

## PLYMOUTH CITY COUNCIL

Subject: Creating a Brilliant Co-operative Street Service Project Strategic Business Case  
Committee: Cabinet  
Date: 2 September 2014  
Cabinet Member: Councillors Vincent, Coker and Lowry  
CMT Member: Anthony Payne (Strategic Director for Place)  
Author: Tom Cox, Project Manager  
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Key Decision: Yes  
Part: I

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### **Purpose of the report**

This report presents a strategic business case to progress the creation of a 'Brilliant, Co-operative Street Service'.

The Street Services Department was created through the amalgamation of the Council's Transport & Infrastructure and Environmental Services Divisions in 2013. It is currently divided into the following service areas:

- Street Scene Services comprising Waste Collection, Street Cleansing, Grounds Maintenance and Parks & Open Spaces
- Fleet and Garage Services
- Parking and Marine Services
- Living Streets and Network Management
- Waste Disposal and Contracts

Service provision is generally of a high standard. For example the Council maintains over 950 acres of green space each year, equivalent to the size of four Central Parks, providing clean and attractive community spaces which contribute significantly to the quality of life enjoyed by citizens. However, a range of opportunities and challenges provide impetus for change:

- The introduction of co-operative principles requires that services work in different ways, moving from an officer led approach to a model that promotes co-design and co-production.
- A review of the Street Services management structure has identified the potential to create a more cohesive and co-operative department. For example the management restructure will create management roles with specific responsibilities for community engagement, ensuring that customer need is at the forefront of service provision and that Street Services is transparent and accountable in its approach.
- Implementing a more cohesive management structure will also reduce the financial footprint of the department, with an internal review identifying potential savings of at least £480k per annum.
- Feedback from Partners and customers provides a pathway towards a 'brilliant' Street Services.
- The potential to improve performance management within the department has been identified. For example the introduction of vehicle tracking systems will allow supervisors to use their time

more effectively, with a greater focus of providing an 'on the ground' presence, so reinforcing good practice.

- Plymouth City Council faces a £64.5 million funding gap over the next three years, requiring that services are re-designed to cost less or generate additional income.
- Community groups and Partners have expressed an interest in playing a greater role in the provision of services. While some elements of delivery may need to be outsourced, by engaging with local organisations the Council can develop different ways of working, saving money, increasing standards and building community capital.

In response to these drivers the Creating a Brilliant Co-operative Street Service project proposes three workstreams:

- A management restructure, creating a more effective, efficient and transparent model of working across the department. This workstream is already underway, with a provisional completion date of 01/10/2014
- A review of service provision, providing an understanding of existing capacity and cost in the context of statutory, strategic and stakeholder requirements
- Following from the review, the development of service provision, optimising opportunities to work with Partners to provide some services in different ways while focusing on core services that are retained within the Council to make them 'brilliant'

This will realise the following benefits:

- A leaner, more performance focused management structure with the capacity to embrace co-operative values and so achieve 'brilliant' service standards
- A locality based service structure, promoting responsibility and accountability and encouraging joint working between voluntary organisations, the community and the Council. This will be built into role profiles, with a senior Officer given specific responsibility for embedding this working model
- Better performance and intelligence management systems that again support the services in becoming 'brilliant'
- Closer engagement with the Community and Partners to enable different ways of providing services. This carries the potential to save money while improving services and creating more cohesive communities. Specific savings will become clear as the project develops
- A reduced financial footprint for the service, with a predicted saving of around £1.1 million over three years, based on an implementation date of October 2014, achieved through a management restructure with further savings possible through different ways of working and the alignment of support functions. Please note that the specific savings achieved through the management restructure will be clear once the Consultation period has been completed

Other Councils have successfully achieved efficiencies and improved outcomes through an innovative approach. Some examples include:

- Darlington Council have encouraged public giving to maintain parks and worked with charities to increase capacity
- Sheffield and Manchester are working with the National Trust to develop an endowment model for public parks. This will explore how to raise money through donations, public health and ecosystem services such as flood management and biodiversity
- The Bristol Parks Forum and Bristol Council will offer horticultural training for low-skilled people without full-time employment, providing routes into employment while improving the maintenance of Bristol's parks

While these ideas have not been explored within the context of local needs they demonstrate the potential for Councils to operate in different ways, therefore evidencing the value of this project in exploring options for Plymouth City Council to respond to the challenges that it faces.

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## **The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:**

The following, taken from the Business Case, demonstrates the alignment of the project with the Corporate Plan.

### **Democratic**

This project recognises the findings of the Fairness Commission, and in particular its identification of the value of a Systems Leadership approach. Where possible the project will seek to devolve decision making processes away from officers, seeking input from all appropriate stakeholders. A range of forums will be used to facilitate this, including briefings with Councillors, 'Have Your Say' and other community forums, and meetings with Partner agencies such as Plymouth Community Homes.

Alongside this it will consult with the Community, Councillors, Staff and Partners to shape an understanding of 'brilliant' service provision, ensuring that resources are focused on the things that matter most to Plymouth's citizens.

The management restructure will embed a more democratic approach, aligning staff more closely to ward areas and creating clearer lines of accountability. This will help to ensure that the service is open and responsive to feedback.

### **Responsible**

The project proposes to promote a more responsible approach for staff and members of the community. For example it will improve education around waste by working with Partners in the Voluntary and Community Sector, so improving recycling and waste minimisation. It will also increase enforcement capability by working more closely with the partners, enabling the Council to more effectively hold people to account who act in an irresponsible manner. It will embed a 'don't walk by approach' within the department, ensuring that the Community receives a 'joined-up' service within which individual officers act in a more responsible manner as representatives of the wider Street Services team.

### **Fair**

Commissioning will be fair, providing opportunities for organisations across the city to work in partnership with the Council and access resources. Furthermore the commissioning approach will recognise the needs of the community, considering value for money in terms of quality and community impact as well as cost.

The project will consult with the Community and wider stakeholders throughout, ensuring that all sections of the community have a voice in any changes that are made. Within this it will ensure that actions do not unfairly impact on marginalised groups, and that services operate in a fair manner.

### **Partners**

Partnership working sits at the heart of this project. It will actively seek outsourcing and co-production opportunities to develop different ways of working where appropriate.

Within this the project will value the Council's ability to support the development of Partners, particularly within the Voluntary and Community Sector. For example through Project Octopus Council staff are engaging with a range of smaller community groups to identify their resource needs and understand how they can be empowered to play a larger role in supporting local communities.

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### **Implications for Medium Term Financial Plan and Resource Implications:**

#### **Including finance, human, IT and land:**

- This project requires an investment in human resources, communications resources and IT resources amounting to around £50k, although additional resources may be required through the project
- The project aims to realise savings of at least £200k in the first year and £480k in each of the following two years through a management restructure. Additional savings will be realised through the delivery of services in different ways; the benefits that this will realise are being identified through the project

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### **Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:**

This project has a number of implications:

- It will improve the Council's links with the community, promoting better education, clearer responsibilities for service users and staff, and the development of community capital

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### **Equality and Diversity:**

Has an Equality Impact Assessment been undertaken? Yes

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### **Recommendations and Reasons for recommended action:**

As the management restructure element of this project is currently underway the project therefore recommends that Cabinet:

- Agree this business case
- In accordance with the business case, provide consent for Officers to undertake a review of existing services to develop an understanding of cost, effectiveness and legal, strategic or customer requirements that may shape any decision about how a service is delivered, and concurrently develop an understanding of what 'brilliant' looks like for stakeholders
- In accordance with the business case, provide consent for Officers to explore the potential for services to be delivered in a different manner
- In accordance with the business case, give delegated authority to the Strategic Director for Place, as the Senior Responsible Officer of the GAME Board, in consultation with the Cabinet Members for Environment, Transport and Finance (as appropriate), for approving alternative methods of service delivery identified through the project.
- In accordance with the business case, provide consent for Officers to develop services retained within the Council, using co-operative principles to attain 'brilliant' outcomes

Specific actions relating to service provision will be placed before Members and the Community prior to change occurring, ensuring that this project retains its democratic focus.

The Council's reason for these recommendations is based on the project's ability to realise:

- A saving of around £1.1 million over 3 years through a management restructure; this is underway and due to be completed in October 2014
  - Additional savings achieved by integrating support functions
  - Additional savings achieved through the implementation of alternative service delivery methods, through commissioning or co-production with Partners
  - 'Brilliant' service standards, achieved through better performance management and intelligence that will enable Street Services to focus on Community priorities
  - A more co-operative approach, including a more responsive and accountable management structure that will enable stakeholders to more effectively influence provision
  - The development of community capital, with communities from across the city empowered to take ownership of their environment and given opportunities to use their skills to make Plymouth a more attractive and vibrant place within which to live, work and visit
- 

#### **Alternative options considered and rejected:**

1. Do Nothing
    - The Council will not optimise the opportunities presented from a co-operative working model, with cultural and structural barriers limiting different models of service provision
    - In turn services will not be optimally efficient, placing additional pressure on other sections of the Council to meet the £64.5 million funding gap that it faces over the next three years
    - While services will continue at their current level, the opportunity to push standards and develop a better managed, performance orientated department will be missed
  2. Retain all existing services 'in-house' and seek to develop them to a 'brilliant' standard
    - While improvements to service provision can be made within the Council this 'silo' approach will not address the potential to develop different ways of delivering services, which can improve outcomes for customers while potentially reducing costs
  3. Immediately look to outsource services
    - Outsourcing provision prior to an effective review of services may limit the potential benefits realised by the Council, instead handing these benefits to private sector providers
    - This approach will also mean that the Council misses the opportunity to develop capacity in the Voluntary and Community Sector. This in turn will negatively impact on community capital, with the project providing an opportunity to bring people together and give them ownership of their local environment
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#### **Published work / information:**

