Towards One Council

Programme Initiation Document
V3.2

1. Background

1.1 In October 2006 HM Government published a White Paper, *Strong and prosperous communities*, with the stated aim of giving communities more influence and power to improve their lives and delivering strong and prosperous communities and delivering better public services through a rebalancing of the relationship between central government, local government and local people.

1.2 The White Paper invited local authorities in shire areas to make proposals for unitary local government by 25 January 2007.

1.3 Any proposal had to conform to five criteria. It must;

- Be affordable
- Be supported by a broad cross section of partners
- Provide strong, effective and accountable strategic leadership
- Deliver genuine opportunities for neighbourhood flexibility and empowerment
- Deliver value for money and equity on public services

1.4 The County Council had a meeting held on 16 January 2007 to discuss the White Paper and agreed to put forward a submission responding to HM Government's invitation.

1.5 That submission, *We're ready..,* and the subsequent document, *Next steps..,* was accepted by HM Government following a consultation period and in November 2007, under the provisions of the newly enacted Local Government and Public Involvement in Health Act 2007, the Secretary of State approved the County Council's submission.

1.6 The key features of that approval are;

- The commencement date for the new unitary Wiltshire Council will be 1 April 2009 (on which date the four district councils will be abolished)
- The first elections to the new council will take place in May 2009
- The new council will be established by an Implementation Executive (IE) consisting of elected councillors from each of the five Wiltshire councils (led by the leader of the County Council)
- The Implementation Executive must establish a Joint Implementation Team (JIT) of officers from each of the five councils to oversee the transition to the new council.
- The legal establishment of the new unitary authority will be achieved by the parliamentary approval of *The Wiltshire (Structural Change) Order 2008* which was laid before parliament w/c 17 December 2007. This approval is anticipated by the end of January 2008.

1.7 The four key commitments within the submission are;

- To reduce costs by £18m per annum
- To deliver improved community engagement through the development of Community Area Boards
- To achieve strong and accountable strategic and local leadership through empowered councillors

- To deliver significantly improved customer access to services

2   The transition process and the programme approach

2.1   This programme initiation document (PID) is intended to set the scene for the work which must go on up to 1 April 2009 and beyond to achieve the objectives set out in *We're ready..* and *Next steps…*

2.2   The JIT intend to manage the transition and transformational programme in accordance with the best principles of Managing Successful Programmes (MSP) and PRINCE2 (PRojects IN Controlled Environments).

2.3   This approach is intended to offer a balance between sensible programme and project controls with the flexibility for workstreams, and the projects within workstreams, to use judgement and initiative in delivering the objectives outlined in this PID. However this flexibility must take full account of, and operate within, the 'working' parameters as laid out in this PID

2.4   Appendix 1 illustrates in diagrammatic form the organisational arrangements that the JIT has put in place for ensuring effective delivery of the overall project as well as a brief description of individual roles, responsibilities and accountabilities. In essence these arrangements envisage;

- Four workstream areas each with an owner, manager and board

- Six crosscutting theme groups ensuring a consistency of approach on the six themes identified

- A programme office providing support and ensuring effective overall management of the programme

2.5   It is recognised that these arrangements are, of necessity, complex but the scope and scale of the project makes such complexity inevitable.

2.6   In order to assist in the management of this 'complexity' it is vital that information relating to the programme, its workstreams and projects is collected, stored and disseminated effectively. The programme will be using an application called Sharepoint as its main document management/information sharing tool. This information will be made available across the five organizations (within agreed access rights). It is proposed that all relevant current documentation relating to the programme is transferred onto Sharepoint by the end of January 2008, with necessary training taking place in February

2.7   The remainder of this PID outlines the transition approach, the objectives of the programme and sets the scene for the delivery of PIDs in each of the workstream and cross cutting theme areas. It defines 'the rules' under which each area must operate and requires performance from them.

