

# MIDDLESBROUGH COUNCIL

## COUNCIL

25 NOVEMBER 2015

### STRATEGIC PLAN 2015-2018

#### CHIEF EXECUTIVE

#### PURPOSE OF THE REPORT

1. This report provides an update on the Council's Medium-Term Financial Plan position for the period 2015/16 to 2017/18 and seeks approval for the Council's Strategic Plan 2015-2018. The Strategic Plan is the Council's overarching business plan and forms part of the Policy Framework. The plan sets out the Council's approach to meeting the savings targets identified in the Medium-Term Financial Plan.

#### BACKGROUND

2. The Strategic Plan is the Council's overarching business plan, outlining targeted outcomes and providing a broad overview of high-level improvement activity in the short to medium term. It is central to the Council's policy and corporate governance frameworks and is updated annually. It is also the basis of the Council's performance management framework, with progress reviewed on a quarterly basis via Balanced Scorecards.
3. In 2014/15, the Change Programme 2014-17 document fulfilled the function of the Strategic Plan. From 2015/16, following the development of medium-term plans for each Outcome Area and a review of the Council's Performance Management Framework (reported to Executive in July 2015), the Council's Strategic Plan will be presented in two parts:
  - Part 1** *The Change Programme* – which sets out the Council's overarching business strategy for the medium-term; and
  - Part 2** *Outcome Delivery Plans* – nine supporting documents, which outline how key outcomes will be delivered over the period of the Change Programme, aligning with the design principles of the programme.
4. This report provides an update on the Council's Medium-Term Financial Plan position for the period 2015/16 to 2017/18, and sets out the key elements of both sections of the proposed Strategic Plan for 2015-2018, for the consideration and approval of Council. The Strategic Plan sets out the Council's approach to meeting the savings targets identified in the Medium-Term Financial Plan.

## Medium-Term Financial Plan

5. On 23 April 2013, Executive approved the initiation of a Change Programme for the Council to meet the challenges presented by unprecedented and ongoing financial contraction within local government, while at the same time maximising the Council's contribution to the 2020 Vision for Middlesbrough.
6. After a period of stakeholder consultation, Executive approved Phase 1 of the programme on 16 July 2013. Phase 1 was focused on development – providing a direction of travel for the Council and its services over the medium term.
7. With the approval of the Council's Budget for 2014/15, Phase 1 was completed, and the programme was revised to ensure its fitness-for-purpose for Phase 2, which focuses on implementing identified changes via a rolling, three-year programme. The first three-year plan (for 2014-2017) was designed to address the then three-year budget gap of £67m, was endorsed by Executive on 18 March 2014 and approved by Council on 14 May 2014. Budget reduction targets within that plan were based on saving at least 50% of baseline expenditure from support services, 30% from discretionary services and 15% from statutory services.
8. The budget gap for 2015-18 period was identified as to £56m and reported to Executive on 14 July 2015. Further savings were required to meet this gap in its entirety and these additional savings were allocated via an evidence-based unit cost methodology.
9. This work identified the areas of discretionary expenditure where it was felt that the Council seek the next round of budget reductions, given that expenditure was above average for the Council's family group. Unit cost based budget reduction targets were then allocated to these service areas on the basis of 50% of the forecast expenditure above average for that service in 2017/18. These targets were then included in the Medium Term Financial Plan (MTFP) on the basis of 30% of their value in 2016/17 with the remaining 70% in 2017/18, as follows:

Outcome Area	2016/17 (£m)	2017/18 (£m)
1 Economic Development	0.720	1.680
3 Public Health	0.720	1.680
5 Safeguarding & Children's Care	2.100	4.900
6 Social Care	1.800	4.200
7 Environment, Property & Commercial Services	0.090	0.210
	5.430	12.670

10. The three-year budget allocations by Outcome Area following this process were as follows:

### *Net revenue budgets 2015-2018*

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
1 Economic Development	9.391	8.489	6.421
2 Supporting Communities	5.682	5.605	5.605
3 Public Health	-0.543	-2.646	-4.475
4 Learning & Skills	-1.642	-1.642	-1.642
5 Safeguarding & Children's Care	27.818	27.058	24.158
6 Social Care	41.215	40.723	38.056

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
7 Environment, Property & Commercial Services	12.579	8.959	8.689
8 Finance & Investment	5.205	4.306	4.306
9 Organisation & Governance	10.208	7.260	7.204
Corporate (Managed by Chief Finance Officer)	10.004	9.220	9.179
<b>Total</b>	<b>119.917</b>	<b>107.332</b>	<b>97.501</b>

11. Since July 2015, the MTFP has again been refreshed, as set out below.

	2015/16 (£m)		2016/17 (£m)		2017/18 (£m)	
<b>Service Expenditure</b>						
<b>Economic Development &amp; Communities</b>						
(1) Economic Development	9.391		8.102		6.403	
(2) Supporting Communities	5.682		5.113		5.173	
(3) Improving Public Health	-0.543		-1.770		-3.450	
<b>Wellbeing Care and Learning</b>						
(4) Learning & Skills	-1.642		-1.660		-1.613	
(5) Safeguarding & Children's Care	27.818		27.266		25.118	
(6) Social Care	41.215		41.151		37.942	
<b>Commercial &amp; Corporate Services</b>						
(7) Environment, Property & Commercial Services	12.579		12.191		12.016	
(8) Finance & Investment	5.205		4.923		5.032	
(9) Organisation & Governance	10.208		6.919		7.173	
Central	1.564	111.477	1.564	103.799	1.564	95.358
<b>Levies</b>						
Environment Agency	0.100		0.104		0.108	
River Tees Port Health Authority	0.026	0.126	0.027	0.131	0.028	0.136
<b>Central provisions</b>						
Provisions for Pay and contingencies	1.621		0.134		0.834	
Change Fund	4.95		4.950		4.950	
Net Capital financing costs	8.267		8.873		9.373	
Ex DSO non-trading Costs	0.328		0.328		0.328	
Designated authority costs	0.04		0.040		0.040	
Custodian Properties	0.008	15.214	0.008	14.333	0.008	15.533
Net spending		126.817		118.263		111.027
Contribution from Reserves and Provisions	-6.479		-4.400		-4.400	
Business Rates Initiative Grant	-0.435		-0.435		-0.435	
		-6.914		-4.835		-4.835
<b>Net revenue budget</b>		<b>119.903</b>		<b>113.428</b>		<b>106.192</b>
Parish Precepts						
Nunthorpe		0.008		0.009		0.010
Stainton and Thornton		0.006		0.007		0.008
<b>Net Revenue budget (inc. Precepts)</b>		<b>119.917</b>		<b>113.444</b>		<b>106.210</b>

Funded by						
Council Tax		-42.571		-44.830		-46.522
Government Support		-77.346		-67.881		-58.000
		-119.917		-112.711		-104.522

<b>Budget Gap</b>		0		0.733		1.688
<b>Less use of managed underspends</b>		0		-0.733		-1.688
<b>Net budget gap</b>		0		0		0

12. The following assumptions have been applied in refreshing the MTFP:

*Pay awards and inflation*

13. A provision has been made for the estimated impact of a 1% annual pay award.
14. No inflation has been provided for supplies and services and it is expected that this will be met from efficiency savings. Contractual inflation at an annual cost of £1.8 million has been provided for in 2016/2017.
15. Income from fees and charges has been assumed to increase on average by 1%. This excludes car parking charges and statutory charges.

*Living Wage*

16. The estimated impact of the Living Wage on the Council's internal costs and external providers has been included. The impact over the medium-term is currently being reassessed.

*Safeguarding & Children's Care*

17. There are a number of identified potential pressures relating to Safeguarding & Children's Care. These pressures have been based on assumptions in respect of levels of demand. The current assessment is shown below:

Net pressures	2016/17 (£m)	2017/18 (£m)
Additional In year	1.500	1.500
Cumulative over MTFP	1.500	3.000

*Social Care*

18. Within Social Care a provision has been made to address ongoing unavoidable demand led pressures. The current assessment is shown below:

Net pressures	2016/17 (£m)	2017/18 (£m)
Additional in year	0.400	0.400
Cumulative over MTFP	0.400	0.800

*Other changes*

19. Provision has been made for the impact of grant changes including New Homes Bonus (£500,000) and the Better Care Fund (£500,000).
20. An additional annual provision of £340,000 has been made in respect of the Council's agreed Capital Programme.
21. Provision has also been made for legislative changes, including National Insurance (at an estimated annual cost £1.2 million).

### *Council Tax*

22. It has been assumed that the rate of Council Tax will increase by 2% per annum over the MTFP period.

### *Government support*

23. There is a high level of uncertainty surrounding the future level of Central Government funding to local authorities. The MTFP has assumed a 36% reduction over the next three years, equating to approximately £27 million.

### *Overall position*

24. The projected gap over the MTFP period based on the above assumptions is as follows:

Gap	2016/17 (£m)	2017/18 (£m)
In year Gap	0.732	0.956
Cumulative over MTFP	0.732	1.688

25. While work is ongoing to address the above gap through service efficiencies and the appropriate use of reserves and balances, the position may change significantly on receipt of the Local Government Finance Settlement later in 2015. On a longer term basis the Council will maintain its approach to evaluating unit costs as compared with relevant comparators in order to identify areas for future savings in 2018/2019.

26. The revised outline budget allocations for the coming two years by Outcome Area following the above described MTFP refresh are set out below.

Outcome Area	2016/17 (£m)	2017/18 (£m)
1 Economic Development	8.102	6.403
2 Supporting Communities	5.113	5.173
3 Public Health	-1.770	-3.450
4 Learning & Skills	-1.660	-1.613
5 Safeguarding & Children's Care	27.266	25.118
6 Social Care	41.151	37.942
7 Environment, Property & Commercial Services	12.191	12.016
8 Finance & Investment	4.923	5.032
9 Organisation & Governance	6.919	7.173
Corporate (Managed by Chief Finance Officer)	11.209	12.416
Total	113.444	106.210

27. In addition to this revenue commitment, the first 2015/16 review of the Capital Programme provides for a revised capital allocation per Outcome Area as outlined below. The Council is currently undertaking a review of its capital programme and the outcome of this will be included in the next iteration of the Strategic Plan.

### *Gross capital budgets 2015-2018*

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
1 Economic Development	27.237	35.079	4.603
2 Supporting Communities	0.042	0	0
3 Public Health	0	0	0

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
4 Learning & Skills	5.149	2.181	0.300
5 Safeguarding & Children's Care	0	0	0
6 Social Care	2.652	1.098	0.060
7 Environment, Property & Commercial Services	7.227	6.031	0.100
8 Finance & Investment	0	0	0
9 Organisation & Governance	5.594	3.047	0
Total	47.901	47.436	5.063

## The Change Programme

28. Given the ongoing financial challenges outlined above, it is appropriate to extend the Change Programme to 2018. The programme has developed a range of proposed initiatives to ensure that the savings targets for 2016/17 and beyond are achieved. These are appended to this report as follows:

**Appendix A** Initiatives requiring no *public* consultation i.e. either having no public impact, or having been already impact-assessed, mitigated where possible and / or justified. Some internal consultation may be required if the initiatives have a significant impact on employees.

**Appendix B** Initiatives that will be subject to the impact assessment process and on which the Council will consult prior to implementation in 2016/17.

**Appendix C** Initiatives that may require separate consultations and / or impact assessments in future years as proposals are further developed.

29. The revised Change Programme document for 2015-2018, which is updated to reflect the revised budget allocations and the initiatives outlined in Appendices A-C, is attached at Appendix D for Council consideration and approval.

30. The document restates the Council's approach to change, provides an update on progress in the first year of the programme, and outlines anticipated resources (both revenue and capital) and targeted outcomes over the next three years for each of the Council's nine Outcome Areas.

## Outcome Delivery Plans

31. The Change Programme 2014-2017 document committed the Council to the development and implementation of a three-year budgeting and planning cycle.

32. Accordingly, in extending the Change Programme to 2018, the Council has undertaken an exercise to develop three-year Outcome Delivery Plans, supported by outline medium-term revenue and capital budgets.

33. The nine Outcome Delivery Plans – owned by Assistant Directors – are attached at Appendix E, and include the key measures of success for each Outcome Area over the next three years.

34. The nine Outcome Delivery Plans will be updated quarterly through the Council's performance management arrangements and fully revised on an annual basis. Assistant Directors will continue to engage with Overview and Scrutiny Board and Scrutiny Panels where relevant to test and develop proposals set out in the Plans and seek feedback.

## **Next steps**

35. The 2015 Comprehensive Spending Review will report on 25 November 2015 and clearly may have implications for the Medium-Term Financial Plan and as a result the Council's Strategic Plan.
36. As such, a further report will be presented to Council in March 2016, which will:
- confirm the 2016/17 budget and three-year budget allocations to 2018/19 by Outcome Area following CSR 2015;
  - outline any necessary further initiatives to address savings targets within an updated Strategic Plan document for 2016-2019; and
  - comply with the Public Sector Equality Duty and set out any impacts identified from initiatives proposed to meet savings targets for 2016/17.

## **PROPOSALS**

37. It is proposed that the Medium-Term Financial Plan position for the period 2015/16 to 2017/18, and the outline budget allocations for each Outcome Area for the same period, be noted.
38. It is proposed that the Strategic Plan 2015-2018 be approved, as the means of meeting with savings targets identified within the Medium-Term Financial Plan and that proposed savings initiatives for 2016/17 and beyond identified in Appendices A-C be noted. Approval of the plan will ensure that the Council's overarching business plan remains fit for purpose, enable the effective delivery of strategic priorities, and to communicate the Council's improvement agenda to all stakeholders.
39. It is proposed that a further report will be presented to Council in March 2016 that will refresh the Medium-Term Financial Plan following the November 2015 Comprehensive Spending Review, confirm the 2016/17 budget and three-year budget allocations to 2018/19 by Outcome Area and outline any necessary further initiatives to address savings targets within an updated Strategic Plan document for 2016-2019.

## **Equality Impact Assessment**

40. The Public Sector Equality Duty (PSED) (as set out in the Equality Act 2010) places a statutory duty on the Council, in exercising its functions, to have regard to the need to:
- eliminate discrimination, harassment and victimisation;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
41. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;

- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

42. Protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Where decisions may be relevant to one or more of these protected characteristics, the Council is obliged to assess the impact. If there is judged to be an adverse impact on these characteristics that is relevant to the PSED, steps are taken to consider whether it can be avoided or mitigated. Where it cannot be avoided or mitigated, a decision can only be taken if it can be justified.
43. The Council must also have due regard to the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled including, in particular, steps to take account of disabled persons' disabilities.
44. To assist in understanding potential impacts, proposed initiatives to deliver budget reduction targets have been initially assessed and categorized in Appendices A-C.
45. Those in Appendix A do not require public consultation, either because they relate to the continued implementation of decisions already taken or because they have no impact on the public. Some will require internal consultation with employees and impact assessments will be undertaken where necessary as part of service reviews to assess the impact of these individual proposals in implementing structures which will ensure savings are delivered.
46. Those in Appendix B have been identified as having a potential impact on staff and / or the public. These proposals will be subject to individual impact assessments, and the Council will consult on these prior to implementation in 2016/17.
47. Those in Appendix C may require separate consultations and / or impact assessments in future years as proposals are further developed.
48. It should be noted that that there may be some movement between the appendices if it becomes clear that this is necessary. This will be tracked to ensure a transparent approach to assessing the impact of proposed initiatives.
49. The overarching Strategic Plan document has been subject to a Level 1 (screening) Impact Assessment, which is at Appendix F of this report. No negative differential impact on diverse groups and communities is anticipated from the direction of travel set by the Strategic Plan. Initiatives for 2015/16 formed part of the 2015/16 Budget, approved by Council on 4 March 2015, and were either impact-assessed as part of that process, or were / will be assessed in-year where appropriate. Proposed changes for 2016/17 and future years will be impact-assessed as set out above.



## **RECOMMENDATIONS**

It is recommended that Council:

- Notes the Medium-Term Financial Plan position for the period 2015/16 to 2017/18, and the outline budget allocations for each Outcome Area for the same period.
- Approves the Strategic Plan 2015-2018 as the means of meeting the savings targets identified within the Medium-Term Financial Plan and notes proposed savings initiatives for 2016/17 and beyond identified in Appendices A-C.
- Notes that a further report will be presented to Council in March 2016 that will refresh the Medium-Term Financial Plan following the November 2015 Comprehensive Spending Review, set the 2016/17 budget and confirm three-year budget allocations to 2018/19 by Outcome Area and outline any necessary further initiatives to address savings targets within an updated Strategic Plan document for 2016-2019.