'Coping with the cuts? Local government and poorer communities'

<http://www.jrf.org.uk/sites/files/jrf/local-government-communities-full.pdf>

**Background papers:**

| Title  | Part I | Part II | Exemption Paragraph Number |   |   |   |   |   |   |  |
|--|--------|---------|----------------------------|---|---|---|---|---|---|--|
|  |        |         | 1                          | 2 | 3 | 4 | 5 | 6 | 7 |  |
| EDGE Report: Review of Street Services Plymouth City Council | Yes    |         |                            |   |   |   |   |   |   |  |

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**Sign off:**

|   |        |     |        |     |       |    |  |        |  |    |  |       |  |
|---|--------|-----|--------|-----|-------|----|--|--------|--|----|--|-------|--|
| Fin   | cr1415 | Leg | 21009/ | Mon | DVS/2 | HR |  | Assets |  | IT |  | Strat |  |
|   | .36    |     | ALT    | Off | 1050  |    |  |        |  |    |  | Proc  |  |
| Originating SMT Member: Simon Dale                              |        |     |        |     |       |    |  |        |  |    |  |       |  |
| Has the Cabinet Member(s) agreed the content of the report? Yes |        |     |        |     |       |    |  |        |  |    |  |       |  |



### Strategic Business Case

|                        |  |                 |      |
|------------------------|--|-----------------|------|
| <b>Programme Name:</b> | Growth, Assets and Municipal Enterprises         |                 |      |
| <b>Date:</b>           | 29/07/2014                                       | <b>Version:</b> | 0.06 |
| <b>Projects:</b>       | Creating a Brilliant Co-operative Street Service |                 |      |
| <b>Author:</b>         | Tom Cox  |                 |      |
| <b>Owner (SRO):</b>    | Anthony Payne                                    |                 |      |





## Document Control

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| Version | Date       | Author                     | Change Ref  | Pages Affected |
|---------|------------|----------------------------|---|----------------|
| 0.1     | 15/06/2014 | Tom Cox                    | n/a   | n/a            |
| 0.2     | 19/06/2014 | Tom Cox                    | General update  | all            |
| 0.3     | 15/07/2014 | Tom Cox                    | Additional information on restructure   | all            |
| 0.4     | 30/07/2014 | Tom Cox and Dalvinder Gill | Update re business architecture   | all            |
| 0.5     | 30/07/2014 | Tom Cox and Simon Arthurs  | Feedback from Simon Arthurs re finance  | all            |
| 0.6     | 08/08/2014 | Tom Cox                    | Update following general guidance from Portfolio Office                             | all            |
| 0.7     | 21/08/2014 | Tom Cox                    | Further updates following additional information from Finance, Legal and Simon Dale | all            |
| 0.8     | 21/08/2014 | Tom Cox                    | Additional feedback from Democratic Support   | all            |

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|                       |  |            |

### QUALITY REVIEWERS: (General QA and accuracy)

| Name                         | Position | Signature | Date |
|------------------------------|----------|-----------|------|
| Subject Matter Expert        |          |           |      |
| Portfolio Office             |          |           |      |
| Business Technical Architect |          |           |      |
| Programme Accountant         |          |           |      |

# **CONTENTS**

Preface: Transformation background and overview

|  |           |
|--|-----------|
| <b>CONTENTS .....</b>  | <b>10</b> |
| <b>Preface: Transformation background and overview.....</b>  | <b>10</b> |
| <b>Preface: Transformation background and overview.....</b>  | <b>12</b> |
| <b>1. Executive Summary .....</b>  | <b>16</b> |
| <b>2. Case for Change .....</b>  | <b>20</b> |
| 2.1 Current situation .....  | 20        |
| 2.2 Benefits and Capabilities.....   | 21        |
| 2.2.1 Management Restructure .....   | 21        |
| 2.2.2 Service Review.....  | 22        |
| 2.2.3 The Development of Service Provision .....   | 22        |
| 2.2.4 Learning from other Councils.....  | 22        |
| <b>3. Strategic Case.....</b>  | <b>23</b> |
| 3.1 Scope .....  | 23        |
| 3.2. Strategic Fit .....   | 24        |
| 3.2.1 The Corporate Plan.....  | 24        |
| 3.2.2 Other Alignments .....   | 25        |
| 3.3 Assumptions .....  | 25        |
| 3.4 Strategic Risks .....  | 25        |
| 3.5 Constraints and dependencies .....   | 25        |
| <b>4. Options Appraisal.....</b>   | <b>26</b> |
| 4.1 Option One - Do Nothing.....   | 26        |
| 4.2 Option Two - Retain all existing services 'in-house' and seek to development them to a 'brilliant' standard.....   | 27        |
| 4.3 Option Three - Immediately look to outsource services .....  | 28        |
| 4.4 Option Four - Review existing provision alongside a management restructure, paving the way for the implementation of alternative methods of service delivery ..... | 29        |
| <b>5. Recommendation.....</b>  | <b>31</b> |
| <b>6. Benefits Realisation .....</b>   | <b>31</b> |
| <b>7. Financial Case .....</b>   | <b>32</b> |
| <b>8. Management Case .....</b>  | <b>33</b> |
| 8.1 Project Plan .....   | 33        |

|   |           |
|---|-----------|
| 8.2 Key Milestones and Dependencies .....       | 33        |
| 8.3 Key Risk Analysis and Risk Management ..... | 34        |
| 8.4 Quality Assurance.....                      | 35        |
| 8.5 Change Management.....                      | 36        |
| 8.6 Communications and Engagement .....         | 37        |
| 8.7 Framework and Methodologies .....           | 38        |
| 8.7.1 Governance Structure.....                 | 38        |
| 8.7.2 Methodology.....                          | 39        |
| <b>9. Appendices .....</b>                      | <b>40</b> |
| 9.1 Communication Engagement Plan .....         | 40        |

**Preface: Transformation background and overview**

**An introduction to Plymouth City Council’s Transformation Programme**

**Drivers for Transformation:**

**The Brilliant Co-operative Council with less resources**

On its adoption of a new Corporate Plan in July 2013, the council set the bar still higher, to become a Brilliant Co-operative Council. This ‘Plan on a Page’ commits the Council to achieving stretching objectives with measurable outcomes, and also sets out a Co-operative vision for the Council, creating a value-driven framework for the way that it will operate as well as the outcomes that it is committed to achieve.

The Corporate Plan was developed using the principles of a Co-operative Council. It is a short and focused document, but does not compromise on its evidence base, and was co-developed with the Cabinet of the Council, before being presented in person by members of the Corporate Management Team to every member of staff throughout the council at a series of 74 roadshows. The positive results of this commitment to strong communications and engagement were evidenced by 81% of council staff responding to the workplace survey conducted in October 2013 agreeing that they understand and support the values and objectives set out in the Corporate Plan.

## OUR PLAN THE BRILLIANT CO-OPERATIVE COUNCIL



**CITY VISION**  
**Britain’s Ocean City**

One of Europe’s most vibrant, waterfront cities where an outstanding quality of life is enjoyed by everyone.

**CO-OPERATIVE VALUES**  
One team serving our city

**WE ARE DEMOCRATIC**

Plymouth is a place where people can have a say about what is important to them and where they can change what happens in their area.

**WE ARE RESPONSIBLE**

We take responsibility for our actions, care about their impact on others and expect others will do the same.

**WE ARE FAIR**

We will be honest and open in how we act; treat everyone with respect; we will champion fairness and create opportunities.

**WE ARE PARTNERS**

We will provide strong community leadership and work together to deliver our common ambition.

**OUR OBJECTIVES** Creating a fairer Plymouth where everyone does their bit

| PIONEERING PLYMOUTH   | GROWING PLYMOUTH  | CARING PLYMOUTH  | CONFIDENT PLYMOUTH   |
|---|---|--|--|
| We will be pioneering by designing and delivering better services that are more accountable, flexible and efficient in spite of reducing resources. | We will make our city a great place to live by creating opportunities for better learning and greater investment, with more jobs and homes. | We will promote a fairer, more equal city by investing in communities, putting citizens at the heart of decision-making, promoting independence and reducing health and social inequality. | We will work towards creating a more confident city, being proud of what we can offer and growing our reputation nationally and internationally. |

**THE OUTCOMES** What we will achieve by this plan

|  |  |  |  |
|--|--|--|--|
| <ul style="list-style-type: none"> <li>■ The Council provides and enables brilliant services that strive to exceed customer expectations.</li> <li>■ Plymouth’s cultural offer provides value to the city.</li> <li>■ A Council that uses resources wisely.</li> <li>■ Pioneering in reducing the city’s carbon footprint and leading in environmental and social responsibility.</li> </ul> | <ul style="list-style-type: none"> <li>■ More decent homes to support the population.</li> <li>■ A strong economy creating a range of job opportunities.</li> <li>■ A top performing education system from early years to continuous learning opportunities.</li> <li>■ Plymouth is an attractive place for investment.</li> </ul> | <ul style="list-style-type: none"> <li>■ We will prioritise prevention.</li> <li>■ We will help people take control of their lives and communities.</li> <li>■ Children, young people and adults are safe and confident in their communities.</li> <li>■ People are treated with dignity and respect.</li> </ul> | <ul style="list-style-type: none"> <li>■ Citizens enjoy living and working in Plymouth.</li> <li>■ Plymouth’s brand is clear, well known and understood globally.</li> <li>■ Government and other agencies have confidence in the Council and partners: Plymouth’s voice matters.</li> <li>■ Our employees are ambassadors for the city and the Council and they are proud of the difference we make.</li> </ul> |
|--|--|--|--|

#Plymouth 

[www.plymouth.gov.uk/ourplan](http://www.plymouth.gov.uk/ourplan)

The economic, demographic and policy environment affecting public services is accepted as the most challenging in a generation. At the same time as an aging population is placing increased demand on health and social care services, the UK is facing the longest, deepest and most sustained period of cuts to public services spending at least since World War II. The Council’s Medium Term Financial plan identified in June 2013 funding cuts of £33m over the next three years which, when added to essential spend on

service delivery amount to an estimated funding shortfall of circa £64.5m from 2014/15 to 2016/17, representing 30% of the Council's overall net revenue budget.