3   Our transition approach

3.1   All five organisations together and separately, in preparing for the new authority, will strive;

- To ensure that a clear vision for the new council with goals and actions is owned, communicated and delivered
- To build on the excellence in each of the five existing councils
- To involve councillors, customers and staff in designing the new council and its services, especially access
- To be flexible, ensuring that the programme can effectively react and respond to a changing environment
- To ensure that issues of equality and diversity are addressed in all areas of the programme
- To review services against 'lean' principles to improve service performance, which will lead to increased customer satisfaction and ultimately reduce costs
- To develop effective means for citizens, service users and staff to influence decisions and shape local communities
- To strengthen the links with partner organisations in the public, voluntary and private sectors
- To develop a clear and positive understanding of the new council among the public
- To ensure that the principles of sustainable development are at the heart of our business planning
- Demonstrate best practice and equality of opportunity in the planning for, and delivery of new services and structures

4. Programme objectives

4.1 Our Vision:

- 'to create stronger and more resilient communities in Wiltshire" by delivering high quality low cost services, increased and improved social capital and transparent local government

4.2 Our goals:

- To reduce costs by £18.145m per annum
- To deliver improved community engagement through the development of Community Area Boards
- To achieve strong and accountable strategic and local leadership through empowered councillors
- To deliver significantly improved customer access to services

4.3 Our Critical Success Measures (CSM):

CSM 1 - Be open for business on 1 April 2009

4.3.1 It is essential that there is a seamless transition to the new council as far as the residents of Wiltshire are concerned. All workstream boards and cross cutting themes must work together to ensure at least the following is in place on that date.

1	Effective service delivery in all service areas at least the equivalent of current levels
2	Ability to pay staff, suppliers, contractors etc correctly and on time
3	Staff know where their place of work is and what their job is
4	Single e-mail convention i.e. janesmith@wiltshire.gov.uk
5	The ability to generate council tax demands and collect all monies due

	to the organisation	
6	The ability to pay housing and council tax benefits correctly and on time	
7	A budget for 2009/10 is set (by February 2009)	
8	Financial frameworks are in place to properly manage all financial activities required by the new authority	
9	98 single member divisions (subject to the Boundary Committee review)	
10	Infrastructure in place to conduct an election	
11	Single corporate web site	
12	Single public telephone number	
13	Single customer care response	
14	All necessary governance arrangements are in place including Area Boards and local governance arrangements	

CSM 2 - Annual savings of £18.145 million are achieved from 2012 are realised

4.3.2 The need to achieve these cashable benefits is paramount. The following table summarises the savings that were included in Next steps... They total 9.785m for Frontline Services, 8.16m for Resources and 0.2 million for Community Leadership and Governance. The overriding objective is to realise the £18.145m, however there is an acknowledgement that the figures identified against particular service areas may fluctuate as we move through the programme.

Waste £2.95m	The savings are to be achieved through integration and amalgamation of services across the county, rationalisation of depots and depot operating costs; and contract savings through increased volume being put to the market.
Property & Accommodation £1.15m £3.50m Capital Receipts	The savings are to be achieved through anticipated space saving in office accommodation across the county from service provision proposals (10%). Further office space savings (20%) to be made through the extension of 'Ways of Working' project. Capital receipts not taken as part of overall savings!
Environment - Trading Standards £0.660m	The savings are to be achieved through staff savings due to a reduced management structure and removal of duplication at business support level. There may be some small procurement savings through the food analysis contracts, but as yet this is unknown.
Environment – Planning £1.850m	The savings are to be achieved through staff savings due to a reduced management and back office administration structure; removal of duplication of processes and application handling; and outsourcing various inspector services.
Social Services £1.6m	The savings are to be achieved through an increased utilisation of universal services across the county reducing the demand on procured care services; and providing more

	extra care housing at lower unit costs.
Revenues & Benefits £1.4m	The savings are to be achieved through staff savings due to combining the four current services using best practices found in the county to apply across the new service. Improving on-line services and direct debit usage will result in further savings.
Human Resources £0.18m	The savings are to be achieved through a reduced staffing structure to service the new unitary workforce.
Finance £0.80m	The savings are to be achieved through staff reductions and reduced procurement and audit needs
Procurement £0.675m	The savings are to be achieved through a reduced staffing structure, integrating significant contracts, and increasing the use of framework contracts.
Communications £0.12m	The savings are to be achieved through staff reductions through amalgamation of the 5 authorities' communications and PR teams.
Information and Communications Technology £1.27m	The savings are to be achieved through staff savings from rationalisation of structures; and contract savings through having a single IT support contract where there would be volume efficiencies.
Legal £0.54m	The savings are to be achieved through staff reductions from a reduced management structure and rationalisation of solicitor level posts.
Corporate Services £0.55m	The savings are to be achieved through the 5 authorities requiring only one chief executive. Performance officer roles would be reduced by two from the current number of posts across the five authorities.
Housing Strategy £0.62m	The savings are to be achieved through amalgamating the four district housing strategy departments
Leisure Services £0.27mll	The savings are to be achieved through rationalisation of all leisure provision with the county.
Street Scene £0.835m	The savings are to be achieved through staff savings plus reductions in costs of grounds maintenance to a standard rate per sq metre.
Car Parking	There would be savings in the region of £500,000 from