## **BACKGROUND PAPERS**

Executive Report | 23 April 2013 | Change Programme and Senior Management Arrangements

Executive Report | 16 July 2013 | Progressing the Change Programme

Executive Report | 18 March 2014 | Change Programme 2014-2017

Council Report | 14 May 2014 | Change Programme 2014-17

Council Report | 4 March 2015 | Revenue Budget, Council Tax and Prudential Indicators 2015/16

Executive Report | 14 July 2015 | Strategic Plan 2015-2018

## **CONTACT**

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## **Appendix A**

Ref	Initiative	Savings (£)	
		2016/17	2017/18
<b>Outcome Area:</b>	<b>1 Economic Development</b>		
1A	Merger of civil enforcement officer and street warden teams.	200,000	200,000
N23	Supplies and services moratorium.	56,000	0
1C	Highways employee-related savings.	467,000	467,000
1E	Supplies and services savings.	41,000	41,000
1F	Removal of warning notice at Newport Bus Lane enforcement zone.	60,000	60,000
5	Temporary closure of the Town Hall for renovation.	200,000	0
37	Economic Development administration savings.	9,041	9,041
<b>Outcome Area:</b>	<b>2 Supporting Communities</b>		
6	New early help model to reduce homelessness demand.	53,000	53,000
7	Reduce overlapping advice services.	24,000	24,000
37	Supporting Communities administration savings.	8,811	8,811
<b>Outcome Area:</b>	<b>3 Public Health</b>		
9 / 10	New model for prioritising public protection activity.	149,000	149,000
37	Public Health administration savings.	2,089	2,089
8	Review of Public Health contracts	370,000	2,050,000
<b>Outcome Area:</b>	<b>4 Learning &amp; Skills</b>		
37	Learning and Skills administration savings.	0	12,240
<b>Outcome Area:</b>	<b>5 Safeguarding &amp; Children's Care</b>		
15F	Tees Valley mutual enterprise for adoption.	22,500	45,000
37	Safeguarding and Children's Care administration savings.	0	16,068
N2	Supplies and services saving.	50,000	50,000
<b>Outcome Area:</b>	<b>6 Social Care</b>		
N1	Efficiency review of Supporting People contract services.	150,000	150,000
18	Adult Social Care staffing reductions (non-social work).	117,286	117,286
37	Adult Social Care administration savings.	15,221	15,221
<b>Outcome Area:</b>	<b>7 Environment, Property &amp; Commercial Services</b>		
21 / 29	Reduction in cost of Council property.	253,500	530,000
23	Staffing review to improve efficiency and reduce vehicle hires.	150,000	150,000
25	Environment, Property & Commercial Services Staffing Review	14,444	14,444
N24 / N7	Senior Management Review.	124,160	124,160
N26	Commercial Services income generation.	90,000	240,000
N4	Staffing review to improve efficiency in Bereavement Services.	100,000	100,000
N6	TUPE transfer of cleaning staff to Leisure Trust.	100,000	100,000
N9	Review of bus station departure charges.	20,000	20,000
N10	Increase income from commercial rents	76,000	76,000
37	Environment, Property & Commercial Services administration savings.	19,196	19,196
N25	One-off expenditure savings to cover property savings.	216,500	0
N13	Efficiency review of school catering services.	70,000	70,000
N8	Amalgamation of environmental education and enforcement functions.	40,000	40,000
<b>Outcome Area:</b>	<b>8 Finance &amp; Investment</b>		
30	Finance and Accountancy Review.	296,000	296,000

Ref	Initiative	Savings (£)	
		2016/17	2017/18
<b>Outcome Area:</b>	<b>8 Finance &amp; Investment</b>		
32	Transactional Finance Review.	173,575	173,575
N16	Housing Benefits Administration Review.	25,000	25,000
33	Commissioning Review.	243,403	243,403
34	Non-Strategic Assets Review.	234,000	234,000
<b>Outcome Area:</b>	<b>9 Organisation &amp; Governance</b>		
35	Capital financing savings.	580,777	580,777
37	Finance and Investment administration savings.	4,539	4,539
36	ICT Review.	476,000	557,771
37	Organisation and Governance administration savings.	255,090	255,090
38	HR Review.	430,000	430,000
40	Performance and Partnerships Review.	31,000	31,000
41	Registrars back office restructure.	66,000	66,000
42	Democratic Services Review.	209,115	278,115

## **Appendix B**

Ref	Initiative	Savings (£)	
		2016/17	2017/18
<b>Outcome Area:</b>	<b>1 Economic Development</b>		
1G	10p increase in car parking charges and introduction of on-street car parking charge for Middlehaven.	150,000	150,000
1H	Removal of school crossing patrols at sites that have pelican crossings.	24,000	24,000
<b>Outcome Area:</b>	<b>5 Safeguarding &amp; Children's Care</b>		
15 J	Increase home support for teenagers and families, reducing residential care placements.	271,000	436,000
<b>Outcome Area:</b>	<b>6 Social Care</b>		
17A	Workforce remodelling to remove double-handling of cases.	264,000	264,000
17B	Increased use of reablement services to reduce the need for ongoing social care support.	384,000	384,000
17D	Improved quality assurance in assessment and review of individuals to provide greater use of personalised care.	600,000	600,000
17D	Closure of ASPIRE service.	203,000	203,000
17D	Cessation of health-related tasks.	65,000	65,000
17D	Use of service providers to undertake simple reviews of individuals' needs.	35,000	35,000
<b>Outcome Area:</b>	<b>7 Environment, Property &amp; Commercial Services</b>		
19	Move to a Trust model for Leisure Services.	580,000	580,000
19	Redesignate the Southlands Centre as a commercially-owned and operated business centre.	300,000	300,000
N3/N12	Review of CCTV and security services.	160,000	160,000
N5	Charge 20p for use of bus station toilets.	50,000	50,000
<b>Outcome Area:</b>	<b>9 Organisation &amp; Governance</b>		
44	Review of customer access to centralise contact points and increase online service access points.	160,000	160,000

## **Appendix C**

Ref	Initiative	Savings (£)	
		2016/17	2017/18
<b>Outcome Area:</b>	<b>1 Economic Development</b>		
1B	Street Lighting LED.	0	56,000
3	Review of Integrated Transport Unit.	0	344,000
5	Review of culture provision.	0	1,301,692
<b>Outcome Area:</b>	<b>5 Safeguarding &amp; Children's Care</b>		
15	Unit cost based savings.	0	4,726,000
15C	Establish a three bedroom Home for children with disabilities.	0	150,000
<b>Outcome Area:</b>	<b>6 Social Care</b>		
17	Unit cost based savings.	0	3,972,000
<b>Outcome Area:</b>	<b>7 Environment, Property &amp; Commercial Services</b>		
22	Review of carbon emissions.	0	60,000
<b>Outcome Area:</b>	<b>8 Finance &amp; Investment</b>		
31	Custodian property savings.	0	41,000

The Change Programme

Middlesbrough  
moving forward

# The Change Programme 2015 - 2018



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- This document is the Council's overarching business plan and as such is central to the Council's policy framework. It will be reviewed and updated on an annual basis.
- The change projects listed within this document are live at the time of publication.
- If you have any queries on the Council's Change Programme, or require any further information, please contact [changeprogramme@middlesbrough.gov.uk](mailto:changeprogramme@middlesbrough.gov.uk).



## Introduction

1. Fundamental change to the way the Council operates is required if it is to meet the challenges presented by unprecedented public spending cuts, increasing costs and the growing demand for services, and also continue to deliver the 2020 Vision for Middlesbrough. This document outlines the Council's plans to achieve this change for the period 2015-2018.

## The 2020 Vision for Middlesbrough

2. The Council reviewed its strategic priorities for Middlesbrough in 2012 and published them in the [Middlesbrough 2020, Our Vision](#) document. This sets out a vision for Middlesbrough to be 'the place to live, work and visit' and is supported by three strategic aims:
  - a town that is clean, safe and healthy;
  - a learning town, in which families and communities thrive; and
  - a town that continues to transform.
3. The vision has subsequently been adopted by the Council's partners and in its role as a community leader the Council is working with communities and its partners to achieve the Vision. In addition, the Council is working with its partners to develop a Combined Authority for the Tees Valley.

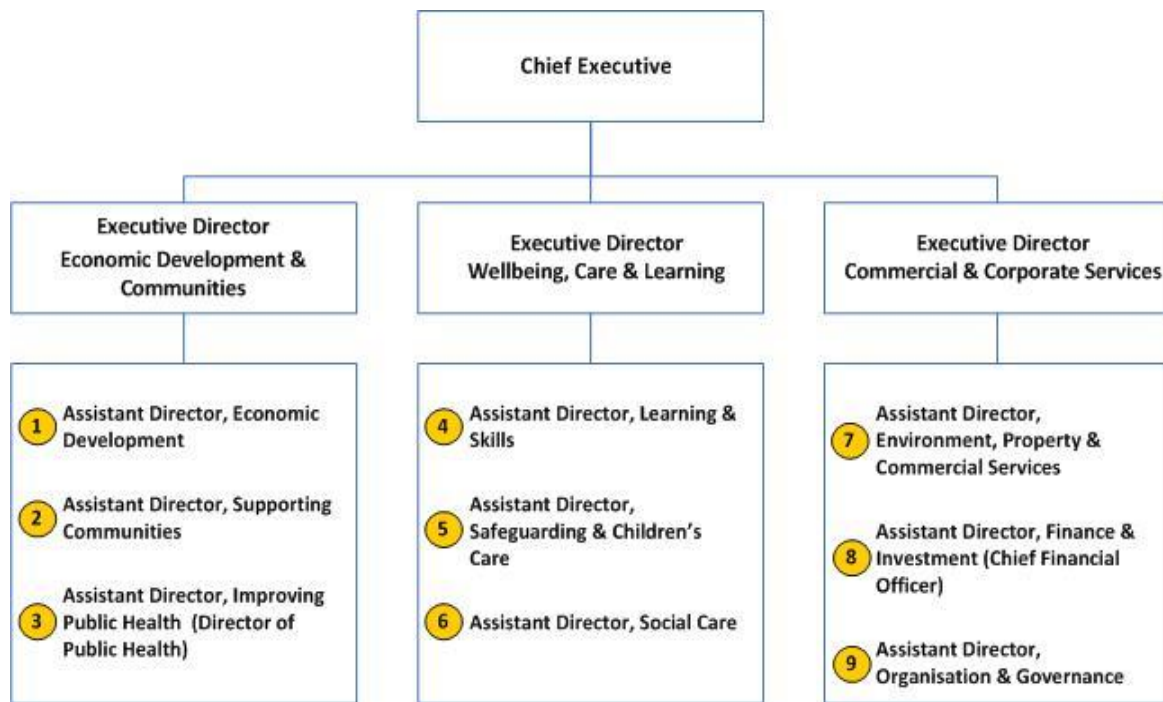
## The Council's Contribution to the Vision for Middlesbrough

4. The Council has identified **three** strategic objectives and **nine** supporting outcomes that together will demonstrate its contribution to the achievement of the 2020 Vision for Middlesbrough.



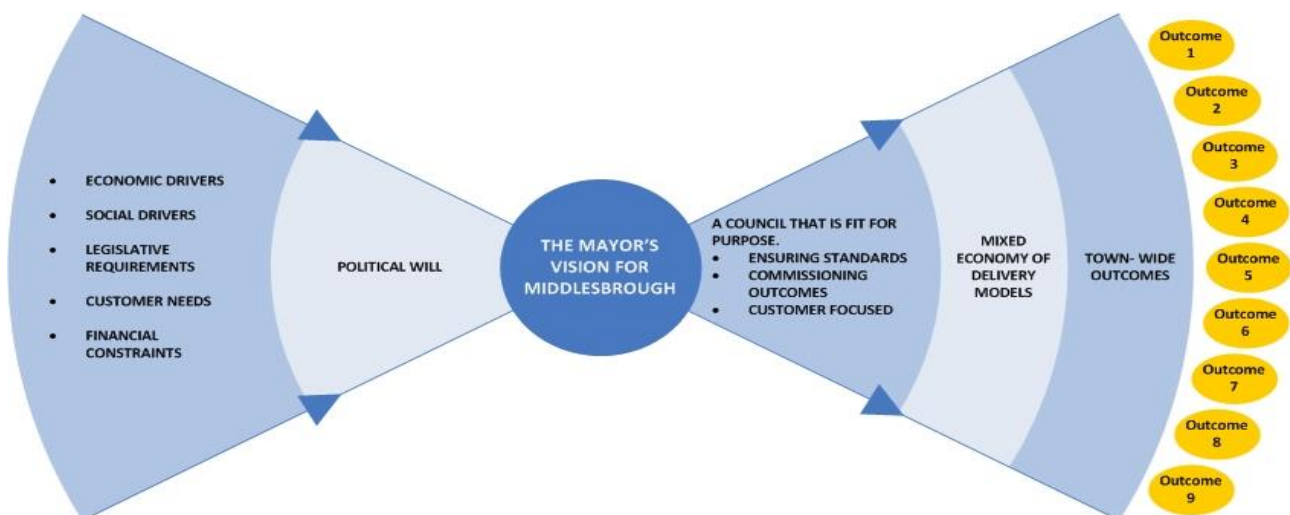
5. Within the Council's senior management structure, nine Assistant Directors take singular responsibility for specific outcomes, and collective responsibility for all nine outcomes.





**The Council’s Operating Model – An Ensuring Council**

- 6. The Council must focus its efforts on optimising its contribution to the Vision. As a result, the Council’s operating model has changed from being a default **provider of services** to that of a default **commissioner of outcomes**, while maintaining its overarching responsibility for **ensuring** the social, economic and environmental wellbeing of the town.
- 7. To achieve this it is creating a culture where there is strong political leadership and accountability; local need is identified and met; collaboration, joint-working and income opportunities are maximised; and appropriate service delivery models are employed.
- 8. The Council’s operating model is illustrated in the diagram below.



- 9. Services and functions identified by the Council as necessary to support the achievement of targeted outcomes will be provided by the organisation that offers best value (in terms of social outcomes, cost and the balance of risk). A key element of this model is to work more cooperatively with local people and voluntary and community groups, developing their capacity and enabling them to co-design and deliver local services, manage local assets and so improve local outcomes over the long term. This will enable future delivery models to reflect social values as well as achieving necessary financial savings.

10. In addition, the Council has agreed a number of principles that will govern the approach taken to delivering the changes required in the implementation of this model, and with which all future services must align:

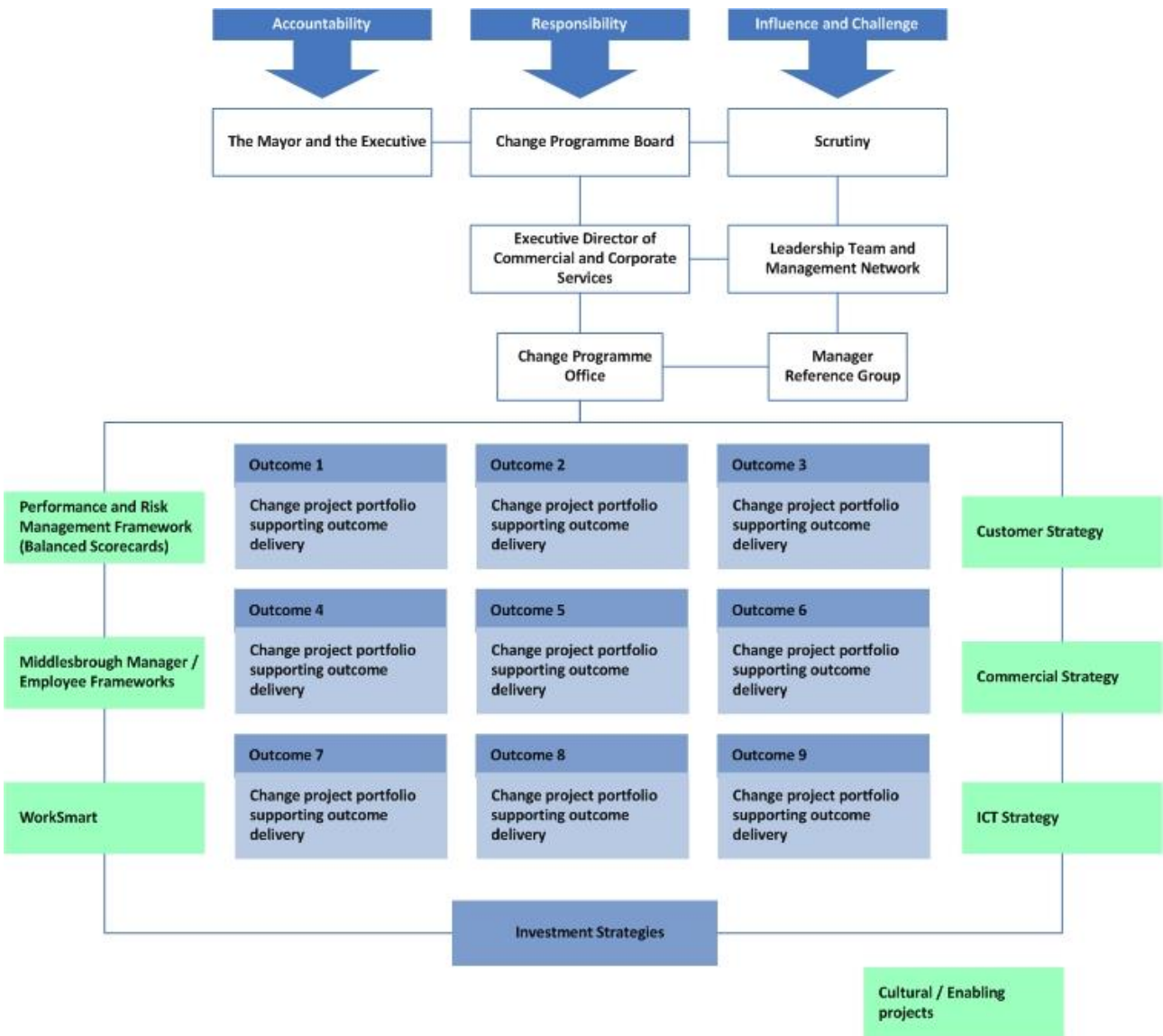


**The Change Programme**

11. To be successful, the delivery of change must be approached in a systematic, coherent and controlled manner. In April 2013 the Council’s Executive approved a rolling, medium-term Change Programme that provided for such an approach. The Change Programme was to be implemented in two phases – **development** and **implementation** – and subject to regular reviews against agreed objectives, savings targets and the management and staffing arrangements required to achieve these.