The Council has shown remarkable resilience in addressing reduced funding and increased demand in previous years, removing circa £30m of net revenue spend from 2011/12 to 2013/4 through proactive management and careful planning. However the Council has acknowledged that addressing further savings of the magnitude described above while delivering the ambitions of the Corporate Plan will require a radical change of approach.

### **Review of existing transformation programmes**

The council commissioned a review in June 2013 to:

- Examine the Council's financial projections and provide expert external validation of our assumptions about costs and income in the medium term
- Review the Council's existing transformation programmes and provide a view as to whether they will deliver against the Corporate Plan
- Provide advice as to how the Council might achieve the maximum possible benefit through a revised approach to transformation

This review validated the Council's current Medium Term Financial Plan based on projections and assumptions jointly agreed, and judged it to be robust, taking into account the complex financial landscape and changing government policy.

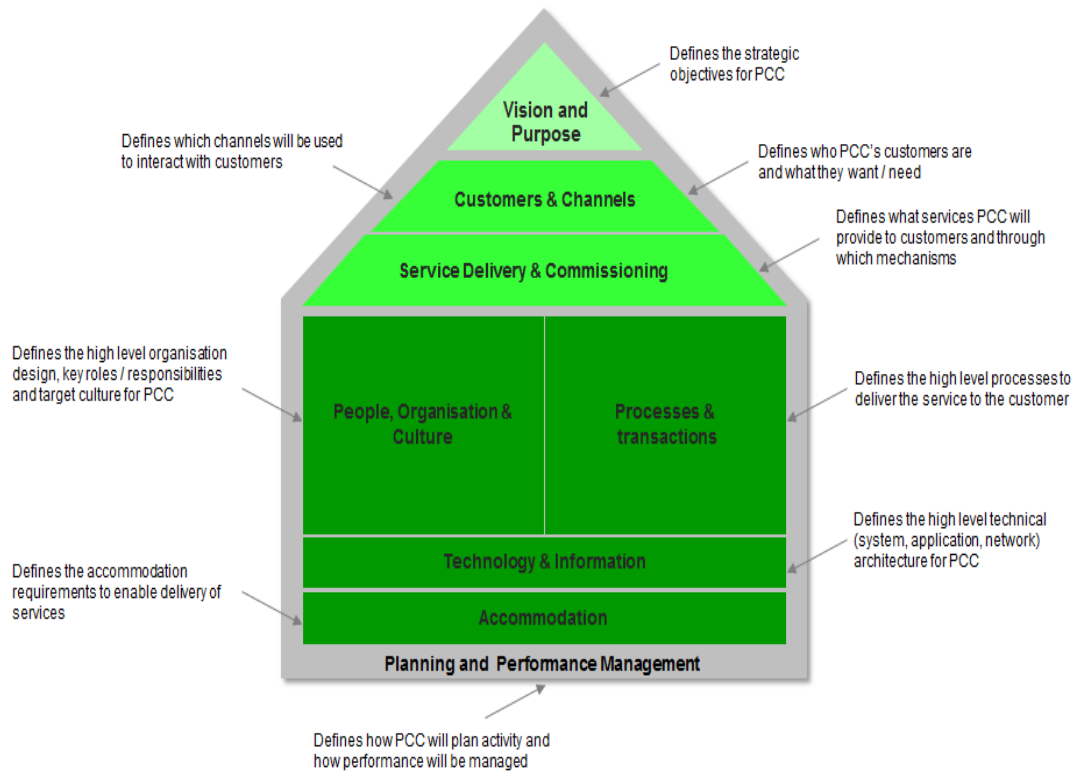
The Council has initiated a number of far-reaching and ambitious change programmes over 2012-13 to address the twin aims of addressing financial constraints and improving service delivery. These include:

- Investment in Customer Transformation and Core ICT infrastructure (Cabinet approval September 2012)
- ICT Shared Services: DELT (Cabinet approval October 2013)
- Modernising Adult Social Care Provision (Cabinet approval January and August 2013)
- Co-location with Clinical Commissioning Group at Windsor House (Cabinet approval January 2013)

In addition to feedback and advice about individual programmes underway, the Council received advice from various sources that has been carefully considered, and which has informed the overall design of the Transformation Programme.

### **Vision and Direction: The Blueprint**

The Council has responded to concerns that, despite strong support for the Corporate Plan from both officers and members, there was a lack of clarity about how the Corporate Plan translates into practical action and a danger that the Council might be attempting to 'do the right things, but in the wrong way'. After significant consultation with Members and over 100 staff from all levels and disciplines within the organisation, the Council's vision for the Brilliant Co-operative Council has been translated into a Blueprint which describes the capabilities which the Council will need in the future. These capabilities will be commissioned by the council and will result in services being delivered by the Council and a variety of other organisations operating across the public, community and voluntary and private sectors. The components of the Blueprint are illustrated below:



To inform the development of the main components of the Blueprint, a number of principles have been developed co-operatively with Members, senior officers and staff to ensure that the values set out in the Corporate Plan guide how the Blueprint is developed.

### **Governance and Oversight**

The Council has also responded to advice that governance and oversight arrangements for transformation projects would benefit from being strengthened. Whilst ensuring that the council's existing constitutional arrangements for decision making are unaffected, a number of bodies have been put in place to ensure a co-ordinated approach is taken to oversight of the Transformation programme. The detail of the transformation governance arrangements were considered by the council's Audit Committee on 13 March 2014 and can be summarised as follows:

#### **Members**

- The Co-operative Scrutiny Board and Panels are aligned to the Transformation Board and programmes that match their terms of reference

#### **Officers**

- The Transformation Portfolio Board co-ordinates the delivery of the Blueprint, prioritises decisions within and between programmes, ensures effective engagement, ensures overall resourcing and delivery of the programme and recommends Programme Business cases and exceptions. It is chaired by the Chief Executive and comprises Senior Responsible Officers for the Programmes, the Transformation Director, engagement leads, finance and HR Responsible Officers and the Head of the Portfolio Office

- Programmes are led by a Senior Responsible Officer, who is accountable for the successful delivery of the programme, achieving desired outcomes and realising expected benefits and is responsible for chairing the Programme Board and leading the Programme
- Each project within the five Programmes is led by a Project Executive who is accountable to the Senior Responsible Officer for the successful delivery of the Project, and chairs the Project Board.
- The Portfolio Office provides co-ordination and support across all the programmes and projects and ensures that sufficient capacity and capability is in place to deliver the overall programme.

## I. Executive Summary

This business case presents a strategic case for change within the Street Services department. While specific actions have been identified that will support the project in achieving its goals, at its core this document outlines an approach based around co-operative values that will enable services to become 'brilliant' by engaging with stakeholders, exploring different forms of delivery and driving forward standards within the Council. Further actions will be therefore result from the work undertaken in the project in line with this vision.

The Street Services Department was created through the amalgamation of the Council's Transport & Infrastructure and Environmental Services Divisions in 2013. It is currently divided into the following service areas:

- Street Scene Services comprising Waste Collection, Street Cleansing, Grounds Maintenance and Parks & Open Spaces
- Fleet and Garage Services
- Parking and Marine Services
- Living Streets and Network Management
- Waste Disposal and Contracts

Service provision is generally of a high standard. For example the Council maintains over 950 acres of green space each year, equivalent to the size of four Central Parks, providing clean and attractive community spaces which contribute significantly to the quality of life enjoyed by citizens. However, a range of opportunities and challenges provide impetus for change:

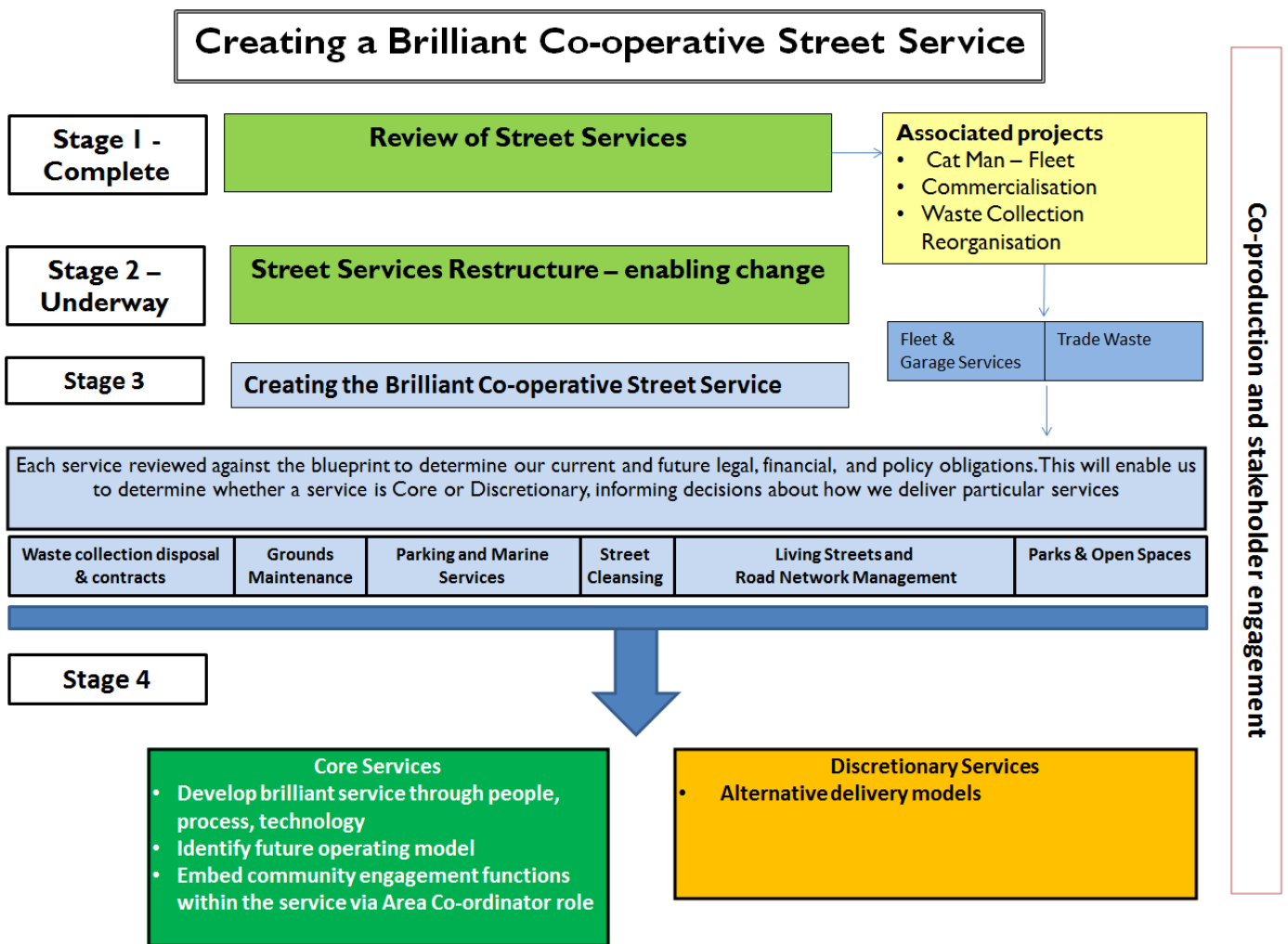
- The introduction of Co-operative principles requires that services work in different ways, moving from an officer led approach to a model that promotes co-design and co-production
- A review of the Street Services management structure has identified the potential to create a more cohesive and co-operative department. For example the management restructure will create management roles with specific responsibilities for community engagement, ensuring that customer need is at the forefront of service provision and that Street Services is transparent and accountable in its approach
- Implementing a more cohesive management structure will also reduce the financial footprint of the department, with an internal review identifying potential savings of at least £480k per annum
- Feedback from Partners and customers provides a pathway towards a 'brilliant' Street Services
- The potential to improve performance management within the department has been identified. For example the introduction of vehicle tracking systems will allow supervisors to use their time more effectively, with a greater focus of providing an 'on the ground' presence and so reinforcing good practice
- Plymouth City Council faces a £64.5 million funding gap over the next three years, requiring that services are re-designed to cost less or generate additional income
- Community groups and Partners have expressed an interest in playing a greater role in the provision of services. While some elements of delivery may need to be outsourced, by engaging with local organisations the Council can develop different ways of working, saving money, increasing standards and building community capital



In response to these drivers the Creating a Brilliant Co-operative Street Service project proposes three workstreams:

- A management restructure, creating a more effective, efficient and transparent model of working across the department. This workstream is already underway, with a provisional completion date of 01/10/2014
- A review of service provision, providing an understanding of existing capacity and cost in the context of statutory, strategic and stakeholder requirements
- Following from the review, the development of service provision, optimising opportunities to work with Partners to provide some services in different ways while focusing on core services that are retained within the Council to make them 'brilliant'

These workstreams will run sequentially and integrate with other projects within the GAME Programme to ensure a continued focus on achieving 'brilliant' outcomes.



The project will align closely with the Council's Corporate Plan by:

- Being *democratic*, making services more transparent and accountable, for example by embedding community engagement within the roles of staff across the department
- Being *responsible*, utilising a co-operative approach to ensure that service provision is sustainable while at the same time creating a management structure that is responsive to Community and Partner input

- Being *fair*, developing services that promote the welfare of citizens irrespective of their location in the city. The project will engage with traditionally marginalised members of the community to ensure that their voice is heard equally where change is planned
- Being *Partners*, supporting others to realise their full potential, enabling them to play an enhanced role in making Plymouth the best that it can be

Alongside this the project will align with a range of other plans and projects. It will recognise and incorporate the findings of the Fairness Commission, for example by supporting a Systems Leadership approach through a greater emphasis on locality working. It will utilise partnership work currently being undertaken to enhance enforcement within the city. It will also link with wider work being undertaken across the Transformation Programme, for example in the development of a Corporate Centre of Operations, that will enable a more effective and efficient approach to business support.

A significant communication campaign will be implemented, focusing on consultation exercises with the community, Partners, Members and staff, with their feedback shaping the approach taken.

The scope of this project incorporates the whole of Street Services, including support and IT functions. A holistic approach is required to ensure that services are effectively joined up, and to push forward standards and efficiencies in a coherent manner to create a uniformly 'brilliant' service. Different options for service delivery will be considered, although stakeholders will be consulted prior to any change.

Other projects within the GAME portfolio, notably Waste Collection Reorganisation, Commercialisation and Introducing Category Management, will contribute to the creation of a 'Brilliant, Co-operative Street Service'. Therefore they are considered in scope of this project, although the workstreams that they incorporate will not be duplicated.

In developing this project a range of alternative options have been considered and discounted; these are discussed in more detail in section 4:

1. Do Nothing
  - The Council will not optimise the opportunities presented from a co-operative working model, with cultural and structural barriers limiting different models of service provision
  - In turn services will not be optimally efficient, placing additional pressure on other sections of the Council to meet the £64.5 million funding gap over the next three years
  - While services will continue at their current level, the opportunity to push standards and develop a better managed, performance orientated department will be missed
2. Retain all existing services 'in-house' and seek to development them to a 'brilliant' standard
  - While improvements to service provision can be made within the Council this 'silo' approach will not address the potential to develop different ways of delivering services, which can improve outcomes for customers while potentially reducing costs
3. Immediately look to outsource services
  - Outsourcing provision prior to an effective review of services may limit the potential benefits realised by the Council, instead handing these benefits to private sector providers

- This approach will also mean that the Council misses the opportunity to develop capacity in the Voluntary and Community Sector. This in turn will negatively impact on community capital, with the project providing an opportunity to bring people together and give them ownership of their local environment
4. Undertake a management restructure to embed a more ‘co-operative’ approach within the department. Following from this, review service provision and where suitable explore alternative ways of delivering services, or develop those services retained to a ‘brilliant’ standard through the implementation of co-operative values
- Savings will be achieved in-house, with additional savings possible through Partnership working
  - A stronger, more co-operative relationship with Partners, supporting Plymouth’s growth in a more holistic manner
  - Improved service delivery, making use of the additional skills and passion embedded in the community and through the development of staff

This business case recommends that option 4 is followed, providing the following benefits:

- A leaner, more performance focused management structure with the capacity to embrace co-operative values and so achieve ‘brilliant’ service standards
- A locality based service structure, promoting responsibility and accountability and encouraging joint working between voluntary organisations, the community and the Council. This will be built into role profiles, with a senior Officer given specific responsibility for embedding this working model
- Better performance and intelligence management systems that again support the services in becoming ‘brilliant’
- Closer engagement with the Community and Partners to enable different ways of providing services. This carries the potential to save money while improving services and creating more cohesive communities. Specific savings will become clear as the project develops
- A reduced financial footprint for the service, with a predicted net saving of at least £1.1 over three years achieved through a management restructure with further savings possible through different ways of working and the alignment of support functions. Please note that details for the management restructure may change as a result of the consultation process

| Creating a Brilliant Co-operative Street Services | 2014/15<br>£k | 2015/16<br>£k   | 2016/17<br>£k   | Total<br>£k     |
|---|---------------|-----------------|-----------------|-----------------|
| Management Restructure (predicted saving)         | 200           | 480             | 480             | 1,160           |
| Service Review Savings                            | n/a           | To Be Confirmed | To Be Confirmed | To Be Confirmed |
| Total Gross Benefit                               | 200           | 480             | 480             | 1,160           |
| Investment  | 50            | £0              | 0               | 50              |
| Net Benefit Realised                              | 150           | 480             | 480             | 1,110           |

An additional consultant resource will be allocated to this project, working alongside internal staff to increase the capacity of the project to implement change.

Risks around this approach are considered in more detail in section 8.3. However, the core risk identified in this project is that the Council fails to optimise the opportunities presented by a co-operative approach, which will help it to address its £64.5 million funding gap over the next 3 years. This provides a significant impetus for change.

The project therefore asks that Cabinet:

- Agree this business case
- In accordance with the business case, provide consent for Officers to undertake a review of existing services to develop an understanding of cost, effectiveness and legal, strategic or customer requirements that may shape any decision about how a service is delivered, and concurrently develop an understanding of what 'brilliant' looks like for stakeholders
- In accordance with the business case, provide consent for Officers to explore the potential for services to be delivered in a different manner
- In accordance with the business case, give delegated authority to the Strategic Director for Place, as the Senior Responsible Officer of the GAME Board, in consultation with the Cabinet Members for Environment, Transport and Finance (as appropriate), for approving alternative methods of service delivery identified through the project.
- In accordance with the business case, provide consent for Officers to develop services retained within the Council, using co-operative principles to attain 'brilliant' outcomes

The project is committed to a democratic approach. As noted all changes to service provision will be presented to the relevant Cabinet Member for approval.

## **2. Case for Change**

### **2.1 Current situation**

The Street Services department currently operates to a generally high standard, with customer feedback consistently rating services positively. For example, 87% of respondents to a city wide survey conducted through the Plymouth Plan's sofa sessions rated waste collection services as 'excellent'.

