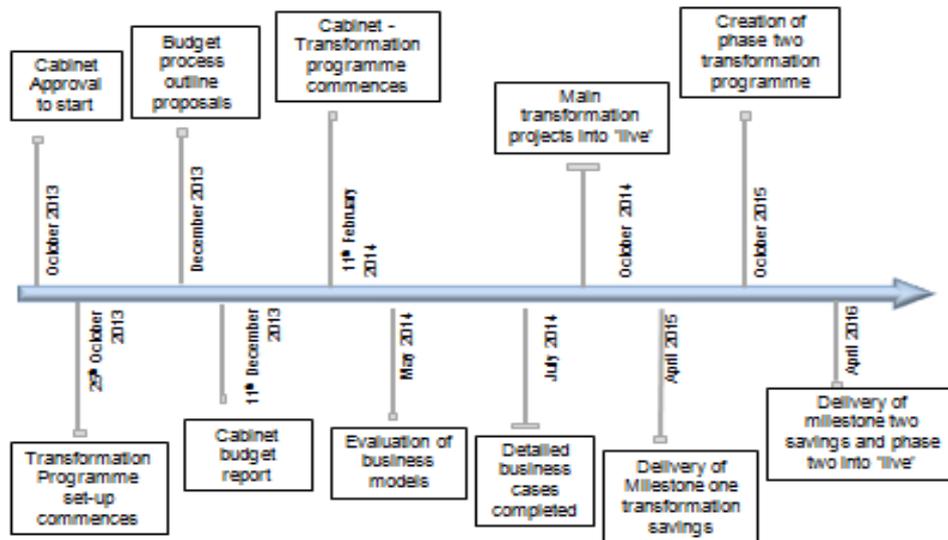
38. Where new boards or other governance processes are added it is with a view to deleting at least one other body so the overall governance of the programme delivers a net reduction in repetition and bureaucracy than can sometimes be created over a number of years of managing major projects and programmes.



## Timeline for the development of business cases

39. This report sets out the formal commencement of the Re-wiring Public Services programme.
40. The timeline shows that the next few months will be collecting evidence and preparing the business cases for each of the programme and projects. This will be an intensive and detailed piece of work with the aim of setting out the options for Members by July 2014 with, if approved, a move into major implementation by September 2014.
41. This does not stop many areas being considered now and the Business Efficiency work-stream is already moving into implementation in many of its projects and more will be added over the course of the programme's development.

## Re-wiring Public Services Programme Timeline



### Four Major programme work-streams

#### Business Efficiency

42. A range of business efficiency projects have been developed. These are short-term projects specifically looking at making financial savings.
43. Some are included because of the challenge inherent in them to deliver savings. Many of these are internal to the organisation and focus on process efficiency. Many will reduce support costs and reduce the 'corporate' overhead within the council. The shift from procurement to commissioning, which has already started, will be continued and developed across all functions.

#### Transformational

44. In addition to the shorter-term tactical business efficiency programme there will be three major transformational programmes of work. The community and resident engagement work is absolutely critical to the rest of the programme. It will deliver changes to the way in which the council works and engages with residents to enable the two significant projects to be successful.

## **Work-stream 1 Community and Resident Engagement**

45. This work stream is reviewing community, resident engagement and customer services activities. It will look at improving the interface between the council, individuals, communities and businesses who have reason to interact with the council.
46. This part of the Re-wiring Public Services programme is fundamental to how the council seeks to work in the future, building on work so far, by bringing greater coherence to a range of activities. The outcome is to establish a very different relationship with residents, people and communities by the end of the programme, recognising there is much to celebrate in some areas already but a bigger journey for others.
47. Although this is a discrete work stream with identified projects, the principles of the approach will need to pervade all council activities if the changes envisaged are to be delivered. The new approach should over time, lead to improved outcomes and more effective management of support.
48. The principles and culture changes anticipated are rooted in the council's priorities and the expressed aim of being a co-operative council, working to the values of placing the resident and community at the heart of the business.
49. The cultural changes that are required to enable successful transformation to a co-operative council are, internally to encourage a more open and sharing way of working, making boundaries for staff less fixed and greater working together and with partners as the normal way to do business.
50. Externally there needs to be an increased willingness to engage with residents, people and communities to realise the potential opportunities and benefits to grow resilient and self sufficient communities in York. Much good work is already underway; the aim of the transformation activity is to provide greater focus, coherence and pace.
51. Community engagement can be split into 3 aspects, to:
  - help shape service delivery
  - improve democratic participation
  - increase social capital / community capacity to help problem solving.