**Structure and governance**

The structure of the Change Programme is outlined in the diagram below:



12. Overall accountability for delivery of the Change Programme resides with the Mayor and the Executive. The Executive Director of Commercial and Corporate Services is responsible for the overall programme at officer level. Responsibility for cash-releasing projects lies with the relevant Assistant Director. Organisational cultural change and enabling activity will be a key focus for the Council as a whole and will continue to be driven and owned by the Executive Director of Commercial and Corporate Services.
13. Governance of the programme is via a Change Programme Board, chaired by the Mayor and comprising Executive Portfolio Holders, the Chief Executive and LMT members as appropriate. The Board is supported by a Programme Management Office, and progress on implementing the Change Programme is reviewed regularly, with updates provided to Executive as appropriate. The programme is reviewed on an annual basis, aligned with the Council's budget setting process.

### **Phase 1: Development (July 2013 – March 2014)**

14. The development phase comprised options appraisals of all major Council services and functions, led in the main by independent reviewers, which provided for each service or function an objective assessment of:
  - the comparative funding and performance levels against sector averages; and
  - the current extent of modernisation and the capacity and readiness for change.
15. The aim of the development phase was to identify savings of 50% in support services, 30% in discretionary services and 15% in statutory services on the 2012/13 baseline over the four years to 2016/17. This was in line with the former Mayor's stated objectives to protect the vulnerable and frontline services as far as practicable.
16. Once quality-assured, the information from these options appraisals was used to identify a direction of travel for all service areas in the medium term, and an outline understanding of the level of investment required to implement preferred options.
17. During this phase the Council also commenced ongoing dialogue with all stakeholders on the Change Programme and town-wide priorities. This dialogue will enable the Council to better understand the level of support required for local communities and groups to fully collaborate in the delivery of the 2020 Vision for Middlesbrough, and will continue throughout the period of the Change Programme.

### **Phase 2: Implementation**

18. The options appraisal process enabled the Council to construct its budget reduction activity for 2014/15, to meet the then budget gap of £22 million. A series of mitigating actions were agreed that reduced the gap by £7 million together with 40 savings initiatives that addressed the remaining £15 million.
19. In May 2014, the Council approved the first rolling medium-term Change Programme document, for 2014-2017. The document committed the Council to a number of key actions in 2014/15:
  - delivering £15m savings through a range of change projects overseen by the Change Programme Office;
  - determining the future operating models for "big ticket" service areas to be implemented between 2015-2017, specifically Sport and Leisure, Culture, Streetscene and support services (the 2014/15 Mayor's Budget added Highways to this list);
  - revising the Council's medium-term Capital Programme to ensure that it maximised its contribution to the 2020 Vision and the local economy; and
  - commencing the implementation of organisational cultural change and enabling activity required to deliver the Council's future operating model.

## **Year 1: Progress to date (January 2014 – March 2015)**

20. Significant progress was made in the Change Programme's first year of implementation, as outlined below.

### *Cash-releasing projects*

- Change projects delivered the required £15m of savings in 2014/15, which was a key contributory factor to the Council meeting its budget gap.
- A best value appraisal model for future delivery models was agreed by Executive in November 2014 and informed consideration of future models for Sport and Leisure; Environment, Property and Commercial Services, and the support services currently delivered on behalf of the Council by Mouchel. The subsequent outcomes of these appraisals (respectively established trust, established joint venture, and reduced externalisation / insourcing) reflect the Council's aim of selecting the best value option resulting in a mixed economy of service provision.

### *Cultural-enabling projects*

- The Council restructured its senior management, and delivered a development programme for this cohort to ensure managers' awareness of their responsibilities within the Middlesbrough Manager Competency Framework. Frontline managers are being trained during 2015/16.
- A Middlesbrough Employee Competency Framework has also been introduced, together with a new appraisal framework for all Council employees.
- A new Performance Management Framework was introduced across the Council based on the Balanced Scorecards concept, supporting a focus on outcomes and a more rounded view of best value.
- A new Commercial Strategy for the Council was developed, to change the culture of the organisation in relation to commercial practice, and set out how the Council will assess the viability of continuing to operate services currently considered to be economically viable and improve the net budget position for commercial services.
- A 'Service Promise' process was introduced to promote a more customer-focused approach to support services costs going forward. For the first time the customers of support services will rate the services they receive, and this will inform future planning for these services.

### *Investment*

- The capital appraisal process was revised to fully take into account return on investment and in January 2015 Executive agreed a new capital programme, investing a total of £175.5m in the town in the medium-term. This has subsequently been reviewed again, with revised capital allocations outlined below.
- A new Estates Strategy for the Council was developed, to ensure that the Council drives the maximum value from assets portfolio. The Estates Strategy is aligned with the ethos of the Commercial Strategy.

## **Years 2-4: Plans for the next year and beyond (April 2015 – March 2018)**

21. The budget gap for 2015-18 period was identified as to £56m and reported to Executive on 14 July 2015. Further savings were required to meet this gap in its entirety and these additional savings were allocated via an evidence-based unit cost methodology.

22. This work identified the areas of discretionary expenditure where it was felt that the Council seek the next round of budget reductions, given that expenditure was above average for the Council's family group. Unit cost based budget reduction targets were then allocated to these service areas on the basis of 50% of the forecast expenditure above average for that service in 2017/18. These targets were then included in the Medium Term Financial Plan (MTFP) on the basis of 30% of their value in 2016/17 with the remaining 70% in 2017/18, as follows:

Outcome Area	2016/17 (£m)	2017/18 (£m)
1 Economic Development	0.720	1.680
3 Public Health	0.720	1.680
5 Safeguarding & Children's Care	2.100	4.900
6 Social Care	1.800	4.200
7 Environment, Property & Commercial Services	0.090	0.210
	5.430	12.670

23. The three-year budget allocations by Outcome Area following this process were as follows:

*Net revenue budgets 2015-2018*

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
1 Economic Development	9.391	8.489	6.421
2 Supporting Communities	5.682	5.605	5.605
3 Public Health	-0.543	-2.646	-4.475
4 Learning & Skills	-1.642	-1.642	-1.642
5 Safeguarding & Children's Care	27.818	27.058	24.158
6 Social Care	41.215	40.723	38.056
7 Environment, Property & Commercial Services	12.579	8.959	8.689
8 Finance & Investment	5.205	4.306	4.306
9 Organisation & Governance	10.208	7.260	7.204
Corporate (Managed by Chief Finance Officer)	10.004	9.220	9.179
Total	119.917	107.332	97.501

24. Since July 2015, the MTFP has again been refreshed, as set out below.

	2015/16 (£m)		2016/17 (£m)		2017/18 (£m)	
<b>Service Expenditure</b>						
<b>Economic Development &amp; Communities</b>						
(1) Economic Development	9.391		8.102		6.403	
(2) Supporting Communities	5.682		5.113		5.173	
(3) Improving Public Health	-0.543		-1.770		-3.450	
<b>Wellbeing Care and Learning</b>						
(4) Learning & Skills	-1.642		-1.660		-1.613	
(5) Safeguarding & Children's Care	27.818		27.266		25.118	
(6) Social Care	41.215		41.151		37.942	
<b>Commercial &amp; Corporate Services</b>						
(7) Environment, Property & Commercial Services	12.579		12.191		12.016	
(8) Finance & Investment	5.205		4.923		5.032	
(9) Organisation & Governance	10.208		6.919		7.173	
Central	1.564	111.477	1.564	103.799	1.564	95.358
<b>Levies</b>						
Environment Agency	0.100		0.104		0.108	
River Tees Port Health Authority	0.026	0.126	0.027	0.131	0.028	0.136
<b>Central provisions</b>						
Provisions for Pay and contingencies	1.621		0.134		0.834	
Change Fund	4.95		4.950		4.950	
Net Capital financing costs	8.267		8.873		9.373	
Ex DSO non-trading Costs	0.328		0.328		0.328	
Designated authority costs	0.04		0.040		0.040	
Custodian Properties	0.008	15.214	0.008	14.333	0.008	15.533
Net spending		126.817		118.263		111.027
<b>Contribution from Reserves and Provisions</b>						
Contribution from Reserves and Provisions	-6.479		-4.400		-4.400	
Business Rates Initiative Grant	-0.435		-0.435		-0.435	
		-6.914		-4.835		-4.835
<b>Net revenue budget</b>		119.903		113.428		106.192

	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
Parish Precepts			
Nunthorpe	0.008	0.009	0.010
Stainton and Thornton	0.006	0.007	0.008
<b>Net Revenue budget (inc. Precepts)</b>	<b>119.917</b>	<b>113.444</b>	<b>106.210</b>

Funded by			
Council Tax	-42.571	-44.830	-46.522
Government Support	-77.346	-67.881	-58.000
	-119.917	-112.711	-104.522

<b>Budget Gap</b>	0	0.733	1.688
<b>Less use of managed underspends</b>	0	-0.733	-1.688
<b>Net budget gap</b>	<b>0</b>	<b>0</b>	<b>0</b>

25. The following assumptions have been applied in refreshing the MTFP:

*Pay awards and inflation*

26. A provision has been made for the estimated impact of a 1% annual pay award.

27. No inflation has been provided for supplies and services and it is expected that this will be met from efficiency savings. Contractual inflation at an annual cost of £1.8 million has been provided for in 2016/2017.

28. Income from fees and charges has been assumed to increase on average by 1%. This excludes car parking charges and statutory charges.

*Living Wage*

29. The estimated impact of the Living Wage on the Council's internal costs and external providers has been included. The impact over the medium-term is currently being reassessed.

*Safeguarding & Children's Care*

30. There are a number of identified potential pressures relating to Safeguarding & Children's Care. These pressures have been based on assumptions in respect of levels of demand. The current assessment is shown below:

Net pressures	2016/17 (£m)	2017/18 (£m)
Additional In year	1.500	1.500
Cumulative over MTFP	1.500	3.000

*Social Care*

31. Within Social Care a provision has been made to address ongoing unavoidable demand led pressures. The current assessment is shown below:

Net pressures	2016/17 (£m)	2017/18 (£m)
Additional in year	0.400	0.400
Cumulative over MTFP	0.400	0.800

### *Other changes*

32. Provision has been made for the impact of grant changes including New Homes Bonus (£500,000) and the Better Care Fund (£500,000).
33. An additional annual provision of £340,000 has been made in respect of the Council's agreed Capital Programme.
34. Provision has also been made for legislative changes, including National Insurance (at an estimated annual cost £1.2 million).

### *Council Tax*

35. It has been assumed that the rate of Council Tax will increase by 2% per annum over the MTFP period.

### *Government support*

36. There is a high level of uncertainty surrounding the future level of Central Government funding to local authorities. The MTFP has assumed a 36% reduction over the next three years, equating to approximately £27 million.

### *Overall position*

37. The projected gap over the MTFP period based on the above assumptions is as follows:

Gap	2016/17 (£m)	2017/18 (£m)
In year Gap	0.732	0.956
Cumulative over MTFP	0.732	1.688

38. While work is ongoing to address the above gap through service efficiencies and the appropriate use of reserves and balances, the position may change significantly on receipt of the Local Government Finance Settlement later in 2015. On a longer term basis the Council will maintain its approach to evaluating unit costs as compared with relevant comparators in order to identify areas for future savings in 2018/2019.

39. The revised outline budget allocations for the coming two years by Outcome Area following the above described MTFP refresh are set out below.

Outcome Area	2016/17 (£m)	2017/18 (£m)
1 Economic Development	8.102	6.403
2 Supporting Communities	5.113	5.173
3 Public Health	-1.770	-3.450
4 Learning & Skills	-1.660	-1.613
5 Safeguarding & Children's Care	27.266	25.118
6 Social Care	41.151	37.942
7 Environment, Property & Commercial Services	12.191	12.016
8 Finance & Investment	4.923	5.032
9 Organisation & Governance	6.919	7.173
Corporate (Managed by Chief Finance Officer)	11.209	12.416
Total	113.444	106.210

40. The effect on this exercise on the Council's departmental budgets is as follows:

- The budget for the Economic Development and Communities department (Outcomes 1-3 above), will continue to reduce over the period, reflecting the fact that the Council has historically spent significantly more on some services in this area than its family group average, reflecting significant potential savings opportunities.

- The budget for the Wellbeing, Care and Learning department (Outcomes 4-6 above), will reduce in cash terms from 2016/17, but still grow as a proportion of the Council's net budget for the period from around 50% to 60%, thereby continuing the principle of protecting frontline services and vulnerable groups as far as practicable.
- The budget for the Commercial and Corporate Services department (Outcome 7-9 above), will continue to reduce over the period, albeit at a slower rate, reflecting the significant savings (up to 50%) already achieved or planned in these areas in line with the budget savings targets identified in Phase 1 of the Change Programme.

41. In addition to this revenue commitment, the first 2015/16 review of the Capital Programme provides for a revised capital allocation per Outcome Area as outlined below. The Council is currently undertaking a review of its capital programme and the outcome of this will be included in the next iteration of the Strategic Plan.

#### *Gross capital budgets 2015-2018*

Outcome Area	2015/16 (£m)	2016/17 (£m)	2017/18 (£m)
1 Economic Development	27.237	35.079	4.603
2 Supporting Communities	0.042	0	0
3 Public Health	0	0	0
4 Learning & Skills	5.149	2.181	0.300
5 Safeguarding & Children's Care	0	0	0
6 Social Care	2.652	1.098	0.060
7 Environment, Property & Commercial Services	7.227	6.031	0.100
8 Finance & Investment	0	0	0
9 Organisation & Governance	5.594	3.047	0
Total	47.901	47.436	5.063

42. Priorities for the Council in 2015/16 and beyond include:

#### *Cash-releasing projects*

- Developing and implementing an effective and integrated demand management strategy and commencing the corresponding transformation of the Wellbeing, Care and Learning department.
- Effectively managing the return of services from Mouchel to maximise their contribution to the Change Programme.
- Implementing the Alternative Delivery Models identified in 2014/15, and identifying the preferred future delivery models for the remaining 'big ticket' items: highways, and cultural services, and for community buildings and libraries.

#### *Cultural-enabling projects*

- Developing and implementing a new Customer Strategy for all services, promoting a 'right first time' and 'digital by default' culture.
- Developing and implementing a revised Commissioning Strategy for the Council to support the effective commissioning of outcomes across the organisation.
- Continuing to embed the Middlesbrough Manager Competency Framework by training frontline managers, and providing managers with a range of toolkits providing guidance on revised HR, finance and other policies.
- Commence training for the Middlesbrough Employee Competency Framework, underpinned by the introduction of a new Learning Management System for all employees.
- Appraising options for the implementation of a WorkSmart for employees, to maximise ICT and minimise office space.
- Developing and delivering a revised ICT Strategy, to underpin all cultural change activity, in particular the implementation of changes to enterprise and key line of business applications.



43. The Change Programme has driven the development of three-year Outcome Delivery Plans, revenue budget allocations, and capital allocations, setting out in further detail the priorities outlined above. A summary of the nine Outcome Delivery Plans is included in the following section, which sets out the key measures of success for each outcome area over the next three years.