£0.5m	reduced management, operational and back office costs.
Economic Development £0.5m	Currently, procurement of business support systems involves five local authority partners alongside business representatives, with different back office integration issues and requirements, multiple licences and complex on-going management arrangements, leading to higher ongoing costs and time commitments.
Community Planning £0.2m	Estimated savings on current CP activity but reinvested into admin support
Elections and Democratic Governance £0.615m	The savings are to be achieved through a reduced number of members being required for the new Council. This leads to a reduction in the number of support staff and members allowances. The costs of local elections will also be reduced through less members being elected.
Contact Centre £0.86m	The savings are to be achieved through rationalising management structure across the five authorities.

4.3.3. As well as realising these benefits. The bid identified areas of reinvestment from those cashable benefits. These are listed below.

Area Board admin	200k
Area Boards 'project funding'	1000k
Improved recycling	2950k
Street Scene investment	835k

CSM 3 - 20 Community Area Boards established

4.3.4. Fundamental to the submission are the proposals for improving community involvement by the establishment of effective Community Area Boards.

CSM 4 - High quality low cost services are the norm

4.3.5   The Frontline Services and Resources Workstream will apply a 'lean' systems programme of activity to enable continuous improvement in terms of service quality and value for money. It is recognised that these system reviews will need to be prioritised and this will be an early task of the JIT to recommend to the Implementation Executive a detailed programme of reviews.

5 Scope

5.1   In scope - The project portfolio is broadly outlined in the more detailed organisational structure shown in appendix 2. It is worth noting that it will fundamentally impact on all those members, staff, customers (and other stakeholders) and services currently involved in delivering local government

services. However, its primary focus is in the design and delivery of the new authority in line with the vision, goals, CSMs and approaches outlined previously.

5.2   Out of scope – The JIT is not responsible for delivering business as usual (BAU) from now until 1 April 2009, but will obviously take into account the requirements of BAU when determining its resource needs and the impact of any service redesign activity.

5.3   Key relationships – The change programme to establish the new council has to be managed in an environment where significant change is already taking place, within the county council, to ensure that the current local government agenda is achieved. The JIT will need to liaise and communicate regularly with the Partnership Board (which is responsible for developing the local area agreement and community strategy) and the Customer Access Board (responsible for transforming the approach to customers) to ensure that change proposals are compatible with these important initiatives which will be carried through into the new council. Workstream boards, too, will need to be aware of the implications of these initiatives as they develop their work programmes and formulate their action plans.

5.4   Authority - The activity which falls within the remit of the programme will be managed by the programme office and will adhere to its governance and decision making arrangements. Therefore, all roles directly related to the transition programme are accountable to the JIT through the agreed programme management channels. Further detail on the authorisation process is outlined in appendix 3.

6   Programme deliverables

6.1   In the shorter term there are a number of programme 'products' that will need to be in place in order to create a clear, consistent and coherent approach to programme delivery.

Product	Description	Target Date
Overall Programme PID - This document	Describes the why, what, when and how of the transition plan	To be signed off by JIT – 14 Jan 2008
Workstream PIDs	Describes the why, what, when and how of each of the four workstreams	To be signed of by JIT no later than 28 Feb 2008
Terms of Reference	Outlines the parameters of responsibility and authority of each group	
Implementation Executive		Draft to be signed off by JIT by end of Jan 2008 and by IE at first formal meeting
Joint Implementation		Draft to be signed