52. Giving the first aspect more focus means that services in the future will need to start from outcomes that meet the needs of residents. In reviewing and reshaping services there will be a requirement for this to be undertaken in collaboration with residents, people and communities, in what is known as co-design and in some cases it may be that the council will decide that others, not the council are better placed to actually deliver the outcomes.
53. The same approach will apply to policy development, starting with the problem and working with communities, residents and stakeholders to identify the solutions.
54. The intention is that working in this way should reduce overall demand because interventions will be better targeted to need. It should also lead to greater efficiency and effectiveness as well as residents and communities being more self-sufficient.
55. The second aspect involves members having an increased community leadership role, in supporting and enabling residents and communities, rather than solving their problems. This could also mean in the future greater devolvement of decision making of operational matters down to an area level.
56. Finally there is the development of capacity in the community to enable problem-solving and interventions locally. This can be characterised by examples such as flood and snow wardens where they are making contributions to improve life in York, enabled by the council.
57. All customer activity will be included in scope, with a particular focus on: Democratic Services, Communications, Communities and Equalities and Customer Services. There is a £450,000 saving required from delivery of the transformation work in 2015/16 and on going. This is in addition to efficiency and savings targets already set.

## **Customer Services**

58. City of York Council has undergone a lot of change to its customer services functions. Over the last three years, the council has updated its customer care standards, created a new customer contact centre in West Offices, implemented new technology systems to make case handling and the management of telephone calls more efficient and asked all staff throughout the organisation to think about how they can make their services more customer-friendly.

59. We have also improved the council website to make it easier for customers to find what they need online. The purpose of all this change was to make sure that the council delivers high quality customer services to all its customers, all the time. We want to put the customer at the heart of everything we do.
60. We recognise that expectations are changing and there is a need to make a further step change in the way in which we provide customer services.
61. Too much of the current interaction with the council remains through traditional routes and the use of online and self service has yet to be fully exploited. We need to make the shift towards being more proactive and we will do this through the creation of a 'my account' model of service for our customers.
62. We will encourage all customers to sign up to an online account which will provide them with regular updates by SMS, email or Facebook telling them about things that are happening or changing at the council that they are interested in. Also when they have made a service request, we will ensure that they know it is being dealt with and when it has been completed without the need to chase the council.
63. We know that York has one of the highest levels of computer literacy in the UK, and we've got some of the highest levels of Smartphone ownership. Therefore we will seek to exploit the opportunities of web-based technology in a significant way. The website will change from being an effective library of information, into a transactional site where residents and visitors can interact with the council through systems such as web chat.
64. By making these changes we will be able to provide telephone and face to face customer services for those residents who really do need to talk to us. We will ensure that services are able to answer residents' questions by consolidating more services into the customer centre.
65. We will also work to multiskill our staff and give them the tools to fulfil customer needs, as we aspire to customer excellence, by establishing a culture and way of working across the council that empowers staff to resolve issues and helps customers to help themselves. We want our phone and face to face services to be courteous and responsive i.e. to do what we say we are going to do in a timely way.

66. Advice and information services will be available in other locations. Over time residents will be able to engage with our 'hubs' across the city, which will offer integrated services locally e.g. libraries.
67. We will work with our partners to co-locate services and provide information and advice on behalf of the council e.g. the community and voluntary sector.
68. Throughout this next stage of the journey, we will work with residents, people and communities to design and create these services, ensuring they are more bespoke to the needs of local communities and area.