However, a range of opportunities have been identified to drive the Street Services forward to achieve 'brilliant' standards of provision. For example feedback canvassed through Project Octopus, an umbrella body for Voluntary and Community Sector organisations in Plymouth, suggests that opportunities for partnership working have not always been fully embraced within the department.

Alongside this an internal review has identified the potential to improve management and supervision structures. For example:

- Waste Collection and Disposal functions each carry a management post. Bringing these together in a single Waste Manager position will promote cohesive service provision, ensuring that these functions are fully integrated.

- The city's street cleaning and grounds maintenance services are co-ordinated across 7 geographical areas, with each area overseen by a Street Scene Supervisor. This is an unnecessarily high level of division given Plymouth's size. A reduction in areas to four will promote a more co-operative approach. These areas will comprise 6 or 7 wards, have average populations of 65,000 and be co-terminus with ward boundaries, unlike now, so as to foster even stronger relationships with Elected Members, in communities, with business, partners and with the third sector and voluntary and community sector, in line with our Co-operative Commissioning vision to establish Customers as Innovators, Asset Holders, Resources and Community Developers.

This in turn suggests that efficiencies can be realised within the management team without impacting on service provision.

Improvements in performance management and supervisory processes have also been identified. For example there are countless paper based processes which do not optimally contribute to service delivery. This is exemplified by the production of statistics that do not link to corporate planning, agreed outcomes or service standards. A more focused understanding of what data is required and its link with performance outcomes will therefore help push the service towards a 'brilliant' standard of delivery.

Finally, there is a strong will from within the Voluntary and Community Sector and Partners to take a larger role in the delivery of services. These organisations carry unique skills and have access to opportunities that the Council cannot pursue, notably community focused funding options. By working co-operatively to support and develop capacity the Council can ensure that services are produced in the best possible way and that they are responsive to the needs of stakeholders. A co-operative approach will also promote links with internal partners such as Adult Social Care and Planning to promote innovative solutions such as Timebanking. Therefore, by taking a joined-up approach the influence of Street Services can extend beyond its traditional remit, helping the wider Council to achieve 'brilliant' standards of service.

## **2.2 Benefits and Capabilities**

### **2.2.1 Management Restructure**

Through the management restructure workstream this project will realise a range of tangible short, medium and long term benefits:

- The development of a management structure that supports Co-operative Values. In particular, the proposed structure will support more accountable and responsible services, based around stronger engagement with localities. A senior Officer will have specific responsibility for embedding this within the department
- Broader spans of control will lead to faster decision-making, improved cross-functional working, increased employee empowerment, cost savings driven out through better performance and accountability, career and succession planning in order to retain talent and support improvement, fewer 1 – 1 reporting arrangements and a fewer number of role profiles across the organisation.
- The stimulation of new ways of working, invigorating the Department to accelerate integration and provide a platform to support, engage with and ultimately, deliver the Transformation Programme using Co-operative values

Alongside this the management restructure will reduce the financial footprint of Street Services. Savings are predicted to be around £480k per annum, with first year savings of £200k from the point of implementation in October 2014.

### **2.2.2 Service Review**

The proposed review of services will carry a number of longer term, strategic benefits. It will deliver:

- An in-depth and holistic understanding of service provision, providing oversight of legal, strategic and customer requirements that will inform decisions made on service delivery
- A strategic vision of what “brilliant” looks like for Street Services in Plymouth and alignment to the blueprint. Within this feedback from across the community will be collected and valued
- The people, processes, and technology needed in the future to deliver a “brilliant” service
- A stronger understanding of how co-operative values can inform the way that the Council works

### **2.2.3 The Development of Service Provision**

Outcomes from this workstream will be defined following the completion of the service review. However, the expectation in proposing this project is that it will achieve:

- Improved relationships with the Community and Partners, utilising and supporting their unique skillset, knowledge and networks to provide services in different ways while at the same time building community capital
- A reduced financial footprint through the implementation of alternative delivery mechanisms
- ‘Brilliant’ standards for services that are delivered both internally and externally, based on an accurate understanding of the needs of stakeholders

In developing service provision in a co-operative manner this project will embrace wider outcomes, recognising the capacity of Street Services to significantly impact on the quality of life of citizens. For example in investigating the potential to develop Timebanking and ‘Friends of’ groups the Council will promote opportunities for people to develop skills and form relationships. This will provide forums to challenge social isolation and low aspiration, helping Plymouth to grow as a space and as a community.

### **2.2.4 Learning from other Councils**

The benefits that the project hopes to achieve are supported by work being undertaken in other Councils which demonstrates the capacity of innovative solutions to achieve benefits in relation to efficiency and effectiveness. Some examples include:

- Darlington Council have encouraged public giving to maintain parks and worked with charities to increase capacity
- Sheffield and Manchester are working with the National Trust to develop an endowment model for public parks. This will explore how to raise money through donations, public health and ecosystem services such as flood management and biodiversity
- The Bristol Parks Forum and Bristol Council will offer horticultural training for low-skilled people without full-time employment, providing routes into employment while improving the maintenance of Bristol's parks

Alongside this many other local authorities are seeking to empower the Community to play a more significant role in service provision. For example Newcastle City Council have explicitly stated that:

‘(m)aintaining... standards will require individuals to take personal responsibility for supporting their neighbourhoods, with the council focusing on those services which only the council can do such as street lighting’

### **3. Strategic Case**

#### **3.1 Scope**

This project incorporates a management restructure and review of service provision across all of the department’s service areas:

- Street Scene Services comprising Waste Collection, Street Cleansing, Grounds Maintenance and Parks & Open Spaces
- Fleet and Garage Services
- Parking and Marine Services
- Living Streets and Network Management
- Waste Disposal and Contracts

The development of alternative delivery vehicles for service delivery will form a key element of this review. Therefore the commissioning and co-production of services with VCS and Partners is considered in scope, as is the potential for the Council to cease providing services which cannot be produced in different ways and which do not meet core objectives.

Services that are retained will be reviewed and developed to a ‘brilliant’ standard through a co-operative approach involving the community and other stakeholders.

Although not included in this Business Case this project does not preclude changes that might follow the design and delivery of a "new Brilliant Co-operative Street Service", for example, possible consolidation or rationalisation of support or back office functions that are being considered under the Co-operative Centre of Operations Transformation Programme. The review also retains the possibility of exploiting or leveraging opportunities across or between services in future. Alignment with other elements of the Transformation Agenda, for example the Corporate Centre of Operations, will support the achievement of these goals, with business architecture promoting a ‘joined up’ approach.

This project fits within a wider GAME portfolio incorporating the following projects:

- Waste Collection Reorganisation
- Commercialisation
- Introducing Category Management – Fleet Services

These projects will all support the creation of a brilliant, co-operative Street Services, and therefore it is essential that the programme takes a ‘joined-up’ approach. However, specific workstreams from other projects will not be duplicated.

## **3.2. Strategic Fit**

### **3.2.1 The Corporate Plan**

A key driver for the Creating a Brilliant Co-operative Street Services project is Plymouth's Corporate Plan to become a 'Brilliant Co-operative Council'. A co-operative approach can enable the Council to work in different ways, producing savings while at the same time engaging with stakeholders and improving services. Therefore this project will be:

#### **Democratic**

This project recognises the findings of the Fairness Commission, and in particular its identification of the value of a Systems Leadership approach. Where possible the project will seek to devolve decision making processes away from officers, seeking input from all appropriate stakeholders. A range of forums will be used to facilitate this, including briefings with Councillors, 'Have Your Say' and other community forums, and meetings with Partner agencies such as PCH.

Alongside this it will consult with the Community, Councillors, Staff and Partners to shape an understanding of 'brilliant' service provision, ensuring that resources are focused on the things that matter most to Plymouth's citizens.

The management restructure will embed a more democratic approach, aligning staff more closely to ward areas and creating clearer lines of accountability. This will help to ensure that the service is open and responsive to feedback.

#### **Responsible**

The project proposes to promote a more responsible approach for staff and members of the community. For example it will improve education around waste by working with Partners in the VCS, so improving recycling and waste minimisation. It will also increase enforcement capability by working more closely with the partners, enabling the Council to more effectively hold people to account who act in an irresponsible manner. It will embed a 'don't walk by approach' within the department, ensuring that the Community receives a 'joined-up' service within which individual officers act in a more responsible manner as representatives of the wider Street Services team.

#### **Fair**

Commissioning will be fair, providing opportunities for organisations across the city to work in partnership with the Council and access resources. Furthermore the commissioning approach will recognise the needs of the community, considering value for money in terms of quality and community impact as well as cost.

The project will consult with the Community and wider stakeholders throughout, ensuring that all sections of the community have a voice in any changes that are made. Within this it will ensure that actions do not unfairly impact on marginalised groups, and that services operate in a fair manner.

#### **Partners**

Partnership working sits at the heart of this project. It will actively seek outsourcing and co-production opportunities to develop different ways of working where appropriate.



Within this the project will value the Council's ability to support the development of Partners, particularly within the Voluntary and Community Sector. For example through Project Octopus Council staff are engaging with a range of smaller community groups to identify their resource needs and understand how they can be empowered to play a larger role in supporting local communities.