Team		off by JIT by end of Jan 2008 and by IE at first formal meeting
Overview and Scrutiny arrangements		Agreed by O&S Management Cttee 1 November 2007 -
		To be appended to PIDs
Workstream Boards		
Programme toolkit	Supporting templates, prioritisation framework and guidance notes to supplement this PID	Jan 2008
SharePoint configured and training programme in place	The application which will hold all programme and project information and will be accessible by all members of the transition programme	Jan 2008 – Feb 2008
Orientation workshops	A series of events aimed at the transition team, service lead officers and representatives to induct them into the programme – covering approaches, tools and principles	Dec 2007/Jan 2008
Organisational development plan	A plan that aligns the development needs of staff with the requirements of the new organisation	TBC
Lean Systems training	To develop a programme of Lean Systems training suitable for a variety of levels	Commenced Nov 2007
Critical path	Determining the order of key dependent activities that will enable Day 1 objectives to be achieved and in the longer term the overall programme benefits	Feb 2007
Gateway Review Programme	Formal and independent assessment of programme progress	First review Apr 2008
Risk Management Workshops	To gain a shared understanding of the approach and to practical identify and define risks	Four to be run (one for each workstream) during Jan and Feb 2007
Benefit Management Workshops	The deliverable is a benefits management approach or plan which defines, measures, delivers and reports on benefits as they	TBC

	are realised, and which includes responsibility/accountability.	
Data collection and 'baselining'	Gathering core HR, Finance and Property data	First stage complete by February 2008

7   Quality Assurance – Meeting our objectives

7.1   The development of workstream PIDs - will be quality assured through the programme office. This will involve HR, finance, ICT, legal and property input. The workstream PIDs will be considered against the content of this overall programme PID and the approach required to ensure compliance with the vision, goals objectives and CSMs.

7.2   In ensuring that the activity of the programme properly corresponds to the original objectives outlined in the original bid, workstream owners and managers and their respective project managers must consider the following questions when developing proposals

7.3   Does the proposal deliver savings? (Regard must be paid to the savings targets set out in para 4.3.2). In seeking to achieve significant savings consideration needs to be given to;

- Efficiencies that can be achieved in designing new structures
- The need for the service (or various aspects) of it
- The potential to integrate the service with other services, thus generating efficiencies
- The potential impact of delivering savings (both positive and negative) on existing service levels and quality.
- The recognition that services will not necessarily be equitable across the whole of the new council from day one
- The potential for the private or voluntary sector or other public body (e.g. town councils) to provide the service either through a contract or partnership working

7.3   Neighbourhood engagement and flexibility

- How does the proposal engage the Community Area Boards and/or the local members?
- Can any part of the service be delegated or devolved locally to town or parish councils or other locally based organisations?
- What safeguards have we built in to ensure that local views are collected, appreciated and responded to?

7.4   Strong leadership - All emerging proposals must ensure that they have clear provisions for ensuring that the decision making process is clear and delegated to the correct level. In particular, proposals should

- Contain clear delegation arrangements
- Identify the role and powers of individual local members
- Be clear about the role of the appropriate portfolio holder

7.4 Accessibility - Does the service re-design conform with the developing Customer Access Strategy?

7.5 The workstreams will also need to ensure that Equality and Environmental Impact Assessments have been carried out for each project within their portfolio of responsibility and that any necessary action is carried out to ensure compliance with county council policy.

7.6 Joint scrutiny arrangements will be put into place to consider both the ongoing progress of the programme and the success or otherwise of its workstream and projects. A robust plan of work will operate alongside the development and implementation of the transition plan. This would ensure that Overview and Scrutiny has a proactive role in influencing eventual design and the outcomes of the overall project.

7.7 Internal audit will also have a key role in QA by determining a programme of reviews that assesses the robustness of the governance arrangements that are in place, and in particular how effectively those arrangements are able to manage the major strategic risks faced by the programme.

7.8 Gateway Reviews – at agreed points of the programme a formal independent gateway review would take place to assess progress against the plan. This process is likely to involve officers and members as well as other key stakeholders e.g. parish and town councils, voluntary sector groups etc. The framework for the review will be based on the WCC refined approach based on *The Office of Government Commerce* guidelines.

8. Stakeholder engagement

Critical to the success of the project will be the ability to ensure an effective level of engagement, in terms of both informing and involving, with all key stakeholders during the life of the programme. To that end a communications plan has been developed and is attached at appendix 4.

9 Organisational Development

9.1 Fundamental to the success of this programme will be how well the staff are equipped to meet the challenges of both the transition itself and working within the new authority. A separate strand of work is being developed to address this component.