### **Council-wide**

69. There are several areas that need to have greater consistency in our approach:
- Establish the one council approach to resident engagement; this will be supported by the use of a balanced scorecard to show impact. This would include resident satisfaction, ability to influence decisions, increased response to consultation, increase in volunteering, hits on the revamped website. This will build on work already in place.
  - Embed resident and community engagement into the work of internal audit and their reports.
  - Revamp consultation to have greater consistency, provide feedback and combine the results with other data such as customer insight to inform decision making.
  - Projects will be established to support service redesign in adult social care (based on the Havering approach) and place based services, possibly on community safety (Darlington approach).
  - Provide better information, advice and access via the website and social media, this will include a refresh of the complaints and FOI information on the website.

### **People**

- Invest in council employees to embed new ways of working, improve skills and support change.

- Invest in individuals and community groups to develop skills and networks e.g. community researchers in Carr to enable greater self sufficiency.
- Agree on a business case methodology to identify services that will transfer to central customer services or have a greater online presence, starting with Housing repairs. This will be followed by 5 further services being identified for better access or online presence in the next 12 months. This would be followed by a rolling programme of consolidation and standardisation.



**Oldham**  
Council

Customer Service Re-wiring Public Services, made civic engagement easier with a provision for Public questions via social media. Through sharing local intelligence vulnerable families and residents in need of immediate support have received a faster response.

Transformation included:

Making web the channel of choice for accessing council services, with an aim to achieve 75% of relevant customer transactions being undertaken on line.

Ensuring a whole organisation/one council response to changing customer needs and behaviours.

The move to online services for Revenues and Benefits will mean a significant change to the service delivered through Access Oldham.

- A cross council project will look across all areas to change behaviours, promote channel switch and improve website access and content (Lewisham model).
- Agree what service excellence is for residents in York and establish a one council balanced score card for all services to residents, proposals to include reduction in complaints, reduction in abandonment rates, increase in alternative access channels across all services, improvements in telephony technology, and a 95% score in call quality monitoring.
- Set out the IT short term fixes to improve customer 'help' and support whilst not compromising the long term ambition below.
- Agree that the long term IT platform for residents will be a 'my account'.

## **Place**

70. To nurture resilient communities, research shows that places are important in developing a sense of belonging and identity. Therefore, as part of the engagement work, two strands of action are proposed with regard to place:

- To agree the strategic direction, which is to rationalise the public sector portfolio of properties across York, whilst at the same time seeking to integrate the services offered from those buildings. This will result in York developing 'community hubs', each of which would be bespoke to their local community. This work has already a number of positive building blocks in place. There is a partner board established that includes, NHS, Fire and Rescue, CVS and the Police, where they consider current properties and their future use. The mapping of the main public assets has been done via the board, though some up dating will be needed. This is also an aspect of the work underway in libraries.

71. The council is currently considering the procurement of a strategic partner to support a wide range of work on assets. To ensure the community aspect is embedded in this work, it is proposed that the partner should offer expertise or some specialism in community and / or resident engagement.