## Outcome Statements

Outcome 1	Owner: Assistant Director, Economic Development		
<i>Securing economic development, physical regeneration and transport to create jobs and housing such that the mix of jobs, skills and quality of housing in the town is complementary.</i>			
Key measures of success:			
<ul style="list-style-type: none"> <li>Increase Council income through Council Tax, New Homes Bonus and Business Rates</li> <li>Increase employment in priority sites / sectors e.g. TAMP, Middlehaven, Hemlington Grange Business Park</li> </ul>		<ul style="list-style-type: none"> <li>Build 1,230 new homes (including 410 Council Tax Band D+) and bring 120 empty properties back into use</li> <li>Transform cultural assets to have regional significance and increased commercialism</li> </ul>	
Service portfolio:			
<b>Economic Growth</b> service, comprising cultural services, economic development, housing and major regeneration schemes.	<b>Highways</b> service, comprising highways strategy, car parking, public and community transport and street lighting.	<b>Planning</b> service, comprising planning policy, development control and building control.	
Net budget profile:			
	2015/2016	2016/2017	2017/2018
	£9.391m	£8.102m	£6.403m
Current change projects:			
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Econ. Dev. / Planning Review	-£405,454	-£10,733	-£0
Highways ADM	-£220,000	-£942,000	-£0
Transportation Review	-£36,000	-£0	-£344,000
MIMA	-£410,000	-£0	-£0
Tees Valley Unlimited	-£18,000	-£0	-£0
Culture ADM	-£60,000	-£200,000	-£1,101.692
Capital investment:			
	2015/2016	2016/2017	2017/2018
	£27.237m	£35.079m	£4.603m

Outcome 2		Owner: Assistant Director, Supporting Communities		
<i>Providing services and support to communities such that people have more fulfilling lives, feel safe and their need for support services reduces.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Reduce demand for social care services</li> <li>Reduce prevalence of poor parenting</li> <li>Reduce gap in school readiness rate to national average level</li> </ul>		<ul style="list-style-type: none"> <li>Reduce prevalence of domestic abuse</li> <li>Reduce the impact of drug and alcohol abuse</li> <li>Reduce gap in 16-18 year olds NEET level to national average</li> </ul>		
Service portfolio:				
<b>Stronger Communities</b> service, comprising Environment City, community infrastructure, libraries and archives, community safety, advice services and the Troubled Families initiative.		<b>Stronger Families</b> services, comprising targeted support for individuals and families, and school readiness.		<b>North East Migration Partnership</b> , managing the relationship between the Home Office and local authorities in the North East around asylum and migration issues.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£5.682m		£5.113m		£5.173m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Supporting Comms Review	-£1,657,429	-£8,811	-£0	
Homelessness / Advice	-£77,000	-£77,000	-£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£0.042m		£0m		£0m

Outcome 3		Owner: Assistant Director, Improving Public Health		
<i>Achieving longer and healthier lives, reducing health inequalities and protecting the local population from environmental hazards and incidents.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Improved life expectancy at birth, healthy life expectancy and reduced inequalities</li> <li>More people living longer, healthier and fulfilling lives</li> <li>Improved uptake of prevention and early intervention</li> </ul>		<ul style="list-style-type: none"> <li>More people adopting healthier lifestyles</li> <li>More children having the best start in life</li> <li>Reduction in number of outbreaks, public protection incidents and environmental hazards</li> </ul>		
Service portfolio:				
<b>Public Protection</b> service, comprising emergency planning, environmental protection, environmental health, trading standards and licensing.		<b>Public Health</b> service, comprising health protection, health service quality and health improvement and Health development.		
Net budget profile:				
	2015/2016		2016/2017	2017/2018
	-£0.543m		-£1.770m	-£3.450m
Current change projects:				
Project		Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Public Health Review		-£138,522	-£137,089	-£0
PH Commissioning		-£1,000,000	-£370,000	-£1,680,000
Metrology		-£0	-£14,000	-£0
MTFP Adjustments		-£0	-£1,700,000	-£0
Capital investment:				
	2015/2016		2016/2017	2017/2018
	£0m		£0m	£0m

Outcome 4		Owner: Assistant Director, Learning and Skills		
<i>Promoting effective learning for children and adults such that residents fulfil their potential, attainment improves and people have the requisite skills to secure employment.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Reduce rate of permanent exclusions from school</li> <li>Increase in children achieving good level of development at Early Years</li> <li>Increase in children achieving the expected level of phonics de-coding</li> <li>Increase in children achieving required standards across all key stages</li> <li>Improve success rates in Community Learning Skills programmes</li> </ul>				
Service portfolio:				
<b>Access to Education</b> service, comprising school placement planning, admissions and attendance.		<b>Achievement</b> service, comprising Middlesbrough Achievement Partnership, school improvement and employability / adult learning.		<b>SEN and Vulnerable Learners</b> service, comprising SEN, Cleveland Unit, Vulnerable Learners, Sensory Impairment and Complementary Education.
Net budget profile:				
2015/2016		2016/2017		2017/2018
-£1.642m		-£1.660m		-£1.613m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Learning and Skills Review	-£30,000	-£12,240	-£0	
Cross Cutting Savings	-£33,567	-£0	-£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£5.149m		£2.181m		£0.300m

Outcome 5		Owner: Assistant Director, Safeguarding and Children's Care		
<i>Protecting and safeguarding vulnerable adults and children and, wherever possible, seek to enable a safe environment that reduces dependency on services.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>• Reduce Child Protection Plans</li> <li>• Reduce repeat Child Protection Plans</li> <li>• Reduce Looked After Children</li> <li>• Improve stability of LAC placements</li> <li>• Increase adoptions</li> <li>• Reduce first time entrants to Youth Justice System</li> <li>• Reduction in repeat youth offending</li> </ul>				
Service portfolio:				
<b>Safeguarding Services</b> , comprising first contact services, assessment and care planning. <b>Support and Development</b> service, comprising home support, contact and family teams, resource team, Gleneagles, Fir Tree, Holly Lodge and Rose Croft.		<b>Intervention Services</b> , comprising assessment and care planning and training, development and research. <b>South Tees Youth Offending Service</b> , comprising Middlesbrough and Redcar teams and resource and development team.		<b>Specialist Services</b> , comprising CWD, Pathways, Looked After Children, Families Forward, family Placement and adoption and fostering. <b>Risk and Reduction</b> service, focusing on reducing teenage conceptions and substance misuse.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£27.818m		£27.266m		£25.118m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Safeguarding Review	-£830,000	-£16,068	-£0	
Tees Valley Adoption	-£0	-£22,500	-£22,500	
Supporting Teenagers at Home	-£0	-£271,000	-£165,000	
Establish 3 bedroom home for Children with Disabilities	£0	£0	-£150,000	
Supplies and Services	-£80,000	-£50,000	-£0	
Unit Cost Based Savings	-£0	-£0	-£4,726,000	
MTFP Adjustments	-£0	-£2,660,625	-£142,375	
Demand Mitigation	-£1,000,000	-£0	-£0	
Demand	£3,000,000	£1,500,000	£1,500,000	
Capital investment:				
2015/2016		2016/2017		2017/2018
£0m		£0m		£0m

Outcome 6		Owner: Assistant Director, Social Care		
<i>Providing support to help families and adults in need and, maximise their independence such that dependency on services reduces.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Minimise the need for on-going support services with a focus on self-serve, resolution of inquiries at first contact and proportionate intervention</li> <li>Maximise the control that service users have over the services that support them</li> <li>Increase the satisfaction of service users with social care services</li> <li>Reduce delayed transfers of care attributable to social care</li> <li>Deliver reablement services to agreed standards</li> <li>Reduce the reliance on residential care for those with complex needs</li> </ul>				
Service portfolio:				
<b>Prevention, Access and Provider Services</b> , comprising Community Services, Intermediate Care, Staying Put service, hospital team, access team, service development, Levick Court and Gleneagles.			<b>Specialist and Lifelong Services</b> , comprising mental health, transitions, children with disabilities, intervention and review teams.	
Net budget profile:				
2015/2016		2016/2017		2017/2018
£41.215m		£41.151m		£37.942m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Social Care Review	-£542,857	-£249,793	-£0	
Supporting People Review	-£125,000	-£150,000	-£0	
Supplies and Services	-£160,000	-£0	-£0	
Review of Double Handling	-£0	-£264,000	-£0	
Prevention and Independence	-£0	-£384,000	-£0	
Quality and Assurance Framework	-£0	-£903,000	-£0	
Unit Cost Based Savings	-£0	-£0	-£3,972,000	
MTFP Adjustment	-£0	-£757,000	-£0	
Demand Mitigation	-£767,000	-£0	-£0	
Demand	£2,300,000	£400,000	£400,000	
Capital investment:				
2015/2016		2016/2017		2017/2018
£2.652m		£1.098m		£0.060m

Outcome 7		Owner: Assistant Director, Environment, Property and Commercial Services		
<i>Providing, managing, maintaining and enhancing highways, streets, parks, open spaces, leisure facilities, public buildings and commercial properties such that the quality of place supports the needs of residents, visitors and business.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Implementation of Estates Strategy action plans to support future Council Strategic requirements</li> <li>Reduce domestic waste collected and landfilled</li> <li>Percentage of domestic waste recycled or composted</li> <li>Maintain street cleanliness standards at 90% or above</li> <li>Improve the trading performance of commercial services</li> <li>Improve user satisfaction with the Council's operational buildings</li> <li>Improve usage of and satisfaction with local leisure facilities</li> <li>Increase participation in sport and leisure activity to promote public health outcomes</li> <li>Crematorium performance against ICCM standards</li> <li>Deliver service support activities in line with Service Promise</li> </ul>				
Service portfolio:				
<b>Asset Management</b> service, comprising the estates strategy and the strategic and commercial property management.		<b>Property and Commercial Services,</b> comprising repairs and maintenance, building cleaning and caretaking, building maintenance, bus station, leisure centres and venues, school catering, bereavement services, TCES and security / CCTV.		<b>Environment Services,</b> comprising area care and waste, kerbside recycling, dog wardens, pest control, waste services, parks and allotments, highways inspection and maintenance, winter maintenance and fleet management.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£12.579m		£12.191m		£12.016m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Highways ADM	-£200,000	-£0	-£0	
Leisure ADM	-£430,000	-£980,000	-£0	
Worksmart	-£0	-£0	-£0	
Fleet Services	-£155,000	-£150,000	£0	
Streetscene Review	-£143,818	-£214,404	-£0	
Property Savings	-£371,000	-£470,000	-£60,000	
Commercial Services	-£130,000	-£186,000	-£150,000	
Carbon Emissions	-£0	-£0	-£60,000	
Review of CCTV and Security Services	-£0	-£160,000	-£0	
Askham Bryam Transfer	-£100,000	-£0	-£0	
Bereavement Services	-£150,000	-£100,000	-£0	
Catering Services Review	-£0	-£70,000	-£0	
Charge for Bus Station Toilets	-£0	-£50,000	-£0	
MTFP Adjustments	-£0	-£165,000	-£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£7.227m		£6.031m		£0.100



Outcome 8		Owner: Assistant Director, Finance and Investment		
<i>Ensuring that the financial assets and services and the physical assets of the Council support services in meeting needs whilst ensuring corporate financial probity.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Ensure that the Council's financial governance processes are fit-for-purpose</li> <li>Increase collection rates for Council Tax and Business Rates</li> <li>Promote improved commissioning practice within the Council</li> <li>Ensure readiness of local residents for ongoing welfare reform</li> <li>Deliver service support activities in line with Service Promise</li> </ul>				
Service portfolio:				
<b>Finance</b> service, comprising financial planning, accountancy, capital programme, asset register, revenues and benefits, creditors and debtors, insurance and internal audit.		<b>Commissioning and Procurement</b> service, comprising commissioning and procurement support, commercial strategy and VC liaison.		<b>Loans and Investments</b> service, comprising loans and investments and pensions.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£5.205m		£4.923m		£5.032m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Finance & Accountancy Review	-£296,000	-£300,539	-£0	
Commissioning Review	-£309,000	-£243,403	-£0	
Capital Programme	-£715,000	-£580,777	-£0	
Transactional Finance	-£41,000	-£173,575	-£0	
Revenues and Benefits Admin	-£0	-£25,000	-£0	
Estates Strategy	-£233,000	-£234,000	-£0	
Custodian Properties	-£125,000	-£0	-£41,000	
MTFP Adjustment	-£0	-£130,000	-£0	
Cross Cutting Savings	£80,559	-£0	£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£0m		£0m		£0m

Outcome 9		Owner: Assistant Director, Organisation and Governance		
<i>Ensuring that the democratic and governance processes of the Council are robust and that our staff and organisational support meets the needs of the services.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Ensure all Human Resources policies are up-to-date and compliant</li> <li>Ensure delivery of key Change Programme projects in line with the Council's strategy</li> <li>Ensure delivery of key Capital Projects to the agreed programme</li> <li>Deliver key projects identified within the ICT strategy by their agreed target dates to meet the business needs of the Council</li> <li>Ensure a customer-focused Coroner service, which deals promptly with inquests</li> <li>Ensure a customer-focused Registrars service that deals effectively with the registrations of births, marriages and deaths</li> <li>Ensure customer-focused Electoral Services that effectively register voters and ensure elections are run in accordance with legislative standards</li> <li>Deliver service support activities in line with Service Promise</li> </ul>				
Service portfolio:				
<b>Democratic Services</b> , comprising communications, complaints, electoral services, governance and member support and information governance. <b>Legal Services</b> , comprising legal advice, register services and the Coroner service.		<b>Human Resources</b> service, comprising HR advice, Employee Services and Workforce Development. <b>ICT and Capital Programmes</b> service, comprising ICT and the monitoring of the capital programme.		<b>Performance and Partnerships</b> service, comprising corporate policy and performance management, equality and diversity and consultation, risk management and business continuity and partnership development.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£10.208m		£6.919m		£7.173m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Perf. & Partnerships Review	-£750,000	-£31,000	-£0	
Democratic Services Review	-£0	-£209,115	-£69,000	
Mark. & Comms Review	-£47,000	-£0	-£0	
Legal Services Review	-£160,000	-£0	£0	
Registrars Support	-£0	-£66,000	-£0	
HR Review	-£160,000	-£430,000	£0	
Payroll Review	-£388,000	-£0	-£0	
Administration Review	-£2,155,000	-£255,090	-£0	
Customer Access Review	-£125,000	-£160,000	-£0	
ICT ADM	-£720,000	-£476,000	-£81,771	
Corporate Initiatives	-£195,000	-£0	-£0	
Trade Union Facility Time	-£20,000	-£0	-£0	
Cross Cutting Savings	£189,088	£1,859	£0	
MTFP Adjustment	-£0	-£107,000	-£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£5.594m		£3.047m		£0m

## **Appendix E: Strategic Plan Pt 2: Outcome Delivery Plans 2015-2018**

This section details Outcome Delivery Plans for the following areas over the 2015-2018 period:

1. Economic Development;
2. Supporting Communities;
3. Improving Public Health;
4. Learning and Skills;
5. Safeguarding and Children's Care;
6. Social Care;
7. Environment, Property and Commercial Services;
8. Finance and Investment; and
9. Organisation and Governance.

# Economic Development Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Economic Development.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the 2020 Vision for Middlesbrough, the Council's strategic objective of **Improving Community and Economic Resilience**, and in particular the supporting outcome of:

***Securing economic development, physical regeneration and transport to create jobs and housing such that the mix of jobs, skills and quality of housing in the town is complementary.***

The plan will be a key document within the Change Programme, providing both the vision and the roadmap for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome
- key issues that must be addressed so that the outcome can be achieved
- where we will be in 2018
- the roadmap for getting there
- a summary of anticipated resources to support delivery
- risks to the strategy and roadmap
- how success will be measured.

### **Kevin Parkes**

*Executive Director,  
Economic Development  
and Communities*

### **Sharon Thomas**

*Assistant Director,  
Economic Development*

## One Page Summary

Outcome 1	Owner: Assistant Director, Economic Development		
<i>Securing economic development, physical regeneration and transport to create jobs and housing such that the mix of jobs, skills and quality of housing in the town is complementary.</i>			
Key measures of success:			
<ul style="list-style-type: none"> <li>Increase Council income through Council Tax, New Homes Bonus and Business Rates</li> <li>Increase employment in priority sites / sectors e.g. TAMP, Middlehaven, Hemlington Grange Business Park</li> </ul>		<ul style="list-style-type: none"> <li>Build 1,230 new homes (including 410 Council Tax Band D+) and bring 120 empty properties back into use</li> <li>Transform cultural assets to have regional significance and increased commercialism</li> </ul>	
Service portfolio:			
<b>Economic Growth</b> service, comprising cultural services, economic development, housing and major regeneration schemes.	<b>Highways</b> service, comprising highways strategy, car parking, public and community transport and street lighting.	<b>Planning</b> service, comprising planning policy, development control and building control.	
Net budget profile:			
	2015/2016	2016/2017	2017/2018
	£9.391m	£8.102m	£6.403m
Current change projects:			
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Econ. Dev. / Planning Review	-£405,454	-£10,733	-£0
Highways ADM	-£220,000	-£942,000	-£0
Transportation Review	-£36,000	-£0	-£344,000
MIMA	-£410,000	-£0	-£0
Tees Valley Unlimited	-£18,000	-£0	-£0
Culture ADM	-£60,000	-£200,000	-£1,101.692
Capital investment:			
	2015/2016	2016/2017	2017/2018
	£27.237m	£35.079m	£4.603m

## **Background and key issues**

### **Delivering the 2020 Vision for Middlesbrough**

1. Economic Development is committed to driving forward a step change in Middlesbrough's economic prosperity. This will not only improve the quality of life of our citizens but also generate significant capital and revenue income for the Council.
2. The Outcome Area is in the unique position that it is able to generate wealth through increased employment opportunities by ensuring businesses are supported and the town is well placed to react to economic opportunities. This will reduce levels of welfare dependency in the town, which in turn cross-fertilises the benefits to all of the other Outcome Areas for current and future generations.
3. 7,000 new homes are planned over the next 15 years which will grow the town's population, increase Council Tax income and increase the amount of New Homes Bonus and Section 106 contributions achieved by the Council for essential infrastructure and affordable housing. This will be achieved through the allocation of new sites in south Middlesbrough and by ensuring that brownfield sites, for example Gresham and Grove Hill, remain a priority.
4. A fair housing market for all residents will be developed which will include new high quality and desirable affordable housing and be achieved by working closely with housing providers to unlock sites.
5. Major physical redevelopment of key sites and assets such as Middlehaven will help to raise Middlesbrough's competitiveness both regionally and nationally, changing perceptions of the town, which in turn will grow investor confidence and encourage more inward investment. Infrastructure and good transport networks are essential for delivery.
6. A successful cultural service can have a significant impact on the economic vitality and general feeling of wellbeing around the town. A dynamic and commercially successful cultural service will be delivered. The Town Hall is a significant asset for the service and a £8m project is being delivered to improve its cultural offer. Support will be provided for creative sector business start-ups.
7. The town's 'engine room', the town centre, is key to Middlesbrough's future prosperity through the provision of jobs and services. Despite the recession it has continued to grow and through the development of a Town Centre Strategy and Action Plan this momentum will be continued.
8. High quality access, public transport and car parking is an important factor in choice of shopping destination. Ease of access, safe and secure parking and associated walking routes into town are key factors contributing to a thriving town centre.
9. There is currently £300million of committed development on site or contractually committed to be invested in Middlesbrough over the next three years.
10. Crucially, these developments will generate in the region of 1,600 direct FTE jobs and training opportunities over the three year period, which will provide the lever to help Middlesbrough's people thrive and prosper, while the additional income generated will protect the Council's services and assist in the delivery of all Outcome Delivery Plans.
11. To ensure access to employment, retail and leisure activities, it is essential that new, high quality road and transport networks and services are delivered and existing networks are well maintained to encourage economic growth.

