

People and Communities Overview and Scrutiny Committee

Dorset County Council



Date of Meeting	11 October 2016 – People and Communities Overview and Scrutiny
Officer	Director for Children's Services
Subject of Report	The Community Offer for Living and Learning
Executive Summary	<p>The Community Offer for Living and Learning is a major element of the County Council's Forward Together transformation.</p> <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. Many public services including the County Council, have their own approach to locality working and delivery of services and the community offer is looking to integrate approaches.</p> <p>In terms of County Council directly delivered or commissioned services which are engaged in this work and which could come together further include: day services, children's centres, adult learning and libraries. This paper provides the Committee an update of progress since June, and includes the draft outline business case for the programme.</p>
Impact Assessment:	Equalities Impact Assessment:

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	<p>An Equalities Impact Assessment for the programme has been produced, and will be presented to the Inequalities Group on 4th November seeking approval.</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> <p>The approach will contribute to the £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>The draft outline business case has been developed in the light of work in Blandford and Beaminster and other general work. However further and more detailed options which will be costed and developed and will inform the level of savings that can be generated.</p> <p>The programme has a number of types of savings – those linked to property rationalisation and savings related to other revenue budgets. The property savings are being managed through the corporate way we work programme and the savings on other budgets that are managed through Directorate- led Forward Together savings programmes. The risk of double-counting has been identified and a clear and understood approach</p>

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	<p>as identified above should ensure the right kind of saving accrues to the correct programme.</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:</p> <p>Current Risk: HIGH Residual Risk MEDIUM.</p> <p>The current high risk principally relates to financial savings targets as outlined in the budget commentary above, 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 working in the five 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 approval is given to bidding to and, if successful, committing to activity which is supported by the Cabinet Office and Local Government Association's One Public Estate programme which may be above £0.5 million in value (paragraphs 2.11 to 2.16). (ii) Comments on the draft Outline Business Case to contribute to its further development and specifically on the overall approach to working and extract on benefits and principles set out in Appendix 1 and 2. (iii) Recommends to the Cabinet that authority be given to extending work to take in Wareham and that in the event that any other extension is appropriate that this decision is delegated to the Director for Children's Services and Section 151 Officer after consultation with the Cabinet member for organisational development and transformation (paragraph 4.2).
<p>Reason for Recommendation</p>	<p>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.</p>

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Appendices	Appendix 1: Overview of programme phases. Appendix 2: Community offer benefits, principles and critical factors for success (extract from business case) Appendix 3: Draft Outline Business Case (exempt)
Background Papers	Community Offer for Living and Learning - People and Communities Overview and Scrutiny Committee - 16 June 2016 - report of the Director for Children's Services. One Public Estate: Unlocking the value in public sector assets – Local Government Association, Cabinet Office – January 2016
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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.
- 1.2 At its meeting on 29 June 2016, Cabinet agreed 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. Authorisation was also granted to officers to progress in five areas (Blandford, Beaminster, Weymouth, Portland and Ferndown).

2. **Progress since June**

Governance

- 2.1 The Living and Learning Programme Board has been established, and has met monthly since July. It is chaired by the Assistant Director for Early Help and Community Services, has representatives from across Directorates and includes senior officers to provide human resources and financial services contributions to the development of the programme. It has standing invitations to the four relevant Cabinet Portfolio Holders, Councillor Cook, Councillor Croney, Councillor Haynes and Councillor Knox. This Board is responsible to the Way We Work Board and to its chair the Director for Children's Services. This group is vital in developing and refining the detail of the approach.

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- 2.2 The Members Working Group has been established at the request of the People and Communities Overview and Scrutiny Committee. It comprises of Councillor Walsh (Chair), Councillor Butler, Councillor Drane, and Councillor Wheller. The group has met three times since July, has had an overview of the development work and approach of the programme board and provided scrutiny.
- 2.3 Time and care is also being taken in work with local councillors in areas where development work is underway. This is achieving engagement with key local organisations and stakeholders and identifying sensitive topics. The local member also plays a leadership role in the local development workshops.
- 2.4 These arrangements are facilitating innovation and learning from experience, challenge and scrutiny by councillors working with officers.