### **3.2.2 Other Alignments**

Alongside this the Creating a Brilliant Co-operative Street Service project aligns with a number of other plans and strategies:

- The Fairness Commission Report. This emphasises the need for a Systems Leadership approach, devolving decision making where possible to empower the Community
- Partnership work undertaken to improve enforcement capacity
- The wider GAME and Transformation Programme. For example we will link in with work undertaken in CCO and POD, ensuring that opportunities for a more cohesive approach are realised. Support from Business Architecture will help us to achieve this

### **3.3 Assumptions**

This project assumes that:

- There is capacity within the Community and Partners organisations to support the implementation of alternative service delivery methods. This is supported by consultation sessions held through the Project Octopus group and in direct contact with other organisations
- There is support from stakeholder groups, particularly Staff and Councillors
- Institutional change can be achieved within the Council, embedding a co-operative approach

### **3.4 Strategic Risks**

The core strategic risks for this project are:

- Service provision is disrupted, either through changes to management or the implementation of new methods of working, creating negative outcomes for customers and damaging the Council's reputation.
- Alternative methods of service delivery are not implemented, limiting the savings achieved through the project. However, learning from other local authorities demonstrates the potential to successfully implement change in this regard. Furthermore initial contact with partners has identified strong support for the co-production of services
- The new management structure does not have sufficient capacity or the right personnel to operate in the required manner. This will be mitigated by the introduction of new performance management and reporting mechanisms, as well as a robust recruitment and selection process that will ensure staff have the required skills

### **3.5 Constraints and dependencies**

This project faces the following dependencies:

- Support is required from Partners, particularly in the VCS, to develop alternative service delivery models
- Support is required from the Community to understand what 'brilliant' services will look like
- The project is dependent upon support from Councillors, particularly in relation to the potential handover of Council services to Partners

- Support is required from staff, particularly in adapting to co-operative working methods
- Given the scope of the work, an additional consultant is requested to support the part time Business Architect, ensuring that provision is joined up across the service

Furthermore the following constraints are relevant:

- A thorough review of existing provision will be delayed until after the completion of the management restructure, in recognition of the challenging process that many of the management team will be going through

## 4. Options Appraisal

The recommendations proposed in this business case have been identified through the following options appraisal:

### 4.1 Option One - Do Nothing

As noted in section 2.1 the public perception of Street Services is generally positive. Therefore maintaining the current approach taken by the Council will continue to see services operate effectively, although the department will not fully embrace opportunities to further engage with customers and Partners.

This option carries a range of benefits:

- Project costs of around £50k will be avoided
- Service provision will continue at current levels, and potential disruptions will be avoided
- Potential conflict with staff will be avoided
- The Council will retain control of services, providing clear lines of accountability for the public and Members
- Savings of around £2.9 million, integrated into Street Service's 2014/15 budget, will be achieved

However, there are a range of challenges involved in taking this approach:

- The Council will not optimise the opportunities presented from a co-operative working model, with cultural and structural barriers limiting different models of service provision
- While services will continue at their current level, the opportunity to push standards and develop a better managed, performance orientated department will be missed

The following dependencies are involved in this option:

- Street Services will not be optimally efficient, placing additional pressure on other sections of the Council to meet the £64.5 million funding gap over the next three years

The following risks are associated with this option, emphasising the need to take an alternative approach:

| Description   | Likelihood | Impact | Mitigation   | Residual Risk |
|---|------------|--------|--|---------------|
| Street Services are not organised or managed in a manner that supports partnership working                                  | Medium     | High   | A 'do nothing' approach will maintain existing relationships, with barriers in place to prevent the development of more meaningful partnership working. Potential savings will not be realised | High          |
| The failure to adopt a 'brilliant, co-operative' agenda means that service provision will not be optimally customer focused | Medium     | Medium | A 'do nothing' approach will not challenge existing standards, meaning that the service will miss the opportunity to become 'brilliant'  | Medium        |

A financial breakdown is not included for this option as it maintains existing spending. The budget for the Service in 2014/15 has been set at around £31 million, with savings of £2.9 million proposed from the previous year's budget.

#### **4.2 Option Two - Retain all existing services 'in-house' and seek to development them to a 'brilliant' standard**

Action can be taken to implement savings and improve service standards within existing operational paradigms. This will mitigate the cost involved in implementing a larger co-operative strategy, and maintain stability within the service.

However, the savings of £2.9 million planned in the 2014/15 Street Services budget suggest that efficiencies within existing working methods may have been achieved.

This option carries a range of benefits:

- Savings will be achieved, with the £480k benefits of the management restructure combining with the £2.9 million saving targeted from the 2013/14 budget
- The current institutional approach will continue, minimising change within the department
- Service standards will improve, although the lack of community engagement will make it difficult to ensure that resources are focused in the best way

The following dependencies are involved in this option:

- As savings will not be optimised, other services will be face increased pressure to realise savings to meet the Council's £64.5 million funding gap

In addition, this option will involve the following constraints:

- The Council has adopted a co-operative working model, requiring that services work in partnership and in a democratic manner

The following risks are associated with this option:

| Description   | Likelihood    | Impact        | Mitigation   | Residual Risk |
|---|---------------|---------------|--|---------------|
| Street Services are not organised or managed in a manner that supports partnership working                                  | <b>Medium</b> | <b>High</b>   | This approach will maintain existing relationships, with barriers in place to prevent the development of more meaningful partnership working. Potential savings will not be realised | <b>High</b>   |
| The failure to adopt a 'brilliant, co-operative' agenda means that service provision will not be optimally customer focused | <b>Medium</b> | <b>Medium</b> | While standards will be improved, the approach will not fully challenge existing standards, meaning that the service will miss the opportunity to become 'brilliant'                 | <b>Medium</b> |

The following financial information is relevant to this option:

| Retain Services In-House                  | 2014/15<br>£k | 2015/16<br>£k        | 2016/17<br>£k        | Total<br>£k     |
|---|---------------|----------------------|----------------------|-----------------|
| Management Restructure (predicted saving) | 200           | 480                  | 480                  | 1,160           |
| Service Review Savings                    | n/a           | Will not be achieved | Will not be achieved | No contribution |
| Total Gross Benefit                       | 200           | 480                  | 480                  | 1,160           |
| Investment                                | 50            | £0                   | 0                    | 50              |
| Net Benefit Realised                      | 150           | 480                  | 480                  | 1,110           |

Details are included for project management investments. Please note that savings for the management restructure element are provisional, and will be updated following the completion of the Consultation period.

### 4.3 Option Three - Immediately look to outsource services

Outsourcing provision prior to an effective review of services may limit the potential benefits realised by the Council, instead handing these benefits to private sector providers

This approach will also mean that the Council misses the opportunity to develop capacity in the Voluntary and Community Sector. This in turn will negatively impact on community capital, with the project providing an opportunity to bring people together and give them ownership of their local environment.

Benefits for this option include:

- Potential savings realised by using Private Sector and VCS organisations to provide services more efficiently. The extent of the possible savings would only be clear following commissioning processes

However, this option includes the following constraints:

- Without understanding existing provision, and the potential efficiencies that can be realised, the Council is not well placed to enter into commissioning processes

In addition, there are the following dependencies:

- This option would require interest from Partners in providing services. While initial scoping has identified the potential to move forward in this regard the capacity of Partners has not been confirmed

The following risks are relevant to this option:

| Description   | Likelihood | Impact | Mitigation  | Residual Risk |
|---|------------|--------|---|---------------|
| Street Services are not organised or managed in a manner that supports partnership working                                  | Medium     | High   | This approach would support partnership working, although as services may not be commissioned to or co-produced with local organisations full value for the community may not be realised | High          |
| The failure to adopt a 'brilliant, co-operative' agenda means that service provision will not be optimally customer focused | Medium     | Medium | Service standards may be improved through this approach. However, commissioning out services does not always result in an better outcomes for the community, so this remains a risk       | Medium        |

A financial breakdown is not included for this option as the benefits of outsourcing are currently unknown. Additional resources would be required to support the commissioning process.

#### **4.4 Option Four - Review existing provision alongside a management restructure, paving the way for the implementation of alternative methods of service delivery**

A management restructure is currently underway. This will create a leaner, more co-operative Street Services department, with joined-up services and an approach that is open, responsive and accountable.

Building on this, this option proposes to implement a review of existing service provision. This will provide an understanding of the statutory and strategic requirements that shape Street Services, alongside financial information, service structures and existing customer feedback mechanisms.

This data will then inform a further process of service rationalisation, with alternative forms of service delivery sought that will improve services, build community capital and produce efficiencies. Services that are kept ‘in-house’ will be developed to a ‘brilliant’ standard, using feedback from stakeholders to ensure that services focus on outcomes that matter most to Plymouth’s community.

This approach carries a range of benefits:

- An understanding of data processes and stakeholder needs will enable better performance management within Street Services
- Optimal savings will be achieved by taking an innovative approach to service provision where appropriate
- The Council will effectively engage with Voluntary and Community Sector organisations, building community capacity
- A more co-operative approach will be taken, resulting in better services for customers

This approach carries a range of dependencies:

- Engagement from Partners will be required to identify new ways of working
- Engagement from stakeholders is necessary to understand what brilliant looks like
- Additional resources will be required to promote a joined-up approach, particularly in relation to architectural functions

Alongside this there are a range of constraints:

- Certain services may be required to remain ‘in-house’, limiting the extent of engagement with Partners

The following risks are associated with this option:

| Description   | Likelihood    | Impact        | Mitigation  | Residual Risk |
|---|---------------|---------------|---|---------------|
| Street Services are not organised or managed in a manner that supports partnership working                          | <b>Medium</b> | <b>High</b>   | This approach would support partnership working, optimising engagement with the community             | <b>Low</b>    |
| The failure to adopt a ‘brilliant, co-operative’ agenda means that provision will not be optimally customer focused | <b>Medium</b> | <b>Medium</b> | Customers will be at the forefront of service design in this approach, ensuring ‘brilliant’ provision | <b>Low</b>    |

The following financial information is relevant to this option:

| Creating a Brilliant Co-operative Street Services | 2014/15<br>£k | 2015/16<br>£k   | 2016/17<br>£k   | Total<br>£k     |
|---|---------------|-----------------|-----------------|-----------------|
| Management Restructure (predicted saving)         | 200           | 480             | 480             | 1,160           |
| Service Review Savings                            | n/a           | To Be Confirmed | To Be Confirmed | To Be Confirmed |
| Total Gross Benefit                               | 200           | 480             | 480             | 1,160           |
| Investment  | 50            | 0               | 0               | 50              |
| Net Benefit Realised                              | 150           | 480             | 480             | 1,110           |

Key savings within this option will be identified through the project. However, other local authorities have successfully worked with Partners to reduce costs and improve outcomes; the project is therefore confident that this approach will realise benefits in Plymouth. Investment is required in project management resources. Figures for the management restructure element are provisional, and will be finalised following from the completion of the Consultation period.