### **Potential barriers**

12. The most important barrier to tackle is ensuring that the new jobs and training generated benefit Middlesbrough's residents. 30,000 people commute into the town for employment every day with just 21,000 travelling out for work. Aspiration, education, training and skills are therefore key to the delivery of Outcome 1 and are an important requirement for the delivery of this plan. It will also be important to ensure work is joined up with Outcome 2.



13. Access to employment for those without a car (30% in Middlesbrough), is important, thus improvements to bus, rail, cycling and walking routes and services play a key role in enabling local job opportunities to be taken up.
14. Middlesbrough suffers from poor perceptions and this in turn acts as a barrier for investor confidence, people shopping in the town centre, enjoying the town's leisure offer or choosing to buy local homes. The [Middlesbrough Is Changing](#) initiative will therefore be key to delivery of this outcome. It is essential to create an environment that stimulates investment and increases confidence that Middlesbrough is a good place for development and that the Council has a culture of enablement and making things happen.
15. Infrastructure such as roads, utilities, schools and good quality open space are essential to unlocking sites and developments and to ensure that neighbourhoods and employment sites provide high quality environments to live and work. Identifying, planning, resourcing and delivering essential infrastructure is also key to delivery of this plan. In particular, the introduction of the direct Middlesbrough to London rail route will help the town's national competitiveness while the highway infrastructure needed to deliver the Local Plan housing sites underpin a major component for the town's strategy for economic growth and the delivery of this outcome plan. Work will continue with neighbours to develop the Tees Valley Metro while all infrastructure delivery will ensure resilience to extreme weather.
16. The delivery of the service and its projects and programmes requires experienced and competent staff. As staff numbers continue to reduce it will become increasingly important to focus capacity on the projects that will make the greatest economic impact, identify the skills and knowledge needed and have a clear succession plan in place.
17. Finally, as experienced by other northern towns, the global and national economy can act as a major barrier to the delivery of this plan. The recent, prolonged global recession has led to many projects stalling and some ceasing all together. The global and national economy is out of the control the Council; however, it will be essential to closely monitor the economy for any signs of negative change and drive projects forward while the economy is on the up to make the most of growth while it exists.

### **Critical Success Factors**

18. The critical success factors are:

- successful delivery of housing targets;
- delivery of essential infrastructure;
- maintaining momentum and optimising economic opportunities;
- number of new businesses;
- improved / efficient road and rail connectivity with other areas;
- increased employment levels;
- New Homes Bonus increases;
- spend to save investment required to reduce longer term cost of services e.g. LED light project;
- a town centre that continues to be attractive to visitors and businesses;
- successful regeneration that rebalances the Council Tax profile;
- improving the image of the town and quality of life / opportunity; and
- securing / maximising external investment.

### **Savings challenges**

19. The savings challenges facing Economic Development are as follows:

- delivering savings on time and continuing to be able to have the resources to deliver the 2020 Vision, therefore Change Programme reviews are critical to ensure that residual service provision is effective and efficiencies are maximised; and
- whilst the service is fortunate that it is able to generate income, invest and charge staff to other funding sources, the main challenge the savings targets present, like all Outcome Areas, is the ongoing reduction in staff numbers and expertise.



## Further information

20. Further information in relation to the issues identified above can be found in the following documents:

- [Middlesbrough 2020 Vision](#)
- Change Programme 2015-2018
- [Local Plan](#)
- [Local Transport Plan](#)
- [Tees Valley Strategic Economic Plan](#)
- [Tees Valley Strategic Infrastructure Plan](#)
- Culture Services Service Plan
- Middlesbrough Parking Strategy.

## Where we are now

21. A summary analysis of the services and functions currently provided by Economic Development is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Planning	Planning Policy	In house	Green
	Building Control	In house	Green
	Development Control	In house	Green
Transport and Infrastructure	Highways Man., Maintenance and Design	Mixed	Amber
	Active Travel and Road Safety	In house	Amber
	Concessionary fares	In house	Amber
	Parking and Traffic Engineering	In house	Amber
Economic Growth	Development Services	In house	Amber
	Economic Development	In house	Green
	Cultural Services	In house	Red
	Tees Valley Unlimited	Partnership	Green

22. An exercise to allocate savings based on unit cost comparisons has been completed across the Council, and identified additional savings targets for Culture and Highways, as set out in the 2015-18 Strategic Plan.

23. The services brought together under the banner of Economic Development all contribute in differing ways to the overarching outcome, as detailed below:

Service	Service Element	Contribution
Planning	Planning policy	Sets strategic policy for housing and other land uses and ensures land availability and creates the framework for investment and economic growth.
	Building Control	Ensures good quality construction and that new buildings and structures are safe and constructed to legislative standards.
	Development Control	Enables development and ensures it is of a good standard and attractive to residents, visitors and businesses.

Service	Service Element	Contribution
Transport and Infrastructure	Highways Management, Maintenance and Design	Provides the technical expertise to deliver future infrastructure improvements and maintain existing infrastructure assets to reflect the ambition of the town.
	Active Travel and Road Safety	Works with transport operators to improve bus and rail services, particularly for those who do not have access to a car. It promotes and facilitates increased walking, cycling and road safety to improve health outcomes and provides transport for school children and disabled adults. Crucially, it keeps our people safe when on the highway network.
	Parking and Traffic Engineering	Provides safe, attractive and accessible town centre parking facilities and introduce measures to combat congestion, particularly on routes into and out of the town centre and onto the wider strategic highway network. Car parking is playing a crucial role in the economy of the Town Centre through the provision of good quality, safe car parks and discounted parking charges.
Economic Growth	Tees Valley Unlimited	Tees Valley has a long track record of public and private working across the region to address strategic economic development, and transport matters. This cross boundary approach is channelled through Tees Valley Unlimited (TVU), which operates as a voluntary public/private partnership delivering the Tees Valley Statement of Ambition and the Tees Valley Economic Plan. TVU operates as the Local Enterprise Partnership for the Tees Valley sub-region.
	Development Services	Delivers the physical development projects of the town such as Middlehaven and Gresham and tackles private sector housing problem areas by working to reduce empty homes and improve housing standards.
	Economic Development	Supports the economic vitality of Middlesbrough by supporting businesses, inward investment, the town centre and 'Digital City'.
	Cultural Services	Contributes to the town's economy by attracting visitors to the town's cultural venues and events such as the Mela and Tees Pride and creating employment.

24. The strengths, weaknesses, opportunities and threats relating to the current service can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>The Service has the potential to generate large levels of income for the Council.</li> <li>It has the ability to enable major investment in the town.</li> <li>Strong external partnerships e.g. University, house builders etc.</li> <li>Growing private investor confidence and development momentum.</li> </ul>	<ul style="list-style-type: none"> <li>Poor perceptions of the town which adversely affect investor confidence and their ability to raise finance.</li> <li>High levels of economic deprivation which affect the town's demographics and ability to convince major retailers and investors to come due to reduced spending power.</li> <li>Deteriorating highway assets.</li> <li>Specialist engineering and contract management skills no longer available from in house resources.</li> <li>Reliance on external grant / project based funding to deliver services and projects.</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>• National economic growth demonstrated by development and the current £300million investment expected over the next three years.</li> <li>• Private sector investment.</li> <li>• Increase in Section 106 affordable housing payments over the next 15 years.</li> <li>• £48,000 gross, £10,000,000 net Capital Programme allocation.</li> <li>• Regional and pan-regional transport bodies and funding.</li> <li>• New direct rail link to London.</li> <li>• External funding opportunities such as Local Growth Fund, European Funding, Lottery and Empty Homes Fund.</li> <li>• Increase in funding for transport and highway infrastructure to support economic growth (Section 106 highway improvements, increased capital programme highway maintenance, street lighting, Dock Bridge, future new strategic highway links).</li> <li>• Through the rail franchise and electrification processes improved rail services are being sought.</li> <li>• Increase the number of cultural events in the town.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of control of national and global economic performance.</li> <li>• Potential lack of confidence in the economy affecting investment.</li> <li>• Local people do not secure the new jobs and training opportunities created.</li> <li>• Essential infrastructure is not delivered which subsequently stalls development.</li> <li>• Changes in government legislation, which may impact on how the service can deliver functions e.g. Section 106 negotiations / contributions.</li> </ul>

### **Where we will be in 2018**

25. The significant Section 106 affordable housing contributions due to the Council from housing developments provide an exciting opportunity to generate income for the Council, as well as provide secure and affordable homes for local residents.
26. Through the Housing Delivery Vehicle, the Council will buy homes throughout the town and the rental income will provide ongoing revenue income. By 2018 it is estimated that up to 35 homes will have been purchased which would provide a net income of circa £120,000 per annum. By 2021, the number of homes could increase to 70 which would provide £240,000 in net annual income.
27. Both the Culture and Transport and Infrastructure Alternative Delivery Model ADM projects could potentially change the way in which functions that sit within these services are delivered. ADM assessments to be completed during 2015/16 will determine the future operating models for these services.
28. Regardless of the operating model, by 2018 Cultural Services will be operating in a more commercial manner to maximise potential income streams. Partnership work with Teesside University will continue to ensure mima thrives.
29. If the Tees Valley Combined Authority is implemented, opportunities such as increased regional powers and devolved funding could make a significant impact on the economic development landscape.
30. The high level of capital investment will see a shift in the operating model for Highways to maintenance of the asset rather than the provision of new assets.
31. Large scale housing demolitions will have been completed at Gresham, St Hilda's and Grove Hill. This will enable redevelopment to be delivered.
32. Subsidised bus services will cease due to budget reductions and the ending of time limited section 106 funding.
33. In-house landscape provision will have ceased and replaced by ad hoc commissioned works as required. Detailed reviews are underway which will identify other functions which may cease.
34. The key changes over the next three years are summarised in the following table:

Service area	Where will be in 2018
Planning	<ul style="list-style-type: none"> <li>An additional 1,200 new homes built with 400 in Council Tax Band D or above.</li> <li>Major housing Local Plan sites masterplanned to ensure high quality neighbourhoods delivered.</li> <li>Coulby Newham disposal commenced.</li> <li>Local Plan (non-housing sites) revised to ensure that economic and town centre policies/strategy aligns with the 2020 Vision and creates a framework to enable inward investment and support further economic growth.</li> <li>Increase in New Homes Bonus and Council Tax.</li> <li>Increase in Section 106 affordable housing funding received.</li> </ul>
Transport and Infrastructure	<ul style="list-style-type: none"> <li>£5m LED street light replacement programme complete, saving £520k year on year.</li> <li>Direct Middlesbrough to London rail service commenced.</li> <li>Train Station improvements complete.</li> <li>£10M highway investment completed.</li> <li>South Middlesbrough Highways improvements progressing.</li> <li>Ladgate to Longlands link road and the Stainton Way Western Extension road funding secured.</li> <li>South Middlesbrough electricity supply provided.</li> </ul>
Economic Growth	<b>Middlehaven</b> <ul style="list-style-type: none"> <li>A major leisure development will have opened, increasing visitors and spend in the town.</li> <li>BoHo 5 will be complete and fully occupied with digital businesses.</li> <li>Boho 1 and Boho 5 will be self-financing.</li> <li>The urban park development will be complete.</li> <li>Dock Bridge complete and open to traffic.</li> </ul>
	<b>Town Centre</b> <ul style="list-style-type: none"> <li>The Holiday Inn and Premier Inn will have opened.</li> <li>The Baker Bedford Street Area refurbishments will be complete and all units occupied. The Orange Pip food market will be well established providing a high quality food and leisure attraction for the town which will expand the ethos of Baker Street.</li> <li>The former Sainsbury's site at Wilson Street will have a committed redevelopment proposal.</li> <li>The £8m Town Hall refurbishment will be complete and reopened.</li> </ul>
	<b>Housing</b> <ul style="list-style-type: none"> <li>120 empty homes brought back into use.</li> <li>50 new homes built at Grove Hill and Gresham.</li> </ul>
	<b>Business</b> <ul style="list-style-type: none"> <li>Hemlington Grange Business Park approved and work will have started on site.</li> <li>European funding opportunities maximised and new business and employment projects commenced.</li> <li>Tees Advanced Manufacturing Park commenced with two new buildings complete.</li> <li>Two new major businesses relocate to the town.</li> </ul>

## Aligning with the Change Programme

35. The service will be developed in line with a number of the principles established within the Council's Change Programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	Both the Tees Valley Unlimited LEP and the Combined Authority will continue to be developed.	More services may be delivered through these partnerships which would have previously been directly delivered by the Council.



Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Transport and Infrastructure ADM</b>												
Implement new SM structure				■								
<b>Streamlining in-house service</b>												
Budget reductions enacted	■											
Structural review implemented				■								
LED street lighting savings achieved					■				■			
Capitalisation re: street works / staff					■							
Full Year Effect of street lighting contract					■							
Increased enforcement revenue								■				
<b>ADM options appraisal</b>												
Commence ADM assessment review process						■						
Complete ADM review process							■					
<b>Culture ADM</b>												
<b>Streamlining in-house service</b>												
Heritage Lottery Fund application determined				■								
Budget reductions achieved					■							
<b>ADM options appraisal</b>												
Senior management appointed					■							
Confirm scope of project at CP Board					■							
Present OBC to Change Programme Board						■						
Agreed proposals considered by Executive						■						
Present implementation plan to CP Board							■					
Implementation milestones added into plan							■					
<b>Transport ADM</b>												
<b>Unit cost workstream</b>												
Removal of ACT as option in ASC assessments			■									
Remove ACT from all live ASC cases				■								
ACT service review completed				■								
Number of buses in ITU reduced				■								
Assess savings capacity				■								
Implement virtual budgets solution						■						
Further review of ACT to align with new model						■						
<b>Policy and practice review workstream</b>												
Staff awareness raising on issues				■								
Internal consultation on revised approach				■								
CMT reports on draft revised approach					■							
Executive report to agree consultation							■					
External consultation on revised approach							■					
Revised policies agreed and implemented								■				
Quarterly sample checks to evaluate change									■			

## Resources

### Revenue budget

Net revenue budget	2015/16	2016/17	2017/18
Net	£9.391m	£8.102m	£6.403m

37. The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the fact that the Council has historically spent more on some services in this area than its family group average (as outlined above), which therefore provides greater capacity for savings going forward.

38. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### Revenue investment

Project	2015/16	2016/17	2017/18
Culture ADM	£18,222	£0	£0

39. The above amount has been allocated for specialist technical advice in relation to identifying the future delivery model for Cultural Services.

### Capital programme

Capital investment	2015/16	2016/17	2017/18
Total	£27.237m	£35.079m	£4.603m

40. The majority of the capital spend in this area is focussed on projects that will ensure the Council provides services which support achievement of the key outcomes for this area, which are:

- Growth in inward investment
- Growth in local employment in priority sectors
- Growth in new homes
- Improvement in Highways access to jobs and services
- Increase in participation in and satisfaction with Cultural Services.

## Risks

41. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
<b>Failure to build new homes at targeted rate</b> results in failure to realise the New Homes Bonus, Council Tax and construction jobs.	20	15	10
<b>Failure to deliver savings identified by the Change programme for one or more project</b> results in additional savings targets for the remaining services within Outcome 1.	20	15	10
<b>Capital Programme slippage</b> results in either increased costs for delivery of planned projects or failure to deliver project outcomes, resulting in lower than expected New Homes Bonus and Council Tax and reduction in number of new jobs created.	12	9	6
<b>Significant Town Hall overspend and delays</b> in delivery of improvements result in an increase in expenditure and a failure to improve income levels.	20	15	10

Risk	Gross Score	Net Score	Target Score
<b>Economic downturn/recession</b> results in significant reduction in the level of planned investment for the town.	15	15	10
<b>Failure to provide sufficient electricity supply in south Middlesbrough</b> results in failure to deliver major regeneration schemes for that part of the town, impacting on the new homes bonus, Council Tax and construction jobs.	15	10	5
<b>Failure to progress south Middlesbrough infrastructure projects</b> results in worsening congestion for the town and would prevent construction developments in the south of the town.	15	10	5

42. **Failure to build new homes at the targeted rate** – this will have a direct impact on the Council’s income as the level of New Homes Bonus and Council Tax growth will be reduced. This will increase the size of the cuts that Council services need to make and therefore have a detrimental impact on service users. To mitigate this risk the Council has successfully adopted a revised housing Local Plan which has allocated sites to provide 7,000 new homes up to 2029 and identified the essential Highways infrastructure needed to unlock these sites.
43. **Failure to deliver savings identified by the Change Programme for one or more projects** – delivering the budget savings is a key priority for the service. Programme and project management discipline is in place along with regular reports to Change Programme Board on progress and monitoring via the balanced scorecard process.
44. **Capital Programme slippage** – The Economic Development Service has the largest Capital Programme allocation. A departmental monitoring framework has been established and a strict project management discipline will be followed with monthly project monitoring clinics with Project Managers and quarterly reporting to CMT.
45. **Significant Town Hall overspend** – Any major historic building restoration is high risk for cost over runs and the Town Hall is no exception. When the Executive approved the project in December 2014, a detailed risk assessment was presented which advised that detailed conditions studies had been undertaken as part of the preparatory work and that a governance board would be established which would be led by the Assistant Director of Economic Development, which would closely monitor cost. Executive were advised that cost over runs would be met by reducing the specification of the works.
46. **Economic downturn/recession** – although there is a growing development momentum in Middlesbrough currently, a down turn in the economy would adversely affect this. Whilst this is largely out of the Council’s control, the economy will be closely followed for early signs of recession so that the Council can review its investments and risks.
47. **Failure to provide electricity supply in south Middlesbrough** – this will have a critical impact on the delivery of housing sites. Work has already begun with Northern Grid and the first phase of delivery will commence March 2015, which will provide supply for around 1,500 homes.
48. **Failure to progress South Middlesbrough infrastructure projects** – this would prevent the construction of new homes in the south of the town. Work has already begun on the design of the road improvements and the first schemes are due to start in 2015/16.