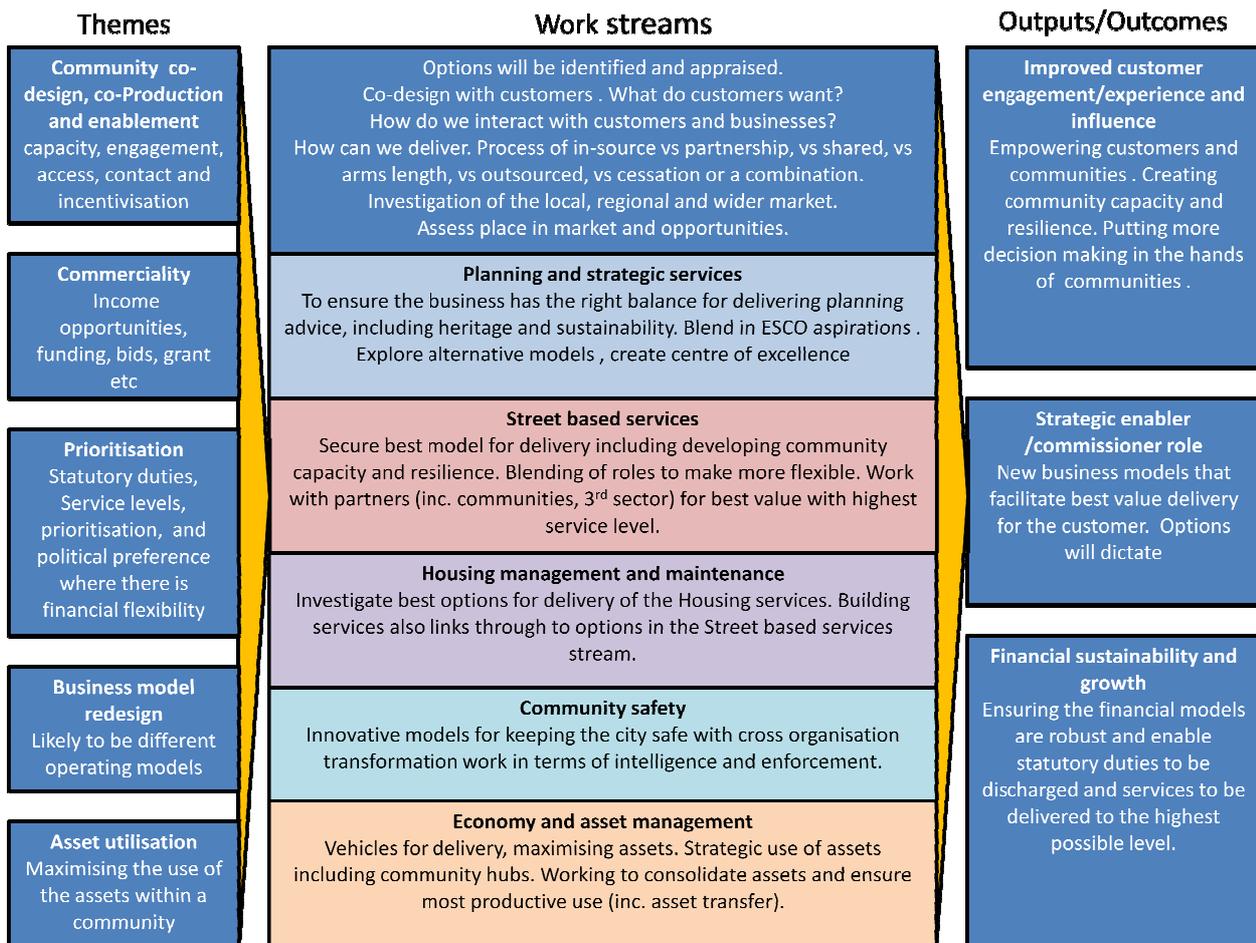
72. The work on integration and hubs development needs to be supported by a second strand of work.

- This strand will need to look at the future needs of services against customer insight data and more importantly conversations in communities to see what it is important locally and how future options will offer good value for money.

## **Work-stream 2 Place based services and public realm**

73. The diagram below sets out the scope of services included in the Place based services and public realm programme.

74. The cross cutting themes are illustrated below and these will shape the projects in the centre blocks that will deliver the outputs and outcomes.



75. A number of underlying objectives have been set for the programme. These are to:

- Reshape business models
- Maximising commercial opportunities
- Ensure the setting of outcomes is resident led
- Develop and support community capacity and resilience
- Invest in a flexible workforce
- Change the culture

76. Two key themes are already underway looking at:

1) Commerciality

- Developing the City of York council offer – corporate, directorate, service, section, group and individual
- Ensuring that the offer is marketed as a whole – shopping basket approach

- Developing the detail, the business models and business case for delivery – improved in-house, outsources, shared, partnership, Joint Venture, Sub-regional etc.
- Development of the supply chain – commissioning and procurement, best price for AQL (accepted quality level)



Essex County Council: following a scrutiny review of delivery, specialist planning and advice services within Essex County Council were combined (partnership with 11 Local Authorities) in 2012 to form a multi-disciplinary 'Place Services' Team. This includes environmental planners, archaeologists, ecologists, landscape architects, urban designers, listed building specialists and arboriculturists.

The aim to safeguard and maximise the environmental, social and economic benefits the historic environment brings. There has been a shift to a more commercial focus and as well as service level agreements with the individual authorities the team has bid for central government with the aim of full cost recovery. This function will develop as an arms-length, not-for-profit specialist environmental planning and management enterprise.