Development work in the five proof of concept areas

- 2.5 Blandford was selected as the first area. The first stakeholder engagement meeting was held in Blandford on 4 August, with 45 attendees from a range of stakeholders. The local member, Councillor Cooper, introduced the meeting, and there were presentations from the Strategic Director from the Tri-Council partnership, and the Associate Director from Dorset Healthcare NHS Foundation Trust. Representation from many organisations included the Town Council and DT11 Partnership. There was clear support for the approach and drive and commitment to more detailed work and a follow up meeting was held on 2nd September. There is agreement between the stakeholders to work on a shared outcome agenda using the council's four outcomes. With this approach, as well as being supported by the group focusing on community development, service design and communication we will be able to develop an area plan that will set out options for change. Further work with schools is in hand.
- 2.6 The first stakeholder engagement meeting was held in Beaminster on 5 September. A working group will shortly meet and will be represented by: the local member, Beaminster and Villages Local Area Partnership (BAVLAP), Yarn Barton Community Group, a school representative, Children and Adult Services, Skills and Learning. This group will look at the short and long term objectives and how to add value to the existing community work and service provision.
- 2.7 A presentation on the offer was made to the Melcombe Regis Board on 23 September. This was well-received. It was agreed that further work should be undertaken so that the offer would complement work already in hand by the Board and to link this with further engagement with stakeholders on the community offer in the wider area of Weymouth.
- 2.8 In East Dorset both the District and Ferndown Town Council have commissioned a study into how to rejuvenate the town centre. One of the key aspects is likely to be where and how we deliver our services, as we have the library, area office and there is a day centre in the town. The lead for East Dorset and the Ferndown Town Clerk have welcomed the opportunity for Ferndown to be part of the Living and Learning pilot areas.
- 2.9 The opportunity to work with an existing initiative in Wareham has also been identified and further information is given in paragraph 4.1 below.
- 2.10 The offer recognises work is already developed in terms of locality working, e.g., family partnership zones in the County Council and other organisations like the Clinical Commissioning Group (CCG) have their approach to locality working. Work with

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partners recognises these and is seeking to integrate on a local basis where this is sensible.

- 2.11 Thinking about the benefits, principles to inform the offer and critical success factors have been developed based on experience to date. These are outlined in more detail as part of the outline business case. This is in line with the intended approach of working with partners and stakeholders to test, develop and refine the approach.

One Public Estate bid

- 2.12 One Public Estate (OPE) is a pioneering initiative delivered in partnership by the Cabinet Office Government Property Unit (GPU) and the Local Government Association (LGA). It provides practical and technical support and funding to councils to deliver ambitious property-focused programmes in collaboration with central government and other public sector partners.
<http://www.local.gov.uk/documents/10180/7666468/2016-09-02+OPE+Phase+5+Prospectus+FINAL.pdf/97f90dcf-19e0-482a-a375-27a41010b94b>
- 2.13 At its heart, the programme is about getting more from our collective assets – whether that's catalysing major service transformation such as health and social care integration and benefits reform, unlocking land for new homes and commercial space, or creating new opportunities to save on running costs or generate income.
- 2.13 This is encompassed in four core objectives:

- creating economic growth (new homes and jobs)
- more integrated, customer-focused services
- generating capital receipts
- reducing running costs.

Informal discussions with officials leading the scheme suggest that the work that is under way in Dorset on the community offer for living and learning fits the core objectives well. Particular strategic themes identified include:

- Working with the range of organisations across the public services
- The strong link between health and local government – the importance of prevention at scale in the local Sustainability and Transformation Plan
- The potential for release of land, in due course, for housing.

- 2.14 In terms of County Council directly delivered or commissioned services which are engaged in this work and which could come together further include: day services, children's centres, adult learning and libraries. This paper provides the Committee an update of progress since June, and includes the draft outline business case for the programme.
- 2.15 While initial bids to this programme, which could provide financial support to the County Council, are below the level for requiring Cabinet approval for sums above £0.5 million, there is the potential for future bids which could see the sum rise above the level for an officer delegated decision. In view of this the support of the Cabinet is requested for future bids to the One Public Estate Programme to be made which may be in the region of £0.5 to £1million.
- 2.16 The deadline for the expression of interest was 7th October, and if successful (and with Cabinet approval), a detailed application will be submitted on 16th December.