10. Resource requirements

10.1 Staffing - As well as the estimated programme cash costs (see below), the programme will require extensive contribution from staff from the district and county councils. This may be in the form of; formal secondments to the transition team; being part of a project team; or being required to take part in service design workshops. The actual level of requirement is difficult to determine at the present time and will only become clearer as the workstreams develop the detail of their project portfolio

10.2 The same applies to the requirement for external consultancy support. However the fundamental principle underpinning the resourcing of the programme is 'using the knowledge, skills and experience from within the five organisations'. Therefore, the need for external support should only be used

where it can be explicitly proved that it adds value or it provides knowledge and expertise that we don't have within the five organisations.

10.3 Programme costs - The bid estimates costs of £17.37m (the table below illustrates how this was originally broken down). It is proposed that accountability for the budget management of this sum will be delegated to the programme director.

Service/Function	Initial Indication of Potential costs	Revised Indication of Potential costs
	£;000	£;000
Business Management	1500	1500
Closedown of authorities	500	500
Contact Centre	470	470
Early Retirement and Redundancy	7000	7000
Human Resources	900	720
ICT	2500	2500
Project Management	1600	1600
Training, Recruitment and Relocation	1150	780
Other	300	300
Contingencies	2000	2000
Sub Total	**17920**	**17370**

11. Programme controls

11.1 Reporting - All highlight reports to be produced on a fortnightly basis for the JIT. The cycle of reporting to be as follows (w.e.f January 2008):

Reporting Route	Cycle
Project to Workstream	1st and 3rd Monday of the month
Workstream and Cross Cutting Review Themes to Programme Office	1st and 3rd Wednesday of the month
Programme Office to JIT	1st and 3rd Friday of the month

The JIT meet on the 2nd and 4th Tuesday's of each month

11.2 Exception reporting – 'Exceptional' changes to the overall programme plan will need to be agreed by the Implementation Executive. These would normally relate to any significant movement in identified benefits, costs, milestones or an increase in the probability and impact of a major programme risk, or as a response to an unforeseen event or decision. These exceptions would be identified in the fortnightly highlight report. The programme office would collate on behalf of the JIT who would then take a view on what proposed exceptions need to be escalated to the Implementation Executive.

11.3 Tolerances - Financial, time and quality tolerances will need to be agreed between the JIT and the workstream boards and between the project boards and workstream boards. These arrangements would then need to be incorporated into PIDs.

11.4 One of the key issues for the JIT to consider alongside the existing leadership teams of the five authorities' is the application of an acceptable tolerance level

for any 'dip' in service performance during the course of the transition i.e. will there be an acceptance that in some cases service performance may fall and if so by how much

12. Risk management

12.1 It is obvious that organisational change of this scale is going to generate a significant level of risk. It is therefore imperative that risk is managed effectively and consistently across the whole of the programme. The responsibility for developing the risk management framework will lay with the 'Towards One Council' programme office, which will be guided by the WCC risk manager. The programme office will also be responsible for delivering the necessary training to support workstream owners and managers (and other key staff). Further detail of the preferred approach is contained in appendix 5 *(please use tabs at the bottom of the spreadsheet to open individual secions)*

13. Benefit Management

13.1 The benefit management process will be developed by the programme office and finance and applied across the programme, and understandably will have heavy bias towards the realisation of the cashable benefits identified under 4.3.2. The process for benefit realisation will be broken into a number of stages which can be broadly described as;

- Setting the baseline (understanding where we are now in order to measure progress in the future)
- Defining the benefits (using the content within the bid as the starting point)
- Agree ownership and accountability
- Input to plans and budgets
- Track progress

13.2 The graphic in appendix 6 attempts to illustrate the intended relationship between the workstream owner/manager, the service manager and the benefit realisation team. The fundamental aim is to ensure a shared ownership of benefit targets i.e. the three constituents are agreement as to what is to be achieved and by when.

13.3 Currently the programme is moving though the baselining stage, which will require the extensive collection and ratification of data. The focus of this activity will be directed at those services that have been identified as a priority for service redesign. The first iteration of the benefits realisation plan will be completed by April 2009; this will be regularly updated to reflect any significant changes/additions to the plan. Primarily this update will be related to the level of benefit expected (up or down) and the date by which the benefits will be realised it will also describe the key contributing factors. This updating will form part of the normal reporting process (outlined in 11.1).