## 5. Recommendation

This business case recommends that option four is adopted. This means that, as the management restructure is underway, the project recommends that Cabinet:

- Agree this business case
- In accordance with the business case, provide consent for Officers to undertake a review of existing services to develop an understanding of cost, effectiveness and legal, strategic or customer requirements that may shape any decision about how a service is delivered, and concurrently develop an understanding of what 'brilliant' looks like for stakeholders
- In accordance with the business case, provide consent for Officers to explore the potential for services to be delivered in a different manner
- In accordance with the business case, give delegated authority to the Strategic Director for Place, as the Senior Responsible Officer of the GAME Board, in consultation with the Cabinet Members for Environment, Transport and Finance (as appropriate), for approving alternative methods of service delivery identified through the project.
- In accordance with the business case, provide consent for Officers to develop services retained within the Council, using co-operative principles to attain 'brilliant' outcomes

Please note that these are high level recommendations. This business case seeks approval to investigate the potential for change within Street Services; additional oversight from Members will take place throughout the project ensuring that change is implemented through democratic processes.

## 6. Benefits Realisation

As this project proposes a review of existing provision the full benefits that it will achieve will become clear through its lifespan. However, the following benefits will be realised through existing actions

- A saving of around £1.1 million over 3 years through a management restructure
- Additional savings in personnel costs achieved by integrating support functions
- Additional savings achieved through the implementation of alternative service delivery methods, through commissioning or co-production with Partners
- ‘Brilliant’ service standards, achieved through better performance management and intelligence that will enable Street Services to focus on community priorities
- A more co-operative approach, including a more responsive and accountable management structure that will enable stakeholders to more effectively influence provision. In particular, the new Street Service structure will support locality working, promoting responsibility and accountability. A senior member of the team will be given responsibility for supporting this working model
- The development of community capital, with communities from across the city empowered to take ownership of their environment and given opportunities to use their skills to make Plymouth a more attractive and vibrant place to within which to live, work and visit

## 7. Financial Case

A management restructure is currently underway, which proposes to achieve efficiencies of £200k in 2014/15 rising to £480k in the following two years. As the Consultation period is ongoing elements of the restructure are open to change. Redundancy costs are expected to be met by the Council’s contingency fund, and therefore should not reduce the savings achieved.

A further element of this project is a review of current provision across Street Services. This will pave the way for decisions around the use of alternative delivery vehicles and the need to continue to support certain services. These decisions are planned to be implemented from 2015/16, and therefore additional savings will be articulated around this process as details become clearer. However, learning from other Councils emphasises the potential scope of savings, for example Barnet London Borough Council predicts to realise benefits of £165 million over 10 years through a commissioning approach.

| Creating a Brilliant Co-operative Street Services | 2014/15<br>£k | 2015/16<br>£k   | 2016/17<br>£k   | Total<br>£k     |
|---|---------------|-----------------|-----------------|-----------------|
| Management Restructure (predicted saving)         | 200           | 480             | 480             | 1,160           |
| Service Review Savings                            | n/a           | To Be Confirmed | To Be Confirmed | To Be Confirmed |
| Total Gross Benefit                               | 200           | 480             | 480             | 1,160           |
| Investment  | 50            | £0              | 0               | 50              |
| Net Benefit Realised                              | 150           | 480             | 480             | 1,110           |



At this stage of the project the investment required relates specifically to human resources. A Project Manager and Project Management Apprentice have been assigned, each on a .5 FTE basis. Alongside this a Business Analyst will lead a review of service provision on a full time basis over an initial three month period. Additional support will be provided by external consultants, recruited to provide additional capacity and ensure that opportunities for change are optimised. Therefore a provisional investment of £50k has been attributed to the project.

## 8. Management Case

### 8.1 Project Plan



### 8.2 Key Milestones and Dependencies

Please note that the following milestones are provisional, and may change through the project.

| Key Milestones | Description   | Dependencies  |
|----------------|---|---|
| 21/03/14       | Initial contact with Project Octopus re VCS engagement              | Interest from the VCS is required to make this a meaningful process. This has been achieved, with a high level of interest expressed in relation to joint working |
| 01/05/14       | Initiation of Management Restructure                                | Completion of new role profiles. These have been successfully completed and distributed   |
| 01/10/14       | Completion of Management Restructure                                | Outcomes from the consultation process. This is currently ongoing   |
| 06/10/14       | Completion of Business Analyst investigation into current provision | Securing a Business Analyst resource. This has been successfully completed  |

|                    |   |   |
|--------------------|---|---|
| 28/11/2014         | Completion of the design of the new Street Services structure   | Support from services to ensure that information is accurate and to input into the design process |
| 31/03/2015 onwards | Implementation of alternative delivery vehicles, with specific dates to be decided in conjunction with Partners | Continued support from Partners to enable different working methods                               |

### 8.3 Key Risk Analysis and Risk Management

| Description   | Likelihood | Impact | Mitigation   | Residual Risk |
|---|------------|--------|--|---------------|
| There is a reputational risk to PCC if Street Scene services are impacted (temporarily during migration, but in particular if the new services or delivery mechanisms are not adequate) | Low        | High   | Robust planning involving frontline staff and experienced managers at all levels will inform decisions made in the project   | Low           |
| There is insufficient capacity or enthusiasm within the VCS or Private Sector to support the creation of Alternative Service Delivery Vehicles  | Low        | High   | Initial contact with Partners has indicated strong support for closer partnership working. Funding and resources are in place to incentivise Partners  | Low           |
| Street Services are not organised or managed in a manner that supports partnership working  | Medium     | Medium | A robust recruitment process will be implemented, ensuring that the right staff will be in place to implement change. To support this, effective performance management and reporting structures will be implemented | Low           |
| The management restructure is delayed, limiting the savings achieved  | Medium     | Medium | The restructure remains on track. Any delay will incur a minor reduction in the savings achieved   | Low           |

## 8.4 Quality Assurance

|  |   |   |  |
|--|---|---|--|
| <p><b>Quality Responsibilities</b></p>   | <p>Responsibilities are shared between:<br/>         The Project Manager<br/>         The Project Executive<br/>         The Programme Manager<br/>         The Senior Responsible Officer<br/>         Additional quality assurance will be provided at various levels, including the project board, programme board and by Members</p>  |   |  |
| <p><b>Quality Criteria</b></p>   | <p><b>Quality Tolerance</b></p>   | <p><b>Quality Assurance Method</b></p>  | <p><b>Quality Check Skills Required</b></p>  |
| <p>The project must be implemented within the parameters of Street Services performance targets, ensuring that service provision is maintained at all times. Success will be measured against savings and stakeholder feedback. Criteria will include:</p> <ul style="list-style-type: none"> <li>-Continued implementation of services</li> <li>-Customer feedback via the Contact Centre and other forums</li> <li>- Monitoring of savings achieved</li> </ul> | <p>Time: there is some tolerance in relation to time as services can continue in their existing form. However, any delay to implementation will impact on the savings achieved. This is not currently quantifiable, but will be as the project develops.</p> <p>Cost: there is some tolerance in relation to cost; as the project is generating a significant saving there is scope to put in place the right resources to ensure implementation. Any reduction in savings will be placed before the Programme Board for consideration.</p> <p>Quality: there is no tolerance in relation to quality. As Street Services are highly visible it is essential that customers continue to receive an effective service. This will be monitored via feedback from the Contact Centre and in community engagement events. As the project aims to improve</p> | <p>Quality assurance methods will be developed through the project depending upon the actions taken. For example if services are commissioned out then adequate monitoring processes will need to be implemented.</p> | <p>The skills required for effective oversight already exist within the Department. The Assistant Director for Street Services and Strategic Director for Place will lead the quality assurance process.</p> |

|  |   |  |  |
|--|---|--|--|
|  | <p>standards any reduction in satisfaction would be considered outside of tolerances</p> <p>Scope: the project proposes to establish the scope of potential changes to Council provision. Therefore there is significant tolerance in relation to its scope, although a minimum level of change needs to be achieved to ensure that targets are met. Therefore some change must be realised for this element to remain in tolerance</p> |  |  |
|--|---|--|--|

## 8.5 Change Management

Street Services is a high-profile department that plays a central role in promoting Plymouth as a positive environment for residents, visitors and workers. While the ‘Creating a Brilliant Co-operative Street Service’ project aims to enhance outcomes for the community by creating more responsive, joined up and responsible services the potential impact on service provision and stakeholders needs to be recognised and planned for.

Street Services management are currently going through a restructure process which will realign the service, creating a leaner, more responsive department that will be better placed to implement a co-operative approach. Co-operative values have been integrated into role profiles, ensuring that successful candidates have the required skill set to support institutional change.

Frontline staff are not currently affected by the project. However, the proposal to investigate alternative delivery vehicles may impact on them at a later stage, and the potential for this to occur will inevitably cause concern. To this end the project will implement briefing sessions to ensure that staff are continually updated about potential changes to Street Services, and the opportunities and challenges that could arise from this.

Further development opportunity will be provided for staff and managers around the Council’s co-operative values, linking them to practice to ensure that a co-operative approach is at the forefront of service provision and there is widespread and shared understanding on what becoming a brilliant cooperative Street Service actually means for everybody involved.