3. Draft Outline Business Case

3.1 The draft outline Business Case is attached as Appendix 3. This has been developed significantly since an early version was presented to the Committee in June. This is a live document, and will be amended throughout the life. Members are asked for their comments on the business case. In particular comments are invited on core parts of the business case which are attached at Appendix 1 and 2. For ease the principles and critical factors for success are shown below.

3.2 Principles

We will embed the local offer on the following principles

- a) Focus on people and places by basing services around the way people live their lives & identify with a particular area, and how businesses operate
- b) Share buildings and facilities with partners where possible and work together on the basis that the right people provide the right support at the right time
- c) Encourage all those working in the public sector have a shared agenda, and encourage professionals to share information regularly so that services can be better planned and targeted towards areas of greatest need.
- d) Provide early help, rather than late intervention
- e) Design and run services with the communities and, in some cases, support communities to manage and deliver services themselves
- f) Find out what the local communities can do and add to that
- g) Move away from drawing people into high-cost solutions which are often not best for them
- h) Redesign some services to work more easily and cheaply for people online
- i) Make it easy for people to find what they want or ask for help
- j) Measure our success on how better off people are
- k) Recognise that one size doesn't fit all
- l) Always learn and strive to improve so we can deliver better outcomes for people
- m) Use the resources we have to the best effect.

Critical factors for success

- a) Defining the principles to ensure vital service delivery is not compromised
- b) Setting realistic expectations for each geographically area.
- c) Delivering the financial savings targets
- d) Commitment from senior managers and staff to embrace a new way of working
- e) Meeting the future area community needs
- f) Deliver to an agreed timescale
- g) Working with elected members in their role as championing local interests
- h) Engagement with staff and unions
- i) Partnership and co-production with communities and partner organisations
- j) Understanding that one size doesn't fit all. There will be different solutions in different areas
- k) Effectively communicating the changes to key stakeholders
- l) Reviewing progress regularly.

4. Timescales and next steps

4.1 The Key milestones to be achieved before March 2017 are:

- a) Submit the One Public Estate Bid and any subsequent bidding required
- b) Work with staff in Blandford initially to involve them in the work and enable them to contribute their ideas and suggestions to the approach and then undertake similar work with staff working in the Beaminster area
- c) Allow the Blandford and Beaminster Groups to come forward with option appraisals to inform the Area Business Cases.
- d) Develop the costing and financial modelling
- e) Preparation for public communication, engagement and consultation in the light of how the local approaches are developed
- f) Commence work in the 3 remaining areas – Weymouth, Portland and Ferndown
- g) Look to draw together lessons learnt and ideas from experience, using the emerging sequence of work set out in Appendix 1.
- h) Finalise the outline business case.

4.2 In addition to the initial five areas chosen to prove the concept there is an opportunity to connect work on the living and learning community offer has been identified in Wareham in relation to development of a health hub. The County Council was involved in initial discussions on this in January 2016. While this is not one of the five areas approved for development work in relation to the community offer for living and learning it is recommended that authority is given to extend to this work. This is on the understanding that the Clinical Commissioning Group and local GPs will lead on this work and while the council will need to commit resources to this work it will not be as intensive as required where we are leading in the five already identified areas. It also has the benefit of working in the Purbeck District Council area and would require engagement with that council in relation to the living and learning offer. This would mean that the council had undertaken work with senior officers in all six district council areas which can only assist any future roll-out.

5. Conclusions

5.1 This report outlines the progress made since the last report to the Committee in June 2016. Councillors have been involved locally in this development and in shaping and providing scrutiny to the programme. The response from stakeholders has been positive to the approach and they have committed to further more detailed work in both Blandford and Beaminster. This is encouraging and a clear way forward is apparent as outlined in paragraph 4.1 above. Officers are mindful that it is vital that this work contributes to the savings required by the council.

