

People and Communities Overview and Scrutiny Committee

Dorset County Council



Date of Meeting	16 June 2016
Officer	Director for Children's Services
Subject of Report	Community Offer for Living and Learning
Executive Summary	<p>The Community Offer for Living and Learning is part of the County Council's Forward Together transformation. This report includes a draft Outline Business Case. It is intentionally presented for scrutiny by Committee at an early stage to secure member comments and contributions to its further development.</p> <p>Key elements of the Community Offer are likely to include:</p> <ul style="list-style-type: none">i) <u>Prevention</u>: priority is given to low cost, earlier interventions which reduce demand for high cost interventions later in the life course.ii) <u>'Channel shift'</u>: services are provided via low cost channels where possible (on-line, telephone, community-based) minimising the services which need to be provided via high cost channels (i.e. face-to-face using staff, buildings)iii) <u>Integration</u>: the offer will require services to go beyond 'co-location' and sharing space, to integration, sharing front of house and back office staff, services and costsiv) <u>Location</u>: the other services which can only be delivered from buildings will be brought together in integrated Living and Learning Centres – strategically located in our most flexible, efficient and accessible buildings.

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	<p>The Community Offer for Living and Learning has been developed as a positive proposition for the County Council's service users and local communities. It is about how and where they can access services in future, which challenges the current narrative of cumulative cuts in local government services. The approach requires working with community organisations and other public services.</p> <p>Pilot areas to explore and develop the approach are suggested: Weymouth, Portland, Beaminster, Blandford, and possibly Ferndown.</p>
<p>Impact Assessment:</p>	<p>Equalities Impact Assessment:</p> <p>As this work is developed it will be possible to develop the Equalities Impact Assessment further. One part of the approach is to compile a summary of key issues by way of a community profile, including information on demography, social isolation, education and skills, health and housing. Working with partners and local community organisations and leaders will enable discussion of this information and inform consideration of impact on the community, including people with protected characteristics.</p> <p>Changes in services to online or phone means of delivery or through consolidation of services currently provided from a number of single service buildings to fewer multi-functional buildings will have impacts which need to be understood and mitigated.</p> <p>Use of Evidence:</p> <p>In the 2015 Ask Dorset consultation residents were asked – “Do you think it is a good idea to locate different services, such as care homes, libraries, children’s centres and day centres in one community building?”</p> <p>The majority said they thought this was a good idea. The answers from 1600 respondents were:</p> <ul style="list-style-type: none"> • Yes 69% • No 25% • I'm not sure 7% <p>Speaking to respondents at the public events, people had concerns about mixing particular services i.e. older people and children’s. Respondents felt that it might be a good idea to have other non-council services located in a hub also such as a health centre.</p> <p>Budget: The Council's approved budget and Medium Term Financial Plan requires a number of savings to be made from property and service budgets. The community offer for living and learning is working as part of the Council's Forward Together Transformation programme.</p>

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	<p>The approach will contribute to £3.2 million savings in relation to property which are envisaged over the next five years. It will also contribute to savings in service budgets. Further work on the approach is needed to clarify the total savings, their inter-relationship and what is affordable in terms of future service provision.</p> <p>There is the potential to reinvest up to 75% of capital receipts raised through sale of surplus properties if this is judged to be appropriate.</p> <p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as: Current Risk: HIGH Residual Risk: MEDIUM</p> <p>The current high risk principally relates to financial savings targets, which will not be achieved without service and property transformation.</p> <p>Further work is underway to develop the risk register. Risk will be mitigated by taking a pilot approach in some local areas to learn and develop.</p> <p>Other Implications:</p> <p>The approach has an important element in relation to Property and Assets. Voluntary organisations will be involved through the discussion of potential co-location in a building and/or in relation to partnership work on change in service delivery. Discussions with District and Town and Parish Councils will be important in identifying any other opportunities and the scope and potential for community-managed services in some circumstances.</p> <p>Work through the Joint Asset Management meetings with other public services in Dorset will be undertaken.</p> <p>Engagement, discussion and agreement will be needed with staff and trades unions in relation to some changes.</p>
<p>Recommendation</p>	<p>It is recommended that the Committee:</p> <ul style="list-style-type: none"> (i) Recommends to the Cabinet that the development of the community offer for living and learning is progressed, enabling officers to prepare the business case as well as engage both locally and on a countywide level (ii) Recommends to the Cabinet that progress in the pilot areas is approved (iii) Comments on the draft Outline Business Case to contribute to its further development