## 2) Effective utilisation of assets

- Ensure that the council gets best value out of its assets
- Including buildings, highway based, vehicles, people and intelligence
- Community based hubs (alignment to Building Stronger Communities outcomes)

## 77. Project 1: Planning and strategic services

### Context

- Revenue funding reducing in specialist areas. Requirement to revisit the business model and start to achieve financial self sustainability.
- New business model to create a sustainable planning and strategic planning function.
- Projected large income streams from major developments
- Other functions that support and provide other specialism aiming to achieve self financing.
- Build team to support longer term ambition around renewable energy and energy efficiency.

## Options

78. The business model will need to look at maximising income to the council through the community infrastructure levy (CIL) and other avenues. It will also need to be in a position to deliver the requirements around renewable energy and energy efficiency that will contribute both in a financial and qualitative sense in the longer term.
79. The model will need to be flexible in order to meet shorter and longer term requirements. Funding streams may not be consistent, i.e. income from planning support may be higher in the short term and returns on something like an Energy Services Company would give longer term payback.

## 80. Project 2: Place Based services

### Context

- Rising cost of Waste to landfill. This is an issue in the short as York falls well below the regional and national average for Waste going to landfill. Opportunities to extend recycling limited due to cost of disposal. Long term future of disposal covered by Waste PFI.
- Services near to optimum level of efficiency for internally delivered services. Running own depot is costly. Reducing budgets.
- Highways maintenance budgets reducing. Risk now on tipping balance between reduction in service level (e.g. pothole spec to 25mm from 15mm) and increase in insurance claims.
- Need to optimise services around resident requirements.
- Further opportunity around generic roles.
- Need to take a longer term view around the delivery of these services in the context of the likelihood that budgets will further reduce, but do also need short term plans to take the business through to the long term.
- Further opportunities exist around income generation.
- Business model to maximise income generation. Important for the short term.
- Transformation approach to delivery – reduce revenue funding in Highways, review of type of service delivered (to meet resident requirement), and service levels and look at cessation of service.
- Community and resident engagement, where applicable, in design and delivery.

In 2005, a Best Value Service Review gave Wolverhampton City Council a “one star service” with uncertain prospects for improvement.

Having worked closely with Enterprise since 1994 when Enterprise began providing elements of the operational services, Wolverhampton Waste Partnership, a 14 year contract formed between the Council and Enterprise.

The partnership has achieved:

95% improvement in recycling levels

“Most Improved Performer” awarded by APSE in December 2009

Top quartile performance for waste diverted away from landfill

## **81. Project 3: Housing**

### **Context**

- Requirement to regenerate more business for Building Services to enable a robust model for supporting council Housing stock.
- Sense check the Housing management model and relationship between Housing Management and Building services.

### **Options**

82. The major piece in Housing is a transformation programme to extend the scheduling and job management and to enable Building Services with mobile working. This has required investment, but will enable the business to start to grow and to explore different markets.
83. These markets could be business in the City, providing Housing associations with building maintenance services for example, providing services to neighbouring authorities and as an aspiration to undertake private work.
84. The purchasing power that the council has in terms of large scale purchase of windows and other items could provide an extra income stream in terms of selling to members of the public.
85. Further analysis work is required on the shape of the model and what would be required to operate with the alternative markets.

## **86. Project 4: Community safety**

### **Context**

- Transform business to enable more multiagency working. Majoring on intelligence sharing.
- To make the city a safe place.
- Maximise enforcement opportunities where the outcome would be to the benefit of residents (e.g. littering, fly tipping, etc.).

### **Options**

87. The creation of a multi agency antisocial behaviour hub will contribute to delivering better outcomes for residents. Case information will be inputted by the officers on the ground through their own systems and this will upload to the hub to provide a joined up, intelligent evidence base.
88. In public protection there will be a necessity to de-prioritise in certain areas to meet revenue budget challenges, but to keep the required level of expertise in the team income streams will be explored.
89. In terms of enforcement there will be a piece of work to look at the further consolidation of neighbourhood / street based enforcement resource and positioning internal funding alongside funding from North Yorkshire Police, the Police and Crime Commissioner and fixed penalty notices to create capacity to ensure the best possible outcomes for residents.