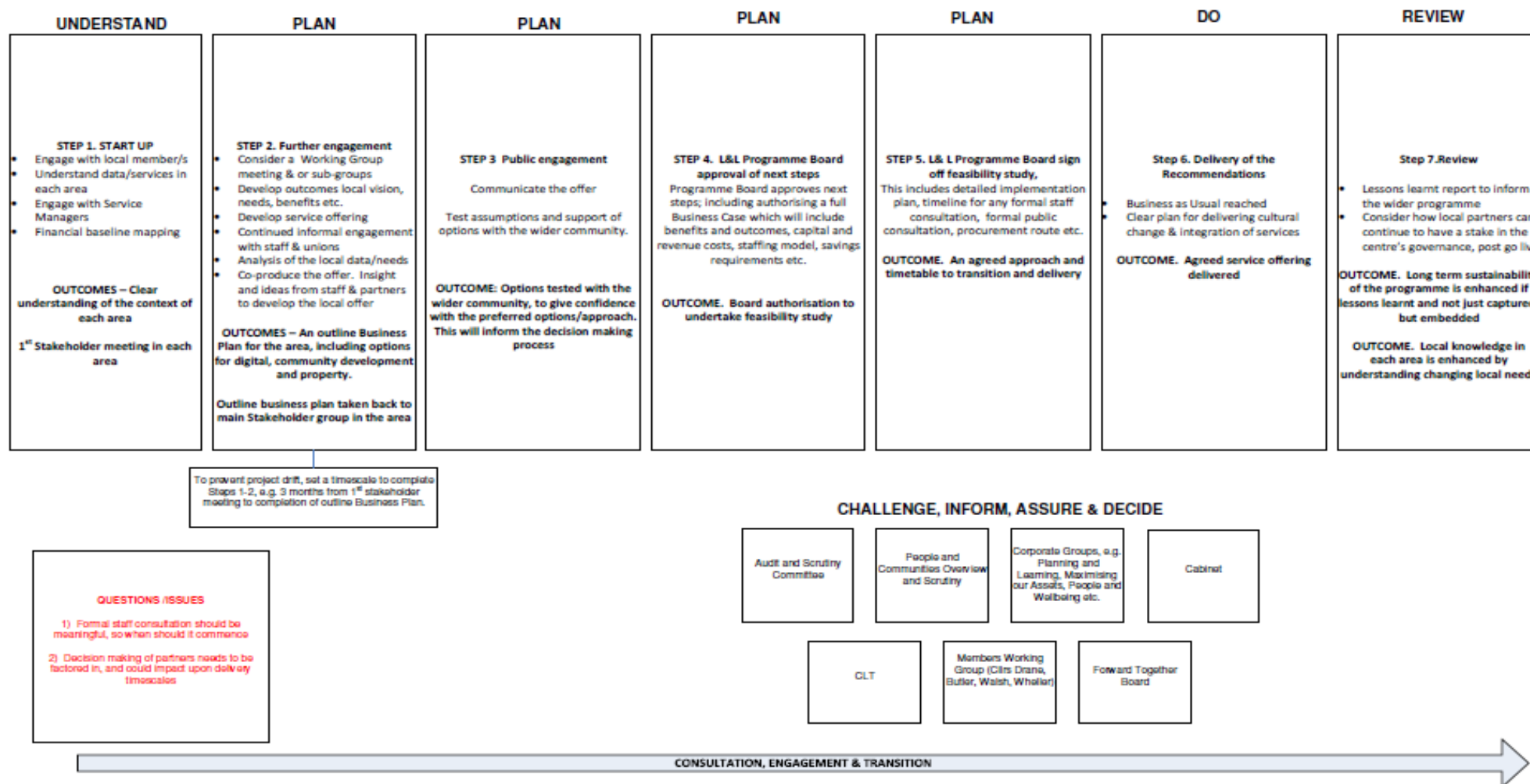
Sara Tough
Director for Children's Services

October 2016

Phases of Programme

COMMUNITY OFFER FOR LIVING AND LEARNING CENTRES. PILOT STEPS

DRAFT 1.8



Community offer benefits, principles and critical factors for success (extract from business case)

LIVING AND LEARNING. V3.1

Shaping local services in your community; a new local offer

We want to work with other organisations to make public and community assets work better for everybody.