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	<p>(iv) Comments on the best way for members to be engaged in development of the approach through a member group</p> <p>(v) Recommends to the Cabinet that delegation is given to the Director for Children's Services to proceed with action in the pilot areas if appropriate after consultation with the Cabinet member for Organisational Development and Transformation, other Cabinet members as appropriate and the local County Councillor(s) subject to the Section 151 Officer being satisfied that there is a sound financial basis.</p> <p>(vi) Recommends to the Cabinet that delegation is given to the Director for Environment and Economy after consultation with the Cabinet member for Environment, Infrastructure and Highways and the local County Councillor(s) to enter into such property transactions (whether by acquisition or disposal) as are necessary to make appropriate progress with the introduction of living and learning centres.</p>
Reason for Recommendation	The approach is in line with the Council's vision of working together for a strong and successful Dorset, is part of the action required as part of the Council's Medium Term Financial Plan and contributes to the four corporate outcomes of Safe, Healthy, Independent and Prosperous.
Appendices	Appendix 1: Draft Outline Business Case – NOT FOR PUBLICATION Exempt Information under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972
Background Papers	None
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1. Background

- 1.1 The Community Offer for Living and Learning has been developed as a positive proposition for the County Council's service users and local communities. It is about how and where they can access services in future, which challenges the current narrative of cumulative cuts in local government services. The concept builds on the Forward Together principles of smarter services, promoting independence and empowering people, and seeks to reconcile the reality that we need to make significant savings with continued high levels of public expectation that services will be maintained, alongside the council's ambition to transform services. The fact is that not all services will be maintained in their current means of provision, but many can be safeguarded if we save money through the way we deliver them, the media through which they are delivered and the places in which customers and service users receive them.
- 1.2 The Council's vision is of working together for a strong and successful Dorset. This vision embodies the vital need for the council to work with others to find a way, together, to deliver transformation. Therefore we need to assess whether other organisations or local communities are better able to deliver some parts of the County Council's service provision and what action is needed to facilitate and support change to deliver the very best possible outcomes for people and communities while also achieving budget savings.
- 1.3 The new Corporate Plan is based on a common Outcomes Framework with four Outcomes for Dorset residents; the priority is to have more of a community focus to enable local people to be more directly involved in improving their quality of life. The four corporate outcomes are: Safe, Healthy, Independent and Prosperous.
- 1.4 Outcomes Based Accountability is the preferred way of working for the Council and is a means to enable residents and partners to get from talk to action quicker to improve outcomes across whole communities.

2. What is the Community Offer for Living and Learning?

- 2.1 Key elements of the Community Offer are likely to include:
 - a. Prevention: priority is given to low cost, earlier interventions which reduce demand for high cost interventions later in the life course.
 - b. 'Channel shift': services are provided via lower cost service delivery methods or channels where possible (on-line, telephone, community-based) minimising the services which need to be provided via high cost channels (i.e. face-to-face using staff, buildings)
 - c. Integration: the offer will require services to go beyond 'co-location' and sharing space, to integration, sharing direct customer-facing staff and back office staff, services and costs
 - d. Location: the other services which can only be delivered from buildings will be brought together in integrated Living and Learning Centres – strategically located in our most flexible, efficient and accessible buildings.
- 2.2 While the approach is about much more than buildings, a key strand of the offer envisages integrating those services which still need to be delivered from a physical (as opposed to a virtual) environment in to one fit-for purpose (but not purpose-built) building. Indeed, this will be essential to contribute to the £3.2 million savings on

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property by 2020 to which we are already committed. But it also presents the opportunity to transform service delivery in both staffing terms and by working with local organisations and partners. The programme will determine how closely services, that have traditionally been delivered through functional based buildings can be aligned to provide a joined-up offer, i.e. Children Centres, Libraries, Skills & Learning, Learning Disability Day Centres, CAB. District and Town Council functions. The approach relies on partnership working and change based on agreement with council listening to local organisations and respecting that there may be very good reasons for delivering services from a number of buildings. It is not about a one size fits all approach, but one which recognises the local position and finds the best, most appropriate and affordable way forward in each locality, building on a base model.