## **90. Project 5: Economy and asset management**

### **Context**

- Delivery models Joint Venture and NewCo
- Maximise potential of assets

### **Options**

91. Ensure that the mechanisms created for inward investment, the economy and tourism are maximising their potential.
92. This includes working strategic asset management into business development and ensuring assets are utilised to their maximum.
93. Not possible at this stage. Target is £750k, but programme will build in target of double that to pre-empt further stretch targets.

## **Work-stream 3 Children's and Adult Social Care and integrated Public Health**

94. This programme considers a range of service areas across the spectrum of children's services, adult services and public health.

95. There are three key projects proposed in Children's services these are:

- Transformation of Youth Support Service
- Replace the existing Children's social care case management and financial system
- School Services Strategic Review

### **1. Transformation of Youth Support Service**

The review is to consider options to shift the Youth Support Service away from its historical model of bricks and mortar centre provision and open access universal service to one of targeted support to high priority young people.

The project priorities are:

- Complete the move to become a predominantly outreach-based specialist service.
- Take significant advances towards co-operative provision with independent sector groups.

### **2. Replace the existing Children's social care case management and financial system**

This project will deliver a replacement of the current Children's social care system.

The project is in its early stages and a project plan is being created to map the likely timescales and resource plan for what will be a major change programme for Children's services.

### **3. School Services Strategic Review**

This review considers the options and opportunities for the council in the delivery of school support services including:

- School Improvement Services
- Governor Services
- Early Years and Childcare (including Children's Centres) Offer
- 14-19 Skills Offer
- Traveller and Ethnic Minority Service
- Corporate Services to schools

## **Adult Social Care**

### **Why the future of adult social care needs to be different from today**

96. In York we want people to live independent and fulfilling lives, based on choices that are important to them. We want care and support services to be more effective and focused on individuals so that they can be independent and stay involved in their local communities.
97. We need to consider this alongside the long-term impact for health and social care services. Nationally, demand for adult social care has been growing year on year and this is also the case in York. People are living longer (we expect to see an increase of 20 percent in the number of people over eighty five living in York by 2020) and we are finding that there is an increase in the number of people with long-term conditions, including dementia. People are also living longer with very disabling conditions. And like many cities we have pressures with residents who have mental health needs. We also have pressures from younger disabled people with very long term needs.
98. Adult social care represents around one third of the council's available budget; £67m per annum. As our funding from Government reduces, there is a need to use the budget we have available to adult social care in the most effective way.
99. We need to balance all of these elements to make sure that we have a sustainable health and adult social care system that puts people in control of their own care and support, makes sure that the most vulnerable people are supported and also delivers value for money for local residents. To try and achieve this, we need to create a very different set of expectations and radically change the way we do things. We need to find more innovative ways of helping our residents to support themselves with fewer formal council services. A key part of this is shifting the balance of care away from costly residential homes and towards more personalised services in community settings.

100. To create the system described above we need to develop a different relationship between the council and the community. We need to move from a model of dependency to one where older and disabled people are seen as people who can contribute and exercise control over their own lives, improving their own health and well-being.



Created a social enterprise called 'Focus Independent Adult Social Work', which has resulted in:

- greater customer satisfaction
- personalisation of care
- integration of other services

Established in September 2013, the organisation has approximately 140 staff with an operating budget of c£4m and have joint responsibility with the North East Lincolnshire Clinical Commissioning Group for care and support budgets of c£28m

101. We will offer people high quality, useful information that can help them to make informed choices about care and support, including what services are available locally and how to access them. This will be for everyone, including people who self-fund their care and support.

102. More people across the whole spectrum of support needs will be helped to live as independently as possible, through prevention, signposting and 're-ablement' – short term interventions to help people recover skills and confidence following a period of poor health or admission to hospital.

103. Overall, fewer people will be dependent on long-term council support and more interventions will be time-limited. This support will be aimed at enabling people to access mainstream services rather than relying on specialist services.

104. We will continue to develop the offer of personal budgets for those people who do require ongoing care and support, including direct payments in cash. People will need information on the amount of money to be spent on their care and support needs so they can make choices on how it is spent. We recognise there is a role for the council in supporting the development of a care and support market that provides the sort of services that people want to access. This includes the availability of

support for people in making those decisions and the implications of choosing to employ their own staff, for example.