This project will also involve changes in the Council's relationship with Partners. Through the Project Octopus group, co-ordinated by the Zebra Collective, contact has been initiated with VCS organisations to identify their capacity and explore potential opportunities for joint working. This will develop into more specific actions as the project develops with support provided where necessary to help smaller organisations access appropriate support.

Changes to service providers may impact on the Community. The impact of any change to service provision will be assessed by putting the customer at the heart of the considerations. Opportunities for citizens to engage in or start their own VCS groups, for example 'Friends of' groups, will be encouraged, widening potential partnership opportunities and building community capital.

Members will be fully briefed through the lifetime of the project, ensuring that democratic processes are adhered to and enabling Members to respond to changes that occur within their ward.

Underpinning these processes, the project has informally agreed a number of cooperative commitments that will shape its approach to change. These commitments are expected to stand throughout the project (through the preparation, design, implementation and embedding phases) and beyond:

- Co-design opportunities will be provided to stakeholders wherever possible and appropriate.
- Feedback will be sought from any person or organisation potentially affected by change. In particular, the project will be proactive in giving a voice to marginalised community groups
- Feedback loops will always be closed, ensuring that those who provide feedback are aware of its impact
- The project will seek to learn lessons and best practice from Partners, reflecting on their experience of relevant / similar changes
- The project will monitor and measure the effectiveness of the change, using performance management processes and intelligence to embed co-operative values in practice

## **8.6 Communications and Engagement**

This project will impact on a wide range of stakeholders, including the community, staff, Partners and Members. Therefore a broad communication campaign will be required and is being developed, promoting opportunities for engagement, consultation and where appropriate co-design.

At this stage in the project community input is required to understand existing standards of provision and ways in which Street Services can more effectively prioritise its resources. A range of events have been organised in conjunction with the Plymouth Plan, enabling feedback to be collected from across the city. Further sessions will be run, along with the dissemination of information to 'close the loop', making clear how data is used.

Later in the project, when decisions have been made about specific service provision, additional communication will be necessary to update the community on changes, emphasising the rationale behind the decisions made and the positive impact that the project will make.

The project recognises that staff may be concerned about changes to service provision. Therefore staff will be briefed throughout the project, with opportunities for two way conversations to capture their feedback. In addition staff input will be key to understanding existing provision and identifying improvements. Workshops will be run to empower staff to shape the future of services, matching sessions run successfully by GAME’s Commercialisation project.

Effective communication with Partners is required to develop alternative methods of service delivery. This will take place through a range of forums, including Plymouth’s Project Octopus group, bringing together Voluntary and Community groups from across the city. Direct contact will be made with organisations such as Groundworks to explore potential opportunities. Through these dialogues Street Services will gain an understanding of the work being undertaken by Partners, and even where co-production or commissioning does not take place this will still enable the Council to promote and support groups that are contributing to Plymouth’s environment.

Members will be briefed throughout the project. As the initial proposals made are high level the project recognises that additional contact will be necessary to ensure that appropriate decisions are made, and that democratic, co-operative principles are adhered to. Input from Members into the design of alternative models of service delivery and the development of ‘brilliant’ service standards will also be sought.

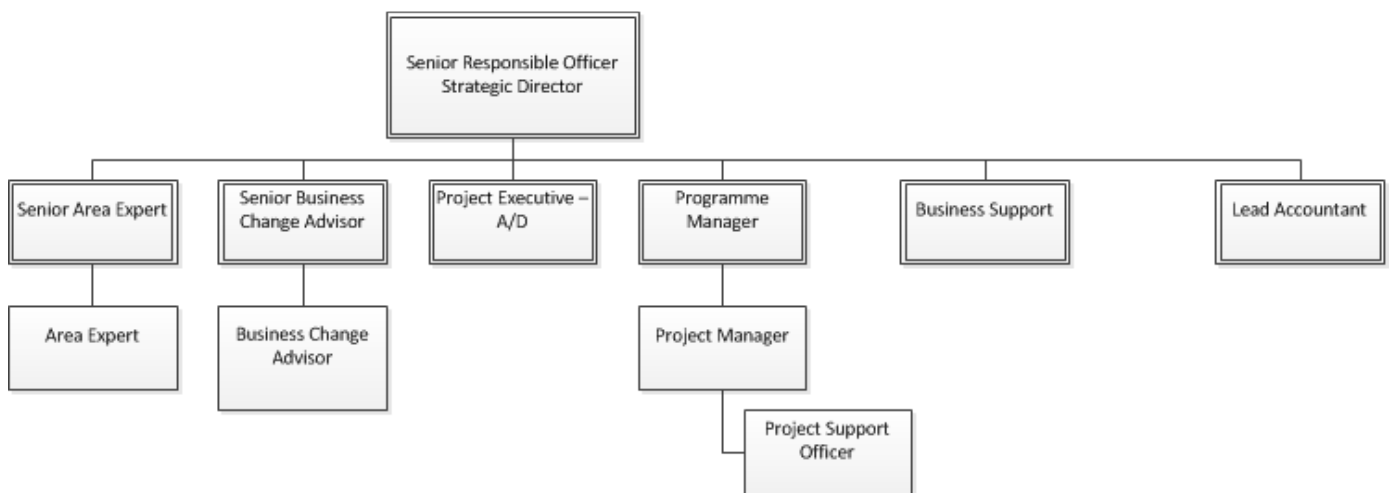
Taken together, examples of the communication approach that the project will take include:

- All Member briefings, providing opportunities for Members to input into the project
- Community engagement sessions
- Briefings for staff
- Meetings with the Voluntary and Community Sector through Project Octopus

A Communications Engagement Breakdown is included in the Appendices, item 9.1.

## 8.7 Framework and Methodologies

### 8.7.1 Governance Structure



## **8.7.2 Methodology**

This project employs Prince 2 project management methodologies.

### **Other tools / methodologies / processes / standards / assurance**

1. Plymouth City Council Transformation Portfolio Lifecycle has been developed to assure the safe delivery of the projects and programmes in the Transformation Portfolio.
2. Governance is applied across the Projects and Programmes in accordance with the Transformation Start-up pack and subsequent documentation found in the Portfolio Office. See S:\Transformation\Portfolio Office
3. All documents pertaining to the standards, processes, tools, methodologies and assurance to be applied to all Programmes and Projects in the Transformation Portfolio will be found in the Portfolio Office Folder as shown above.

All files for specific Programmes and Projects will be filed by Programme and Project. See S:\Transformation\Programme and Project Folders

## 9. Appendices

### 9.1 Communication Engagement Plan

This project is founded on co-operative principles. Furthermore, communication with Partners and staff is integral to the development of new ways of delivering services and in driving forward service standards. Therefore an effective communication campaign is key to the creation of a brilliant, co-operative Street Service. A more detailed communications breakdown is included in the Appendix, section 9.3. Please note that the communication approach will become more detailed as the project develops.

#### Staff Engagement

Managers will face significant change through the management restructure. This will pave the way for a new departmental model that will support a co-operative approach. Therefore managers require support not only in relation to the restructure process, but in developing skills and knowledge to enable them to effectively engage with Partners and the Community and implement change.

Frontline staff will not be impacted upon initially, but may face change as services come to be delivered in different ways.

| Stakeholder Type          | Stakeholder        | Responsible | Accountable | Consulted | Informed |
|---------------------------|--------------------|-------------|-------------|-----------|----------|
| <b>Affected Staff</b>     | CMT                |             | X           |           |          |
|                           | SMT                |             | X           |           |          |
|                           | Trade Unions       |             |             | X         |          |
|                           | Frontline Staff    |             | X           | X         |          |
| <b>Non-affected Staff</b> | Council Wide Staff |             |             | X         |          |

#### Member Engagement

Members will be updated on the progress of the project on a consistent basis, particularly where decisions are required in relation to the way that services are delivered. Alongside this they will be consulted on service provision, with their input supporting Street Services in understanding what a 'brilliant' service might look like.

| Stakeholder Type       | Stakeholder                     | Responsible | Accountable | Consulted | Informed |
|------------------------|---------------------------------|-------------|-------------|-----------|----------|
| <b>Elected Members</b> | Cabinet                         |             |             | X         |          |
|                        | Shadow Cabinet                  |             |             |           | X        |
|                        | Member Transformation Board     |             | X           |           |          |
|                        | The Council's Scrutiny Function |             |             | X         |          |
|                        | Transformation Advisory Group   |             |             | X         |          |
|                        | MPs                             |             |             |           | X        |



## Community Engagement

Community engagement is essential within this project, with input from communities across the city required to enable the project to quantify what a 'brilliant' service might look like and enable different ways of working.

| Stakeholder Type                 | Stakeholder              | Responsible | Accountable | Consulted | Informed |
|----------------------------------|--------------------------|-------------|-------------|-----------|----------|
| <b>Communities and Customers</b> | Communities of Identity  |             |             | X         | X        |
|                                  | Communities of Interest  |             |             | X         | X        |
|                                  | Communities of Geography |             |             | X         | X        |
|                                  | Customers                |             |             | X         | X        |

## Partner Engagement

It is essential the project effectively engages with Partners to open opportunities for the development of alternative methods of service delivery. Resources such as 'Project Octopus' have been utilised to achieve this, and engaged will continue throughout the project. Joint-working or commissioning relationships will result in partners becoming responsible for provision, changing the context within which they are engaged with.

| Stakeholder Type                             | Stakeholder                        | Responsible | Accountable | Consulted | Informed |
|--|------------------------------------|-------------|-------------|-----------|----------|
| <b>Municipal Enterprise Related Partners</b> | Plymouth Community Homes           |             |             | X         |          |
|  | South West Devon Waste Partnership |             |             | X         |          |
|  | AMEY                               |             |             | X         |          |
|  | VCS                                |             |             | X         |          |
|  | Universities                       |             |             | X         |          |
|  | Large Employers                    |             |             | X         |          |
|  | NHS                                |             |             | X         |          |