### Measuring Our Success

49. The following key indicators have been selected as providing the key measures of success in Economic Development, with the following targets set for 2018:
- Build a total number of 1,230 new homes within Middlesbrough.
  - Ensure that 410 of the above figure are properties within Council Tax D and above.
  - Bring 120 empty dwellings back into use.
  - Increase the town centre occupancy rate.
  - Percentage of major and minor planning applications completed in time – performance to be maintained at above national average levels.



- 80% of all building control applications will be determined within required timescales.
- Continue to take measures to reduce the number of road accident casualties.

50. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Economic Development are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• Major planning applications determined within 13 weeks</li> <li>• Minor planning applications determined within 8 weeks</li> <li>• Building control applications determined within 5 weeks</li> <li>• Number of children killed or seriously injured in road traffic accidents</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Planning consent granted for Middlehaven Dock</li> <li>• LED streetlight replacement scheme progress</li> <li>• Empty dwellings brought back into use</li> <li>• New homes built Council Tax Band D and above</li> <li>• Gross new homes (total)</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

51. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Economic Growth
- Transport and Infrastructure
- Planning.

52. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

# Supporting Communities Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Supporting Communities.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the 2020 Vision for Middlesbrough, the Council's strategic objective of **Improving Community and Economic Resilience**, and in particular the supporting outcome of:

***Providing services and support to communities such that people have more fulfilling lives, feel safe and their need for support services reduces.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

The Supporting Communities Service has been brought together to address the preventative agenda, and reduce demand on other acute services. The next three years will see the service develop from a broad collection of linked services into a focused, coherent response to demand issues that can demonstrate a real impact on the quality of life for people in Middlesbrough.

### **Kevin Parkes**

*Executive Director,  
Economic Development  
and Communities*

### **Richard Horniman**

*Assistant Director,  
Supporting Communities*

## One Page Summary

Outcome 2	Owner: Assistant Director, Supporting Communities		
<i>Providing services and support to communities such that people have more fulfilling lives, feel safe and their need for support services reduces.</i>			
Key measures of success:			
<ul style="list-style-type: none"> <li>Reduce demand for social care services</li> <li>Reduce prevalence of poor parenting</li> <li>Reduce gap in school readiness rate to national average level</li> </ul>		<ul style="list-style-type: none"> <li>Reduce prevalence of domestic abuse</li> <li>Reduce the impact of drug and alcohol abuse</li> <li>Reduce gap in 16-18 year olds NEET level to national average</li> </ul>	
Service portfolio:			
<b>Stronger Communities</b> service, comprising Environment City, community infrastructure, libraries and archives, community safety, advice services and the Troubled Families initiative.		<b>Stronger Families</b> services, comprising targeted support for individuals and families, and school readiness.	<b>North East Migration Partnership</b> , managing the relationship between the Home Office and local authorities in the North East around asylum and migration issues.
Net budget profile:			
2015/2016		2016/2017	2017/2018
£5.682m		£5.113m	£5.173m
Current change projects:			
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Supporting Comms Review	-£1,657,429	-£8,811	-£0
Homelessness / Advice	-£77,000	-£77,000	-£0
Capital investment:			
2015/2016		2016/2017	2017/2018
£0.042m		£0m	£0m

## Background and key issues

### Background

1. The Supporting Communities service has been brought together from a range of functions that have been previously spread across the authority, in order to form a coherent preventative strategy that ultimately reduces demand on other acute services. The component functions brought together under the Supporting Communities banner include:
  - Community Regeneration
  - Libraries and Archives
  - Homelessness and Advice
  - Community Safety
  - Myplace
  - 0-19 Service
  - Troubled Families
  - Migration.
2. The current range of services included within the outcome reflect a number of different ways of working established over a long period of time. Although all elements of the service have evolved throughout this time, it is clear that this process has happened at different rates, and in response to many different (and competing) agendas. The clarity of purpose that the Supporting Communities Service provides, means that approximately:
  - 1/3 of the collective activity points to where it needs to in the future
  - 1/3 of the activity is pointing near to where it needs to, but needs some re-aligning
  - 1/3 of the activity needs to stop or be completely refocused as it is not addressing the new objectives
3. The Supporting Communities Service is therefore being developed into two component parts:
  - **Stronger Communities** - Infrastructure and support to ensure that communities can function effectively and increase their sustainability, including community based facilities and support for community groups and volunteers. The need to keep communities safe is also covered through a community safety partnership function. This element will also undertake the work required to identify and assess people within communities that require more specific, targeted support.
  - **Stronger Families** - Family and individual focused support targeted at the most vulnerable and those at risk of requiring acute interventions in future. Adopting the ethos of early help / early intervention, and working through a model borne out of the Troubled Families programme, this element will be charged with the preventative work to ensure that the lives of targeted individuals and families are turned around.

### Delivering the 2020 Vision for Middlesbrough

4. Aligning resources and moulding these functions into an effective preventative service, will enable the Council to increase its impact on the 2020 Vision for Middlesbrough, particularly in respect of:
  - **A learning town in which families and communities thrive** - through the provision of family focused support aimed at preventing and alleviating the corrosive social issues that lead to family and community breakdown. The early help / early intervention approach taken by the service will be critical to ensuring that families that wouldn't otherwise be able to, fulfil their potential and provide a positive contribution to the town. Alongside more targeted work to tackle ingrained, generational issues within identified families, the service also provides a broad community based offer that provides opportunities for all residents to engage with local support services, play an active role in the future of their own communities, and develop themselves through a variety of routes.
  - **A town that is clean, safe and healthy** – through the provision of family focused support aimed at ensuring a solid platform for young people to grow up in a safe and healthy family / community environment. Supporting the development of healthy young children that are ready for school will make a significant contribution to the overall health of the town in years to come. The provision of

community safety services in line with the Council's statutory duties, also contributes significantly towards increasing people's perception of safety, and reducing their overall likelihood of experiencing problems where they live.

5. If the Council is to address the overall challenges posed by rising demand for acute services, then this preventative agenda will be critical – in both the short and long term. The drive to reduce long term demand can only be achieved through working with geographical communities, faith communities and the wider voluntary sector to underpin a cultural change away from existing dependency on services.

### **Addressing Demand through Prevention**

6. The four most important, perpetuating factors behind the increasing demand on acute services in Middlesbrough, such as the number of children requiring social care interventions, can be summarised as:

- poor parenting;
- prevalence of domestic abuse;
- prevalence of drug and alcohol abuse; and,
- high levels of unemployment.

7. Reducing demand will require significant reductions in these four factors, and therefore inform the primary objectives of the Supporting Communities Service, which are defined as:

- reducing poor parenting;
- reducing the perpetration of domestic abuse;
- reducing the impact of drug and alcohol abuse; and,
- improving employability.

### **Critical Success Factors**

8. Moulding a service to address these four key issues will require significant and fundamental change, given the varied nature of the functions being brought together. To achieve this, a number of key building blocks need to be put in place, including:

- community level infrastructure that facilitates early stage preventative activity;
- assessment, data collection and data sharing to enable effective targeting of individuals and families;
- appropriate interventions for the range of issues to be addressed; and,
- effective monitoring of progress and demonstration of problems averted.

9. If these can be achieved, there are a range of critical success factors that progress can be demonstrated against, that will ultimately lead to the overall reduction in demand required. These can be summarised as:

- changing cultural attitudes, and reducing tolerance/acceptance of poor behaviour;
- improving standards of parenting;
- reducing the prevalence of domestic abuse;
- improving employability; and,
- increasing family sustainability.

### **Potential barriers**

10. Achieving the desired impact upon demand will not be straightforward, and will require a number of long standing barriers to be overcome. Internally these will be about moving away from professional silos and merging different disciplines to focus on shared objectives, but there are also a number of external challenges that will be encountered, including:

- overcoming generationally ingrained, self-perpetuating social issues;

- acceptance of lower standards, and lower expectations “because it’s Middlesbrough”;
- the scale and scope of the task, which necessitates the need to target effectively;
- organisational boundaries, as multi-faceted problems require multi-agency solutions;
- data protection/sharing issues preventing effective targeting;
- the autonomy of school academies making joint working more challenging; and,
- the overall economic situation in Middlesbrough acting as a brake on social mobility.

11. The need to overcome these barriers will be built into the overall development of the service, and will not be allowed to restrict progress.

### Savings challenges

12. Achieving this fundamental shift in behaviour and impact upon demand within an age of austerity will provide a number of challenges, namely:

- getting the balance right between reducing overall expenditure and investing in areas identified as being of high impact;
- reducing funding to other organisations whilst trying to influence them to operate differently;
- reducing staffing numbers whilst staffing an extensive network of community buildings; and,
- encouraging other organisations and groups to undertake elements of delivery for themselves.

13. How successfully the service addresses these challenges will be critical to achieving a sustained impact on demand.

### Further information

14. The following documents provide a more in depth picture of the issues faced in Middlesbrough and the potential for the Supporting Communities Service to make a significant impact upon them:

- [Middlesbrough 2020 Vision](#)
- Change Programme 2015-2018;
- Middlesbrough Homelessness Strategy;
- Middlesbrough Advice Services Strategy;
- [Middlesbrough Joint Strategic Needs Assessment](#); and,
- Delivering Differently in Neighbourhoods Submission (School Readiness).

15. As the preventative agenda develops, further work will be undertaken to explore the background to Middlesbrough’s challenges, and will be added to the above as an evidence base for action.

### Where We Are Now

16. A summary analysis of the services and functions *currently* provided by Supporting Communities is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Stronger Communities	Community Regeneration	In house	Green
	Libraries and Archives	In house	Green
	Homelessness and Advice	Contracted	Amber
	Community Safety	In house	Green
	Myplace	In house	N/A
	Troubled Families	In house	N/A
Stronger Families	0-19 Service	In house	Green
Migration	NE Strategic Migration Partnership	In house (regional)	N/A



17. The services brought together under the banner of Supporting Communities all contribute in differing ways to the overarching outcome, as detailed below:

Service Element	Contribution
Community Regeneration	The network of community buildings provide a base for wide ranging community activity aimed at improving people's lives, and staff are able to support future community aspirations.
Libraries and Archives	The library portfolio provides communities with a focal point, and the opportunity to access information and literacy development activity.
Homelessness and Advice	The homelessness contracts delivered by Thirteen support, and the advice contracts delivered by CAB and others offer the opportunity to address specific problems before they cause overall family breakdown.
Community Safety	The service meets the Councils statutory obligations around preventing terrorism and tackling crime, but also provides community intelligence and enforcement to address the low level ASB that corrodes the sustainability of communities.
Myplace	The flagship facility provides a unique opportunity to work with challenging young people, outside of their community and tackle behavioural issues that are leading people towards acute services.
0-19 Service	The 0-19 service currently provides the full range of responsive interventions for targeted individuals and families.
Troubled Families	The Government funded programme has demonstrated its impact on turning families around to prevent the need for acute services.
NE Strategic Migration Partnership	The asylum and migration issues in Middlesbrough need to be better understood if they are to be overcome as a factor in reducing demand. Leading the North east Strategic Migration Partnership allows this to happen.

18. The strengths, weaknesses, opportunities and threats relating to the current service can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• A large team of trained, experienced staff covering a wide range of activities and target groups.</li> <li>• Good partnerships in place with key external partners in both the public and voluntary sector.</li> <li>• The Troubled Families programme is nationally recognised best practice.</li> <li>• An extensive network of community buildings that provides a broad base from which to engage with target groups.</li> <li>• A strong relationship with the voluntary sector, and the infrastructure organisations within it.</li> </ul>	<ul style="list-style-type: none"> <li>• Activity brought together under Supporting Communities Banner is broader than outcome requires.</li> <li>• Activity not really targeting the prevention of generational, perpetuating issues (i.e. no DV perpetrator work).</li> <li>• Lack of engagement in First Contact means disjointed arrangements for referrals and case management with CSC.</li> <li>• Data sharing, assessment, and intelligence gathering mechanisms are poor, preventing effective targeting.</li> <li>• The number of different community facilities requires significant staff coverage, or increased reliance on volunteers.</li> <li>• Community Safety Partnership arrangements have lapsed, leaving a disconnect between Council and Police activity.</li> <li>• The inherent time lag and indirect nature of impacts generated through preventative work, make proving impact difficult.</li> <li>• Resources are not necessarily in the right place (structurally or geographically) i.e. Street Wardens, isolation of Myplace.</li> <li>• Some service areas have operated a buildings based model rather than a customer focused model e.g. Children's Centres.</li> <li>• The provision of IAG in maintained schools complicates the Council's role in encouraging all schools to address employability.</li> </ul>



Opportunities	Threats
<ul style="list-style-type: none"> <li>• Partners are increasing their understanding of early help/early intervention as a solution to demand issues.</li> <li>• Health visitor contract coming to the Council provides an opportunity to develop joint school readiness service.</li> <li>• Schools are increasingly keen to work with children at a younger age, making them ideal partners.</li> <li>• Government direction is promoting the theme of 'delivering differently' at an opportune time for the service.</li> <li>• Public Health investment in community based health and wellbeing activity, and the need to engage through hubs.</li> <li>• Selective Landlord Licensing should provide an opportunity to trial very early preventative work in North Ormesby.</li> <li>• Investing in school readiness provides an opportunity to commence early help with a cohort that can be tracked.</li> <li>• The successful Troubled Families programme can be scaled up to provide an effective approach across the service.</li> <li>• Community Asset Transfers of existing activity or facilities is an option for preserving less viable hubs.</li> <li>• Proving impact could be addressed through a robust incremental model which is to be developed.</li> </ul>	<ul style="list-style-type: none"> <li>• The extensive network of community facilities increases the risk of community opposition to change or different ways of working.</li> <li>• ASB is rising nationally and particularly in the North East, and combatting this rise will be key to achieving other objectives.</li> <li>• New duties around the prevention of terrorism may require more investment in areas where resources are currently limited.</li> <li>• As targeting processes get more sophisticated, there is a danger that the cohort identified as 'at risk' vastly outweighs service capacity.</li> <li>• The acceptance of the 'what do you expect – it's Middlesbrough' excuse, either explicitly or implicitly by partners.</li> <li>• Views on data protection issues providing a threat to joint working, arising from changes in personnel in other organisations.</li> </ul>

### Where we will be in 2018

19. By 2018, the Supporting Communities service will fully focused on reducing demand on acute services, and all activities within it will be able to demonstrate a clear impact on demand. The core functions required to achieve this, such as management of the targeting and monitoring of the outcomes will be delivered by the Council, whilst all other elements of the service will be delivered through a mixed model ranging from traditional 'in-house' staff through to fully volunteer led, and all options in between. Delivery will be managed at two levels:

- **Community-wide** - Community wide services will focus on providing the elements of delivery that can be classed as open to all, although they will still be a high degree of targeting at communities where demand for acute services is concentrated. A smaller and more integrated portfolio of community facilities will provide the opportunity for multi-agency approaches based around contributing to the key outcomes of reducing poor parenting, incidents of domestic abuse, drug and alcohol dependency and unemployment. The Council will no longer provide generic activities in communities, but will focus efforts on supporting local groups and organisations to achieve their aspirations to deliver.
- **Targeted individuals and families** - All activity in communities will have a degree of targeting to underpin an approach to supporting individuals and families that is based solely on their risk of future dependency on acute services. Individuals and families will be targeted with support, using the Troubled Families methodology, from birth, through to a point where their risk of dependency is minimised. This will include involvement in targeted health related interventions and family problem solving at the earliest stage possible. School readiness activity will form a key part of a drive to reduce demand from birth. Support will be provided through a range of internal and external sources, and case managed – especially in relation to thresholds and managing step downs from Social Care.

20. Decisions on what activities will be undertaken and what will be ceased or transferred out of the service will be informed by assessing their impact against the overall objectives of:

- reducing poor parenting;
- reducing the perpetration of domestic abuse;
- reducing the impact of drug and alcohol abuse; and,
- improving employability.

21. The resources that the service has access to (both internally, and through external sources) will be aligned to these four objectives and services designed to ensure they join up effectively in these areas.

There will also be a drive for further integration with external organisations, such as the Police, NHS, MVDA and local schools to ensure that the service doesn't operate in a vacuum.

22. The service change will be significant, by 2018 there will be fewer teams, more generic roles, less delivery and more facilitation of others. The service will need to follow national direction more closely, and learn from those that outperform Middlesbrough despite having similar challenges.