105. We recognise the vital role that carers play both in delivering care and in helping prevent people from getting worse or needing more intensive packages of support over time. This means we must carefully consider interventions that can have a demonstrable impact in improving outcomes for people and supporting carers.

106. Care and support is about partnership – involving individuals, communities, voluntary and private sectors, the NHS and the council's wider services, particularly employment and housing. We will need to work closely with the NHS in addressing individuals' and carers' needs and supporting seamless pathways for care. We also need to take account of the reform of the NHS, particularly the enhanced role for GPs in terms of commissioning services, and for the council in terms of joining up commissioning across health, social care and health improvement.



Sunderland's Intermediate Care Service Partnership has been developed jointly by:

- Sunderland's City Council
- Teaching Primary Care Trust
- Clinical Commissioning Group
- Intermediate Care Partnership
- Other key partners from the Sunderland Intermediate Care Strategy Group.

With high level aims including maximising independent living, ensuring a skilled Intermediate Care workforce, and promoting faster recovery from illness.

107. Voluntary and community services have a key role to play in helping to build strong community engagement. The experience of the sector is also invaluable in thinking of new ways of doing things and helping people understand the need for change. We know that voluntary and community organisations will experience challenges in the future as the overall amount of funding available is reducing. It is important for us to work together with people using services and carers to make the best use of those available resources.

The work we will do –

108. The focus for the future health and social care system is about enabling people to live independently and well for as long as possible and not feeling restricted to traditional support options. Partnership is key here – self help, helping yourself and others as an active citizen, working with the wider community and voluntary sectors to develop social capital are all vital components of a system that provides effective care and support, and which goes beyond the traditional sense of statutory services.

109. This means that the council also has to think differently about the wider services available to support people to make the most of these opportunities.

110. We recognise that many people need some intensive support at the end of their lives. What we want is to have a good balance of services in place to promote health and wellbeing and make that period as short as possible for everyone.

Specifically we will –

111. Look to re-shape our universal offer (open access discretionary services) that cover areas such as day care services as well as befriending, information and advice.

112. We will create a single point of informed contact so that people can access high quality information and advice about social care services and be signposted to resources outside the council. This will be for everyone regardless of whether or not they receive support from the council for their care.

113. Prevention work needs to consider ways of stopping people's care and support needs from getting worse and of helping people minimise the risk of them entering the adult social care system as far as possible. This may include help for carers and the development of telecare, enabling people to live independently at home with the use of technology and equipment, for example personal alarms, fall detectors or temperature extreme sensors. Health services also have a key role to play in helping us become more aware of the groups of people who are more likely to enter the social care system, particularly when they have long-term conditions so that we can target interventions effectively. The biggest impact of preventative action is often on health provision. We will engage with GP commissioners and work as part of the Health and Wellbeing Board to support this.

114. A set of triggers and alerts will be embedded in the new health and social care system with the aim of ensuring that people who are at risk are

safeguarded. The culture will support positive risk-taking and the whole community will be responsible for picking up warning signals and will need to be part of an effective response.

115. The system as a whole will be underpinned by the ethos of independence and re-ablement. Support will be progressive and proportionate to need, minimising bureaucracy and duplication, and ensuring all steps along the way are timely and focused on outcomes. The resources we have for helping people arrange care and support will be increasingly focused on those who are less able to help themselves, including people without family or networks, people with cognitive impairment or a lack of mental capacity.

116. The workforce has a key role to play in supporting and delivering this vision and transformational change. It will be important for us to review our structure and skill mix to make sure that they best support the outcomes residents want and continue to provide timely, clear and high quality responses. Our focus will be on reducing back office costs as far as possible and supporting frontline workers to operate effectively and efficiently. This includes a range of supporting elements including performance management and IT systems, for example mobile technology.



Buckinghamshire Care was a Local Authority Trading Company, which commenced from 1st October 2013 to provide various Adult Social Care services.

The LATC is forecast to generate a cumulative surplus of £600,355 at the end of the fifth year of trading.