- 2.3 This programme is about public-facing service delivery, and is currently called the Community Offer for Living and Learning as a working title, intending to convey the range of services offered. It is not about office accommodation and consideration of seven office locations across Dorset which is the being addressed through another programme.
- 2.4 We aim to work with other public and voluntary bodies to make public and community assets work for everyone, regardless of who owns them. So where possible, we will integrate our services with other public sector authorities such as Health; Blue Light Services; District, Town and Parish Councils; Government Agencies; Voluntary, Community and Social Enterprise (VCSE) Sector.
- 2.5 There will be up to five community pilots to roll out this way of working that will be aligned to this community offer to create greater opportunities for making more of a difference and encouraging innovation around how assets are best used. The pilot areas to test the approach are Weymouth, Portland, Beaminster and Blandford and possibly Ferndown. One part of the approach is to collate key information and data about the area and to provide this for local councillors, organisations and the public to comment on to inform future service design. The key questions that will be explored in these pilots are:
 - Who are our customers?
 - How can we measure if the customers are better off?
 - How can we measure if we are delivering services well?
 - How are we doing on the most important of these measures?
 - Who are the partners that have a role to play in doing better?
 - What works to do better, including no-cost and low-cost ideas
 - What do we propose to do?
- 2.6 It will be vital that the public understand what services they can get through the offer so clear promotion and branding will be required. It is also vital that staff are trained and developed, where appropriate, with the required skills and knowledge to deliver the offer.
- 2.7 To develop and deliver the offer will require:
 - a. An honest conversation with communities about what the County Council can and cannot deliver in future, but based on a positive offer of something better in contrast to drip-fed reductions in service
 - b. Collaboration between Directorates to facilitate integration, embrace change and accept the compromises that may entail, with leadership from senior managers to make it happen

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- c. Strong political leadership at corporate and local level with elected members understanding and supporting the concept and feeling able to promote it to the wider community (as supported at Member's seminar on 21 April 2016) to help raise awareness of and shape the concept at this formative stage)
- d. An understanding that not all services fit together or are needed in each geographical area.
- e. Engagement, discussion and agreement will be needed with staff and trades unions in relation to some changes.

3. **Draft Outline Business Case**

3.1 Appendix 1 includes a draft Outline Business Case which is in development. The work is within the remit of the Way We Work Board which reports to the Forward Together Board.

3.2 The outline timescales are:

ITEM	MONTH
Overview and Scrutiny, and Cabinet approval	June 2016
Engagement with councillors and partners in pilot areas to inform business case and identify opportunities for action.	From June 2016
Development of business case	July to September 2016
Business case for programme agreed at the Way We Work Board, and Cabinet including Programme timeline	October 2016
Final outline business case to People and Places Committee for scrutiny prior to decision by Cabinet.	October 2016

3.3 The draft Outline Business Case is an early draft and is brought to members for consideration at this early draft stage so that work can be shaped by Councillors. It is important that we make progress with the work, breaking it down to ensure that plans are achievable and delivered. Further work is required to work out how quickly the approach can be achieved throughout the County, recognising that it will not be possible to engage with all local organisations and communities simultaneously.

3.4 Member engagement and contributions to the approach is envisaged in a number of ways, including:

- The Way we Work Board
- Engagement with Cabinet Members on specific areas as appropriate
- Local members being involved in work in the pilot areas

3.5 The work in the pilot areas may result in the identification of opportunities which would be helpful in improving outcomes or in saving money. In order to gain as much experience as soon as possible and maximise the learning it is recommended that there is member steer provided through a group to assist in developing the approach and informing the development of the outline business case. To complement this, and allow us to take advantage of any opportunities which are identified in the pilot areas and make progress with them, it is also recommended that appropriate delegations are given to Directors to proceed if appropriate with consultation of the appropriate Cabinet members and local County Councillors subject to the Section 151 Officer being satisfied that there is a sound financial basis.

4. Conclusion

- 4.1 The Community Offer for Living and Learning is part of the County Council's Forward Together transformation. The approach looks to do things differently to achieve outcomes while reducing the budget. It requires close working and development work with a number of other public services, with local communities and organisations. This report is intentionally presented for scrutiny by Committee at an early stage to secure member comments and contributions to its further development.
- 4.2 Work will then be undertaken over the summer to develop the Outline Business Case, engage with some local areas to develop the approach. This is with a view to a more detailed and developed plan to be presented to the People and Places Committee, and Cabinet in October.

Sara Tough
Director for Children's Services
June 2016