23. The key changes over the next three years to the services as they exist today are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Community Regeneration	<ul style="list-style-type: none"> <li>Range of community hubs offering mix of activities – moving increasingly towards health and wellbeing focus.</li> <li>Increasing usage figures.</li> <li>Staff providing support to local communities largely through facilities based roles.</li> </ul>	<ul style="list-style-type: none"> <li>A merged 'Community Infrastructure' service.</li> <li>Portfolio of Health and Wellbeing Hubs (instead of current configuration of hubs and branch libraries) run where possible by local community organisations, providing spaces for multi-agency delivery.</li> <li>Increasing usage figures from targeted groups.</li> <li>Staff activity focused on encouraging self-sufficient community organisations.</li> </ul>
Libraries and Archives	<ul style="list-style-type: none"> <li>Traditional library service based around mix of hub based access points and old branch libraries.</li> <li>Significant reliance on volunteers in branch libraries.</li> <li>Declining book issues and visitor numbers.</li> </ul>	<ul style="list-style-type: none"> <li>As above, supplemented by a network of library access points in other local buildings.</li> <li>Modern ordering/delivery based offer for book lending.</li> <li>Volunteer led provision where possible.</li> <li>Increasing usage figures from targeted groups.</li> <li>Archive 'front of house' in Central Library, with separate repository.</li> </ul>
Homelessness and Advice	<ul style="list-style-type: none"> <li>Contracted homelessness provision through Erimus.</li> <li>Contracted domestic violence housing service through Erimus.</li> <li>Contracted general advice through CAB</li> <li>Grants to MVDA, CVL etc. for support.</li> </ul>	<ul style="list-style-type: none"> <li>Combined (and incrementally reducing) contract for homelessness service, based on early help principles.</li> <li>Combined contract for advice provision and advice network development.</li> </ul>
Community Safety	<ul style="list-style-type: none"> <li>No Community Safety Partnership infrastructure.</li> <li>Street Wardens and Neighbourhood Safety teams addressing enforcement agenda.</li> <li>Focus on town centre enforcement.</li> </ul>	<ul style="list-style-type: none"> <li>Effective Community Safety Partnership arrangements addressing new statutory responsibilities around Prevent and ASB.</li> <li>Council wide approach to intelligence and reporting.</li> <li>Town centre safety a core part of staff roles across the authority.</li> <li>Greater involvement in neighbourhoods.</li> <li>Pro-active role in Selective Landlord Licensing schemes.</li> </ul>
Myplace	<ul style="list-style-type: none"> <li>Stand-alone centre, operating on principle of multi-agency delivery.</li> <li>Effective, but isolated provision for key target groups.</li> <li>No revenue funding.</li> </ul>	<ul style="list-style-type: none"> <li>Stronger Myplace offer at the heart of community infrastructure portfolio.</li> <li>Targeted provision for key groups, almost by invitation.</li> <li>Balanced revenue funding to prevent mission creep.</li> </ul>

Service area	Where we are now	Where will be in 2018
0-19 Service	<ul style="list-style-type: none"> <li>Broad in-house service addressing multiple objectives.</li> <li>Early Years provision, including two nurseries and eight Children's Centres.</li> <li>Targeted youth provision.</li> <li>Information, Advice and Guidance in schools.</li> <li>Tracking and prevention of NEETs.</li> <li>Outdoor positive activities provision</li> <li>Locality based approach.</li> </ul>	<ul style="list-style-type: none"> <li>Stronger Families service focusing on preventative activities and early interventions for families identified as being at risk.</li> <li>Troubled Families approach grown into a full service.</li> <li>School readiness service focusing on children and parents identified as being at risk.</li> <li>Approach to encouraging employability provision in schools to reduce NEETS.</li> <li>Locality based approach.</li> </ul>
Troubled Families	<ul style="list-style-type: none"> <li>Government funded programme to target families identified as being at risk.</li> <li>Short term interventions to correct declining circumstances.</li> <li>High performing approach, but concerns over sustainability of impact if not followed up.</li> </ul>	<ul style="list-style-type: none"> <li>Grown into full Stronger Families service (as above).</li> <li>Government funded programme a foundation of wider approach to provide longer term interventions to prevent future acute costs.</li> </ul>

### Aligning with the Change Programme

24. The service will be developed in line with a number of the principles established within the Council's Change programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	The services provided will need to operate within a multi-agency arena, with agreements in place to share data, take clear roles in specific joint working and jointly assess need. The overall approach to community level working will also be around supporting the community to take a stronger lead in their sustainability, which can only be achieved through a cooperative approach.	Relationships with partners and communities will improve, as a more cooperative approach is adopted. No negative impacts have been identified.
Build services around resident and community needs	The Stronger Communities elements will be developed in line with the outcomes of community consultations, joint working with community and faith groups and responding to community issues. Delivery of the Stronger Families element will be solely based around the needs of individuals and their families, as identified through the Common Assessment Framework process.	Individuals, families and communities will be able to shape the delivery they receive in most areas (enforcement and other community safety issues aside). No negative impacts have been identified.
Focus investment principally on core business	The service will narrow the range of what is provided to meet the new objectives based around reducing demand. This will be the new 'core business'.	Some provision that the public currently accesses will cease, and other elements will be delivered in different ways. This cannot be achieved without some negative impact for some people, but this will be minimised and managed sensitively.





Milestones	2015/16				2016/17				2017/18			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>School Readiness</b>												
Mentoring / guidance period												
Consultation and partnership building with primary schools												
Consultation and partnership building with VCS												
Business planning (financial/outcome modelling)												
Development of outcome framework and measurement methodology												
Partial implementation (refocusing existing provision)												
Propose staff structure												
Staff consultation												
Implementation of final staffing structure												
Agree long term integrated delivery arrangements with Health (for future Health Visitor contracting)												
Full revised delivery model												
<b>Employability Role</b>												
Consultation and partnership building with schools												
Implementation of RONI in all schools												
Development of core offer for young people (Youth Pledge)												
Support for schools to meet core offer												
Deliver targeted interventions for RONI identified young people												
Propose staff structure												
Staff consultation												
Implementation of final staffing structure												
Transfer of generic IAG role to other partners												

## **Resources**

### **Revenue budget**

Net revenue budget	2015/16	2016/17	2017/18
Net	£5.682m	£5.113m	£5.173m

26. The net revenue budget for the service area will reduce marginally over the period to 2018, reflecting the savings made by services in recent years, current strong unit cost performance (as outlined above) and the need to integrate and develop early help services in the medium-term.
27. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

## Revenue investment

Project	2015/16	2016/17	2017/18
Delivering Differently	£90,000	£0	£0

28. As part of the Government's Delivering Differently programme, Middlesbrough has been awarded £90,000 towards the development of a new approach to school readiness. This funding will enable the relevant business planning and external support required to ensure long-term sustainable change.

29. The service is working with the Improving Public Health service to assess the feasibility of a major prevention and early intervention investment programme for the Council. Once proposals are agreed this plan will be updated to reflect the level of investment agreed and the resulting projects funded.

## Capital programme

Capital investment	2015/16	2016/17	2017/18
Library infrastructure	£0.042m	£0m	£0m
<b>Total</b>	<b>£0.042m</b>	<b>£0m</b>	<b>£0m</b>

## Risks

30. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
<b>Implementing New Ways of Working</b>			
Failing to move people away from professional silos.	8	6	4
Low volunteer take-up preventing implementation of new ways of working.	8	6	4
Income pressures in community venues driving counter-productive decision making.	6	4	4
<b>Data Sharing</b>			
Inability to correctly target those at greatest risk due to data issues.	9	6	4
Relationships with autonomous schools preventing data sharing around NEETs.	15	9	6
<b>Resistance</b>			
Resistance of individuals to principles of self-serve and digital access.	6	4	4
Community resistance to change preventing new ways of working.	6	4	4
Unwillingness of partners to move towards more integrated services.	6	4	4
<b>Impact</b>			
External (sometimes national) events causing sudden spikes in demand.	6	6	6
Failing to identify effective perpetrator programmes for domestic abuse.	9	6	6
Failure to shift long-term cultural attitudes.	9	6	4
Being able to sufficiently demonstrate direct impact of preventative work.	8	4	4

**Implementing new ways of working** – these risks should be largely within the control of the service and will be managed internally, with the intention to increase the focus or increase the resources available to address the issues if they arise.

**Data sharing** – these risks will require constant monitoring, as the position reached can change very quickly as new staff in other organisations bring with them different interpretations of what is and what isn't agreeable.

**Resistance** – these risks will be managed as part of the roll out of specific activities or changes, and will be factored in to the planning around how they are taken forward.

**Impact** – some of these risks are outside of the service's direct influence, but how it responds to them is not. Managing the risk will be about developing alternative proposals or having contingencies in place for if/when they occur.

### **Measuring Our Success**

31. Demonstrating the impact of the service will be relatively difficult in the short term, as robust indicators for measuring success against the four key objectives do not yet exist. There are however a range of proxy measures that can be used to illustrate progress towards them, which can be supplemented by the overarching measures as they are developed. At present the best fit of indicators and their corresponding targets are as follows:

- Reduce demand for social care services
- Reduce prevalence of poor parenting
- Reduce gap in school readiness rate to national average level
- Reduce prevalence of domestic abuse
- Reduce the impact of drug and alcohol abuse
- Reduce gap in 16-18 year olds NEET level to national average.

32. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Supporting Communities are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• Troubled Families with sustained and measured positive outcomes</li> <li>• Number of CiN referrals resulting in CAF step downs</li> <li>• New volunteer registrations</li> <li>• Number of households accepted as homeless</li> <li>• 16-18 year olds who are NEET</li> <li>• Headline achievement across Early Years Foundation Stage</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Common Assessment Frameworks completed</li> <li>• North East Asylum Seekers housed in Middlesbrough</li> <li>• Uptake of additional 2 year old offer places</li> <li>• Library contacts</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

33. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Stronger Communities
- Stronger Families.



34. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.
35. As measuring the impact of preventative work is traditionally difficult, an incremental change model is to be developed with support from the Government through the Delivering Differently programme. The intention of this model is to measure impact against major life outcomes on a more incremental basis i.e. if the right actions are taken at age 1, what would be the likely observed behaviour at age 2 etc. This would allow the effectiveness of interventions to be tracked more effectively throughout an individual's life, and close the gap between taking preventative action and agreeing that a negative life outcome has been avoided. Once complete, this will be reflected in the balanced scorecard for Supporting Communities.

# Improving Public Health Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Improving Public Health.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the 2020 Vision for Middlesbrough, the Council's strategic objective of **Improving Community and Economic Resilience**, and in particular the supporting outcome of:

***Achieving longer and healthier lives, reducing health inequalities and protecting the local population from environmental health hazards and incidents.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

### **Kevin Parkes**

*Executive Director,  
Economic Development  
and Communities*

### **Edward Kunonga**

*Assistant Director,  
Improving Public Health  
and Director of Public Health*

## One Page Summary

Outcome 3		Owner: Assistant Director, Improving Public Health		
<i>Achieving longer and healthier lives, reducing health inequalities and protecting the local population from environmental hazards and incidents.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Improved life expectancy at birth, healthy life expectancy and reduced inequalities</li> <li>More people living longer, healthier and fulfilling lives</li> <li>Improved uptake of prevention and early intervention</li> </ul>		<ul style="list-style-type: none"> <li>More people adopting healthier lifestyles</li> <li>More children having the best start in life</li> <li>Reduction in number of outbreaks, public protection incidents and environmental hazards</li> </ul>		
Service portfolio:				
<b>Public Protection</b> service, comprising emergency planning, environmental protection, environmental health, trading standards and licensing.		<b>Public Health</b> service, comprising health protection, health service quality and health improvement and Health development.		
Net budget profile:				
	2015/2016		2016/2017	2017/2018
	-£0.543m		-£1.770m	-£3.450m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Public Health Review	-£138,522	-£137,089	-£0	
PH Commissioning	-£1,000,000	-£370,000	-£1,680,000	
Metrology	-£0	-£14,000	-£0	
MTFP Adjustments	-£0	-£1,700,000	-£0	
Capital investment:				
	2015/2016		2016/2017	2017/2018
	£0m		£0m	£0m

## **Background and key issues**

1. While Middlesbrough's life expectancy at birth and disability free life expectancy for both males and females is improving it remains below the England average. Borough level figures mask the differences that exist at ward level as most of the improvements are being driven by health gains for people living in affluent wards. The latest figures on ward level life expectancy show that the gap between deprived and least deprived wards within the town is increasing.
2. The major causes for the gap in poor quality and length of life between affluent and deprived wards in the town are preventable. They include:
  - **Cardiovascular disease** (this includes heart disease, stroke and vascular disease) – each year about 150 of deaths from cardiovascular disease in Middlesbrough are preventable.
  - **Cancers** – lung cancer is the most common cause and significant contributor premature deaths especially for women. Each year about 200 people die prematurely from cancer in Middlesbrough.
  - **Respiratory disease** – chronic obstructive pulmonary disease and lung cancer are the most common causes of premature deaths in Middlesbrough. Smoking remains the highest preventable cause of premature deaths. In Middlesbrough about 300 people die each year from smoking related illnesses.
  - **Suicides** – whilst suicides continue to fall they still contribute to the reduction in life expectancy especially for men (as three quarters of all suicides occur in younger men).
3. Most of these conditions have the common risk factor profiles characterised by delayed or late presentation to health services, lifestyle risk factors (smoking, obesity, alcohol and physical activity). The distribution of these factors mirrors the pattern of deprivation across the town with the most deprived wards having poorer outcomes. Below is a summary of the key headlines:
  - Smoking remains the single preventable cause of premature deaths and accounts for almost half of the life expectancy gap within the town.
  - Alcohol related harm has a significant impact on individuals, families, communities, services and society. Middlesbrough continues to have a very high rate of emergency alcohol admissions for males, females and under 18s.
  - Number of opiate/crack users the numbers remain higher than regional and national figures.
  - Obesity rates in Middlesbrough for adults are 27.9% compared to a national average of 24.2%. In children the prevalence of child obesity more than doubles between reception year and Year 6, highlighting the need for interventions at an early age.
  - One in four adults will experience mental health problems at some point in their lives and are often socially excluded groups in the community. Mental health and physical health are interlinked, people with mental ill health experience higher rates of morbidity and an estimated 13 year reduction in life expectancy compared to the general population.
4. A significant number of outcomes for babies, children and young people remain below regional and national averages. These include:
  - The combination of parental substance misuse, parental mental health and domestic violence is contributing to the increasing demands on children's social care services.
  - Only 48% of new Mums initiate breastfeeding compared to 56% regionally and 73% nationally.
  - 9.5% of babies born with low birth weight.
  - Low number of children being ready for school by age 5.
  - Smoking in pregnancy rates higher than regional and national averages.
  - Higher rates of teenage pregnancies, emergency admissions for alcohol and self-harm compared to the England average.
5. There are a number of public protection challenges in Middlesbrough. These include the following:
  - Although air quality in Middlesbrough remains good, it requires continuous monitoring to ensure it remains this way, that vulnerable members of the public are protected if standards are breached and to ensure that it continues to meet air quality standards.

- Due to its industrial heritage, Middlesbrough has a high number of sites identified as potentially contaminated, 682 locations, on the historic land use register. 366 of these are identified as high risk due to their past use. These sites require close management to ensure safe development without risk to health.
- There has been an increase in local demand for private sector housing locally. There is need to ensure housing standards are maintained through regulatory intervention especially to protect the most vulnerable population groups.
- There are over 1100 food business in Middlesbrough and these are subject to risk based inspection to ensure the integrity of the food chain. Due to changes in the economic climate and a high turnover in food businesses there is need to ensure compliance with the hygiene standards to protect the local population.
- Pest control issues within the town are changing with the resurgence of some pests and low income families are unable to afford pest control treatments leading to an increased need for legal powers to be used.
- With the current economic climate there is a risk of increased doorstep crime, unfair trading and marketing practices which target the vulnerable, illicit trade, product safety and counterfeit goods.

### Delivering the 2020 Vision for Middlesbrough

6. The transfer of public health into local government has been described as a once in generation opportunity to transform the approach to improving health and well-being and reducing health inequalities. Since the transfer in April 2013, public health has been integrated with council services bringing together a number of related services and providing an opportunity to coordinate local services. The services and functions brought together to form the Improving Public Health service has been organised into two service groupings: Public Protection and Public Health.

Public Protection	Public Health
<ul style="list-style-type: none"> <li>• Environmental protection</li> <li>• Licensing</li> <li>• Trading standards and environmental health</li> <li>• Emergency planning</li> </ul>	<ul style="list-style-type: none"> <li>• Health Improvement</li> <li>• Health Service Quality</li> <li>• Health Intelligence</li> <li>• Health Protection</li> </ul>

7. The public protection and public health service portfolio contributes to the 2020 Vision for Middlesbrough in the following ways:

- **A town that is clean, safe and healthy** – the service will work with council departments and other agencies and organisations to shift investment and focus away from reactive, costly and downstream services to prevention and early intervention. Health outcomes in Middlesbrough trail behind national, regional and comparable local authority areas. Improving outcomes for the local population, cannot be achieved by the council working in isolation ( integrating its own services and departments), but requires collaborative working and integrated planning, commissioning and delivery of services between agencies such as NHS (commissioners and providers), Public Health England, voluntary and community sector, police, fire service, education, housing, private sector the service will ensure coordinated action to improve length and quality of life for the local population. The public protection service will engage, support and enable local businesses and communities to improve health, prevent health harm and ensure public safety and may utilise regulatory, licensing and enforcement powers to address public protection issues.
- **A learning town in which families and communities thrive** – there is compelling local, national and international research evidence on the importance of educational attainment on reducing health inequalities. The service will work very closely with other agencies to address the individual, family and community factors that impact on educational attainment, academic and emotional resilience. The toxic trio of parental substance misuse, domestic violence and parental mental health has a significant impact on children's development, family and community cohesion. Through designing family focused services, transforming the delivery of early years and the healthy child programme the service will ensure support is available at the earliest opportunity for families and communities.
- **A town that continues to transform** – Historic service models that are based on traditional methods of delivery will not achieve the improved health and well-being outcomes that our local population deserve. The public health service will continue to transform by commissioning and developing different delivery models delivery across the different life stages (starting well, developing well, living well and aging well). The service will transform the delivery of public protection services



maximising on the opportunity to improve health and well-being outcomes especially for tobacco control, alcohol control and food control.