The value of the contract between the Council and the LATC will reduce over five years, from a value of £7.9 million in the first year of trading to £7.1 million by year five. The forecast performance of the company secures savings of £2.25m over the five years. These savings are delivered to the Council through the reduced contract price

117. In addition, providers of care and support will need to think differently about the services they offer as individuals take control of their own care and support needs. The council will have a role to play here to help providers understand the changes that are happening and we will also be

focused on the need for all care and support offers to be about high quality support that helps people to achieve the outcomes they want.

#### **Work-stream 4 Business Efficiency Projects**

118. These projects and activities will ensure that the council's support functions continue to play a full part in delivering savings, whilst also maximising opportunities for more effective, corporate working.

119. These will build upon the objectives of the overall business case for the Business Support Review which has been running since November 2012, to:

- Embed the principles of one organisation as we operate from West Offices – with similar activities brought together where there is a clear business case;
- Alignment of services for better co-ordination of related services and re-engineering of processes within logical business support groupings;
- Review of management layers across all areas, where there has been a clear member desire to see layers reduced, and where given the financial pressures we need to review across all areas.

120. The Business Support Review, as reconfigured with support from an external peer in the summer of 2013, has the following components:

- Policy & Performance; approval in September for a consolidated Strategic Business Intelligence Hub, that will bring together policy, strategy, research & development and performance management functions across the council, building on models successfully implemented in a number of local authorities (East Riding of Yorkshire, Bradford, London Borough of Hillingdon). Formal consultation on the management structure for the function is underway, with a view to implementation by 1 April, with the consolidation process completed by 1 November.
- Business Administration; approval in July to consolidate generic and technical administrative support functions (data entry, purchase order raising, train ticket ordering, note taking, for example) across the council, building on models successfully implemented in other councils (East Riding, Peterborough). Formal consultation on the management structure for the function is expected to be launched at the end of January, with the consolidation process completed by 1 October.

- Procurement and Commissioning; recruitment to the core central team has now taken place and up skilling of the core function has taken place. Work plans and activities have been reviewed to focus on value delivery and value opportunity. Decision made in September that strategic commissioning will be an important integral part of the overall transformation approach.
- Customer Services; approval in December that customer services should be included as a strategic priority for the Re-wiring Public Services. Further detail on customer services can be found in the community and resident engagement summary.

121. In addition to the Business Support Review workstreams identified above, there is a commitment to conduct a Senior Management Review to identify opportunities to deliver savings from further reductions in management. This process is expected to start in March, once the new Director of Children's Services is in post.

## **Conclusion**

We are in unprecedented times for local authorities. As this report identifies, over £80m will have been taken from council budgets by the end of the year. This has had a significant impact on the council and although some services and outcomes are exemplary such as education, employment rates, crime levels and life expectancy, others are in need of transformation.

This paper takes forward the specific Peer Review recommendations to develop:

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

This will be done through the establishment of a Re-wiring Public Services programme that will reshape the way the council supports residents to achieve the outcomes and quality of life that they want.

## **Consultation**

The proposals in this document are directly informed by the Peer Review which involved partners, residents and community groups. It was also informed by the two most recent Big York Surveys.

## Implications

- **Financial** – *Individual projects will develop business cases over the next 6 months that will have financial implications. These business cases will be considered by Cabinet in July 2014.*
- **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** – *None*
- **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** – *None*
- **Other** – *None*

## Recommendations

Recommendations are as follows:

Cabinet agree -

- the proposed scope of the Re-wiring Public Services programme
- a minimum savings target of £5.48m for 2015/16
- to receive updates on the programme, aligned to the council performance and financial monitor
- that regular updates will be presented to the Corporate and Scrutiny Management Committee

Reason: To allow the initiation of the Re-wiring Public Services programme in support of the Financial Strategy and Council Plan

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	<b>Report Approved</b>	√	<b>Date</b> 30/01/2014
<b>Specialist Officers: None</b>			
<b>Wards Affected:</b> All			√
<i>For further information please contact the authors of the report</i>			

**Background Papers:** available online only

July 2013 Annual Performance Report  
Peer Review Letter  
Response to Peer Review  
LGA Summary Document of Rewiring Public Services

## Annexes

Appendix 1- Sample Case Studies – alternative delivery options