A new relationship, a new local offer, defined by engaging and working with our communities, is needed. There remains a significant amount of funding for services across Dorset but it is essential that we now focus our efforts and funding on addressing collectively agreed priorities and in ways that complement existing relationships and strengths across communities.

At the heart of local offer will be an understanding of what we can do to improve the life chances of people in local communities.

Living and Learning benefits. A core part of the Living and Learning offer will be to review how and where we provide services in communities. This includes communities accessing services such as Children's Centres and Libraries, and more specialist services such as Day Care Centres. Where services will continue to be accessed in communities they will reflect the needs and aspirations of the local community and could include:

- A place to meet and socialise
- A place where face to face services are accessed – by or on the behalf of councils, government or health organisations.
- A place where services can be better located together to improve the people's experience
- A place where residents can be helped to access services, benefits and support online
- A place where volunteer groups and small business start-ups can deliver services

Living and Learning principles. We will embed the local offer on the following principles

- Focus on people and places by basing services around the way people live their lives & identify with a particular area, and how businesses operate
- Share buildings and facilities with partners where possible and work together on the basis that the right people provide the right support at the right time
- Encourage all those working in the public sector have a shared agenda, and encourage professionals to share information regularly so that services can be better planned and targeted towards areas of greatest need.
- Provide early help, rather than late intervention
- Design and run services with the communities and, in some cases, support communities to manage and deliver services themselves

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- Find out what the local communities can do and add to that
- Move away from drawing people into high-cost solutions which are often not best for them
- Redesign some services to work more easily and cheaply for people online
- Make it easy for people to find what they want or ask for help
- Measure our success on how better off people are
- Recognise that one size doesn't fit all
- Always learn and strive to improve so we can deliver better outcomes for people
- Use the resources we have to the best effect.

How this will happen. We will

- Understand the community
 - The current needs, what the future may look like
 - What is already available in the location
- Work with staff, residents and organisations to shape the offer. People will help shape how their needs are met and create better, more affordable solutions together
- Understand what this Living and Learning facility would cost and how it would be managed
- Realign management and finance structures
- Build the brand of this new offer
 - Breaking down barriers
 - Align with existing community networks and communication channels
 - Create 'the place to go to' for all sorts of activities and services
- Create a virtual offer to ensure an overall comprehensive community offer.

Context and reasons for change. Dorset's nine councils spend £920million a year delivering services. This year, the amount of money the Government passed on to Dorset's councils to run services was £51.9million. That's £142million less received in Government funding today than in 2010/11.

Our hard work has made the county council more efficient and by 2019/20 Dorset's councils will have made savings over 10 years of almost £200million. But a further £30.4million must be found between 2019 and 2025.

Other organisations who provide services in your communities are also affected and collectively we must find new ways to support the most vulnerable in our communities otherwise many services will have to change drastically, or even stop altogether.

If we do nothing, essential and valued services will suffer further beyond 2019, or stop altogether.

Forward Together. The Living and Learning offer is part of Dorset County Council's Forward Together programme which aims to transform the way the council works by 2020. Its principles are:

- Greater independence – working hard to support communities and individuals to support themselves
- Smarter services – reducing costs and overheads, making sure we deliver cost effective services
- Empowered people – ensuring staff, communities and partners are valued, skilled and empowered to work together for a strong and successful Dorset.

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There are four outcomes in the council's corporate plan that underpin everything we do. These are that people in Dorset are safe, healthy, independent and prosperous.

Next steps

We have identified 5 pilot areas to work with communities to test our approach. These are Blandford, Beaminster, Portland, Weymouth and Ferndown. The first stakeholder meeting in Blandford took place in August, and Beaminster was in September. Over the next few months we will be working with stakeholders in the other pilot areas, and involving staff in helping us shape the local offer.

This is our vision, but for this to work we need to work with partners to ensure that we are all aligned.

For further information contact

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