## **Potential barriers**

8. The barriers to achieving improvements in public health in Middlesbrough are:

- Lack of integrated service planning and delivery across agencies with disproportionate investment in reactive and downstream services compared to prevention and early intervention.
- Traditional delivery of preventative programmes that focus on single lifestyle risk factors such as substance misuse, smoking, alcohol, obesity, without recognising the wider health and well-being needs of individuals.
- Short term planning often focused on organisational, departmental, team and professional objectives as opposed to the population needs.
- Ineffective community engagement on preventative and early intervention services resulting in low uptake and utilisation.
- Deteriorating social conditions (housing, unemployment, poverty) related to the economy, austerity measures and welfare reforms. The impact of these changes on health and well-being are far reaching and could reverse the progress that has been made over the last few years.
- As demand for services increases there is a risk that services are developing demand management plans unilaterally and this could have unintended consequences where demand is passed onto other agencies or organisations.
- The deprivation excuse and community expectations and social norms – for a long time deprivation has been used as an explanation for the poor health and well-being outcomes. However, there are a number of local authority areas with comparable levels of deprivation, but having better outcomes compared to Middlesbrough. There is need to change the narrative for the town and to raise expectations across organisations, professionals, communities, families and individuals to change the accepted norms, behaviours and lifestyles.

## **Critical Success Factors**

### *Maximising on the transfer of public health to local government*

9. The transfer of public health from the NHS into local government provides an opportunity for the council to play a lead role in improving the health and well-being of the local population. This includes ensuring joined up working between the different council departments (social care, education and skills, housing, economic development and regeneration), taking a whole council approach to public health, maximising on the synergies and added value of a range of different council services and supporting other agencies to do take the same approach in discharging their responsibilities. The council has a key role in developing a culture where improving the public's health becomes everyone's business, making every contact count and developing a network of public health champions across communities and agencies across the town

### *A stronger local public health service*

10. The merge of public health and public protection provides opportunities to utilise the regulatory, legislative, enforcement and licensing levers to tackle obesity, alcohol, tobacco and health protection. This also provides an opportunity for stronger partnerships with other agencies such as creating a network of healthy living pharmacies, Police, Fire, HMRC, voluntary and community sector, NHS, Public Health England, education, local communities to improve the health of the local population.

### *Shift in focus and investment to prevention and early intervention*

11. A strategic shift in focus and investment, across all agencies, from reactive to proactive services across that are based on a social, rather than biomedical, model of health and well-being. The focus for prevention and early intervention needs to be consistently applied across all age groups using the life-course approach (enabling children to have the best start in life, develop well, living well and adulthood and aging well). There are opportunities to build on the Better Care Fund discussions to ensure the

integration of health and social care includes a focus on prevention and early intervention for adults, families, children and young people.

#### *Co-production*

12. Co-production in planning and delivery of services between the council, NHS England, NHS foundation trusts, GP practices, Healthy living Pharmacies, NHS South Tees CCG, Public Health England, Police, Probation, VCS organisations, Healthwatch, local communities, private sector, schools, colleges and universities. This will require intelligence based decision making informed by a detailed understanding of the local population, its health and well-being needs (through needs assessments, equity audits and evaluation of services and programmes).

#### *Community engagement and building healthier communities*

13. There are opportunities to strengthen community engagement through people centred approaches that builds on individual and community assets. With public health transfer into local government there are opportunities for aligning public health programmes with the different council departments (such as Supporting Communities, Adult Social Care, Children's social care, Economic development, Housing) and other agencies to develop an integrated approach to community engagement. The development of healthy living pharmacies, healthy living settings, health and well-being community hubs, troubled families programme, Selective landlord licensing, social prescribing, welfare advice review, homelessness review all provide opportunities for more joined up efforts to address the health and well-being issues for the local population.

#### *Proportionate universalism and targeted approaches*

14. The Marmot review calls for sustainable efforts for reducing health inequalities through targeting prevention and early intervention at the population groups with the greatest levels of need. There is need to ensure the health inequalities agenda does not become dominated by geographical inequalities at the expense of other population groups that have poor outcomes such as people with serious mental illness, learning disabilities, ethnic minority groups, homeless people, gypsy and Roma travellers, lesbian, gay, bisexual and transgender (LGBT), Military, veterans and ex-service personnel.

#### *Tackling the social determinants of health*

15. The conditions in which people are born, develop, live, work and age have a significant impact on health and well-being. The Marmot review describes these conditions as the causes of the causes of poor health and well-being outcomes. These include housing, employment, poverty, social isolation, educational attainment and skills. Sustainable improvement in health and well-being outcomes is dependent upon action to improve these factors and there are opportunities for public health to work closely with the different departments and agencies to address these.

#### *Attracting external funding*

16. Attracting external funding can play a key role in mitigating some of the funding cuts in Middlesbrough. There are significant opportunities to attract additional funding into the town and the service has a good track record in securing Public Health England, Sports England, NHS England and the local clinical commissioning group.

#### *Lobbying for national policy change*

17. Whilst education and community engagement are essential to effecting behavioural change, there are also instances when legislative compulsion must be called upon to bring about the necessary improvements. Seat belt legislation and the ban on smoking in enclosed public spaces being obvious and very successful examples. We will continue to identify the need for such changes and seek to engage national and local policy makers and decision makers to bring them to fruition.



## Savings challenges

18. The future funding levels for the public health ring fenced grant beyond 2015/16 have not yet been confirmed. The savings targets for the public health service area assume funding levels remain at the same level of £16.38 million. If the proposed national funding formula for allocating public health grant to local authorities is implemented Middlesbrough's allocation could reduce to £8.36 million. This could have a significant impact on the delivery of public health services in Middlesbrough.
19. As part of the Change Programme the service has significant savings targets to meet as outlined in the summary at the start of this document.

## Further information

20. Further information in relation to the issues identified above can be found in the following documents:

- [Middlesbrough 2020 Vision](#)
- Change Programme 2015-2018
- [Middlesbrough Joint Strategic Needs Assessment](#)
- [Middlesbrough Health and Wellbeing Strategy](#)
- [Director of Public Health Annual Report](#)
- [Health and Wellbeing Board papers](#)
- [South Tees Clinical Commissioning Group's Clear and Credible Plan](#)
- Food Official Controls Service Delivery Plan
- Trading Standards Intelligence Based Delivery Plan.

## Where we are now

21. A summary of the services and functions *currently* provided by Improving Public Health is set out below together with the delivery model and current financial envelope.

Service Grouping	Service	Delivery Model	Unit cost rating
<b>Public Health</b>			
Children' & Family Services	0-5, 5-19, Schools, Dental Health	In-house, contracted	Red
Prevention & Early Intervention	Wellbeing, Mental Health, Obesity, Social Prescribing, Healthy Settings	In-house, contracted	N/A
Public Health Advice	Advice and support to CCG and partners	Shared service	N/A
Addictive Behaviour (Prevention & Treatment)	Drugs, Alcohol, Smoking	In-house, contracted	Red
Sexual Health Services	Contraception , Treatment of STIs	Contracted	Red
Primary Care Contracting	CVD, COPD, NAEDI, Healthy Living Pharmacy, Smoking	Contracted	Red
<b>Public Health</b>			
Health Protection	Health Protection, Infection Control	In-house	Red
Health development	Physical Activity and Long Term Conditions (managing demand)	In-house	N/A
<b>Contribution to other Council services</b>			
Strengthening Local Authority Public Health Services	Teenage Pregnancy, Physical Activity, Social Care Services, Environmental Health	In-house	N/A
<b>Prevention and early intervention investment</b>			
Prevention and early intervention	Health and well-being hubs, strengthening 0-19 services, selective landlord licensing, social prescribing, tackling teenage pregnancies	In house and Contracted	Red

Public Protection			
Public protection	Environmental protection	In-house	Green
	Licensing	In-house	Green
	Environmental Health and Trading Standards	In-house	Green

22. The strengths, weaknesses, opportunities and threats relating to the current service can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>Legacy of successful public health programmes such as Middlesbrough Healthy Towns programme, Golden Mile, Hearty Beats, New Life New You. The learning from these programmes can help inform the development of future programmes.</li> <li>A public protection team with a good track record of delivering efficient and effective environmental health, trading standards and environmental protection. The team also have a good track record of coordinating a local smoke free alliance and delivering tobacco control measures such as underage sales, smoke free legislation and illicit tobacco.</li> <li>Integrated delivery for some of the public health services (sexual health, drugs and alcohol) resulting in improved coordination of services, improved outcomes and reduced costs.</li> </ul>	<ul style="list-style-type: none"> <li>Public health spend and allocation based on historical funding arrangements and contracts resulting in some key public health priorities being underfunded.</li> <li>Public health programmes delivered in lifestyle silos such as smoking, weight management, physical activity and therefore not maximising on the complex multi-risk factor presentation in most people.</li> <li>A significant proportion of opiate and crack users (OCUs) have been in treatment for four years or more and are difficult to motivate towards recovery; high levels of re-presentations into treatment amongst OCU and alcohol clients; central services spread across many separate premises.</li> <li>Poor participation in preventative programmes by the local community with a mismatch between need and participation characterised by more people from affluent areas participating in the programmes compared to people from deprived wards.</li> <li>Reduction in the level of preventative and educational public protection interventions such as business support, recommended trader schemes, consumer advice, and greater reliance on enforcement due to reduction in capacity and capability.</li> <li>There is limited sharing of intelligence and data between agencies resulting in uncoordinated care, poor outcomes and costly interventions.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>The transition of public health into the local authority presents an opportunity to align the public health policies with the other local government policies to improve health and well-being.</li> <li>The development of a new public health integrated service combining public protection, Safer Middlesbrough Partnership, health development and the functions that transferred from the NHS provides an opportunity for integration and improved outcomes.</li> <li>There are opportunities to align public health services with other council services to achieve more integrated and holistic approaches to improving health and well-being. Examples include the opportunity to align Healthy Child Programme 5-19 (formerly school nursing service), 0-5 Health Visiting and Family Nurse Partnership services with the council's 0-19 services to improve outcomes for children, young people and their families. Other areas for integration include adult social care, development of community health and well-being hubs, integrated lifestyle services, social prescribing and community engagement.</li> <li>The review of public health services provides opportunities for reprofiling the public health budget to address the mismatch between investment and need.</li> <li>Better integration of individual regulatory functions, developing shared competencies and continuing to consider the opportunities for efficiencies in joint working within the local authorities and with external bodies.</li> </ul>	<ul style="list-style-type: none"> <li>There are significant risks if the proposed funding formula is implemented as this could have an impact on the continuity of public health programmes.</li> <li>There are risks that as organisations face financial challenges and pressures they make financial decisions that could have an impact on demand for public health services and health outcomes.</li> <li>There are risks associated with the new commissioning landscape which can result in fragmented commissioning and delivery of services.</li> <li>There are service continuity risks associated with the development of and transition to new delivery models such as in-house provision of school nursing services.</li> <li>There are risks associated with the impact of the social conditions on health and well-being outcomes. An example of this is the impact of welfare reforms on food poverty, fuel poverty, mental health and well-being which disproportionately impacts on the disadvantaged and vulnerable groups.</li> <li>There are risks associated with limited competition and market failure due to poorly developed local market for public health services (especially those services that have been historically provided by the NHS).</li> <li>Further local economic decline will result in increased demand on some regulatory and enforcement services.</li> </ul>

## **Where we will be in 2018**

23. By 2018, the public health service will be characterised by:

- Transformed delivery of prevention and early intervention services for families, children and young people, adults and older people with greater emphasis on health and well-being rather than healthcare or reactive interventions.
- Improved community engagement and assertive outreach models characterised by vibrant and active community hubs, effective social prescribing model leading to improved uptake of preventative services, and improved and coordinated use of local assets.
- Improved and coordinated public health capacity at all levels (community, settings, workplace and organisations) resulting in a reduction in demand for reactive health and social care services
- Efficient, integrated and effective models of delivering public health services with a stronger focus on community needs and community based models of delivery.
- Increased investment in prevention and early intervention across agencies.

24. By 2018, the public protection service will be characterised by:

- Efficient, effective and responsive service model optimising the opportunities for integrated public protection service delivery.
- Coordinated delivery of population level interventions to tackle tobacco, alcohol and food control utilising the regulatory, licensing and enforcement levers to tackle health harms.
- Optimise the contribution of regulation, licensing and enforcement to protecting the health of the local population, prevention of ill-health and addressing the key public health challenges.

25. The Improving Public Health service will stop doing the following:

- The public health service will seek to consolidate the number of different contracts to achieve integrated delivery of services, efficiencies and value for money.
- The public protection service will review its service delivery in line with national Guidance and Policy and will stop carrying out proactive inspections where possible, or taking action where there is no legal power to do so.

26. The following will be delivered differently:

- Transform the delivery of public health services in Middlesbrough to have more integrated services, delivered in the community and building on community assets.
- The public health service will strengthen community engagement and work very closely with the communities and the VCS to deliver responsive services.
- Work collaboratively with other council departments, organisations and partners to ensure coordinated service planning and delivery.
- Embrace the advances in research, technology and digital media to improve outcomes for the local population.
- Review all service standards in relation to public protection services, having regard to all national and local policies and practices, to provide clear information to the public.

27. The Outcome Area will continue to:

- deliver public health services that are achieving outcomes and demonstrating value for money;
- deliver the legal and statutory public protection and public health functions;
- review public protection functions to identify those that will not be delivered going forward due to changes in the capacity within the team.

28. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Public Health	<ul style="list-style-type: none"> <li>Expensive public health contracts based on historic arrangements</li> </ul>	<ul style="list-style-type: none"> <li>Realign services around the needs of the community</li> </ul>
	<ul style="list-style-type: none"> <li>Weak provider market for public health with limited involvement of the VCS and diversity of providers</li> </ul>	<ul style="list-style-type: none"> <li>Develop the market for public health services locally</li> <li>Strengthened community and VCS services</li> </ul>
	<ul style="list-style-type: none"> <li>Range of grant programmes which may be at risk due to funding implications</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable model of delivering public health programmes</li> </ul>
	<ul style="list-style-type: none"> <li>Fragmented delivery of public health services for children and young people</li> </ul>	<ul style="list-style-type: none"> <li>Transformation on the 0-19 services with more integrated service delivery</li> </ul>
	<ul style="list-style-type: none"> <li>Portfolio of separately commissioned services with overlaps, duplication and unmet needs</li> </ul>	<ul style="list-style-type: none"> <li>Alternative, integrated delivery models</li> </ul>
	<ul style="list-style-type: none"> <li>Weak partnership arrangements with lack of clarity on governance, accountability and strategic alignment.</li> </ul>	<ul style="list-style-type: none"> <li>Robust and stronger partnerships with clear governance and accountability arrangements.</li> </ul>
Public Protection	<ul style="list-style-type: none"> <li>Limited coordination on alcohol control agenda</li> </ul>	<ul style="list-style-type: none"> <li>Strong multi-agency approach to alcohol control</li> </ul>
	<ul style="list-style-type: none"> <li>Limited coordination on food control</li> </ul>	<ul style="list-style-type: none"> <li>Strong multi-agency approach to food control</li> </ul>
	<ul style="list-style-type: none"> <li>Service reductions which have led to incremental reactive changes to service delivery standards.</li> </ul>	<ul style="list-style-type: none"> <li>Review service standards and match services to available resources</li> </ul>
	<ul style="list-style-type: none"> <li>Provide an ad-hoc reactive response in areas where no legal provision exists.</li> </ul>	<ul style="list-style-type: none"> <li>Focus on work areas with a core legal remedy.</li> </ul>

### Aligning with the Change Programme

29. The service will be developed in line with a number of the principles established within the Council's Change programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	Improving public health relies on coordinated action across a range of agencies, communities and organisations. The service will proactively engage, influence and collaborate with a range of local, regional and national partners to drive improvements in public health. However, where necessary the service will utilise regulatory and enforcement powers to protect the local population.	Relationships with partners and communities will improve, as a more cooperative approach is adopted. More agencies taking on the responsibility for improving public health and less need for the Council to use its enforcement and regulatory powers.
Build services around resident and community needs	Improving public health will be informed by a detailed understanding of local health and well-being needs and assets and ensuring this intelligence is utilised to inform decision making. The intelligence will combine quantitative and qualitative information and will be gathered using a range of methods and approaches.	Asset based approaches that builds on the existing resources and avoids a deficit approach to addressing health and well-being needs. No negative impacts have been identified.

Change Programme Principle	Service Direction	Impact
Focus investment principally on core business	The service will ensure investment is targeted on the areas that will achieve the greatest public health benefits and effectively discharges the Council's statutory responsibilities for public health and public protection.	Public health programmes and public protection services that do not deliver improved outcomes will be decommissioned or ceased. Impact assessments on service changes will be carried out to minimise the impact on individuals, families and communities.
Direct resources into early intervention	Improving public health requires sustained efforts upstream to tackle the root causes of poor outcomes. There is a plethora of local, regional and national guidance on how this can be addressed and how the opportunities presented by the transfer of public health into local government can be maximised. The service will ensure that, across public health and public protection, proactive preventative approaches are prioritised and investment is sustainable.	Prevention and early intervention requires sustained investment if it's to contribute to improved outcomes and reducing demand. Although not a straight forward process, it is important for the cost-effectiveness and outcomes from the prevention and early intervention are tracked and documented to demonstrate impact and return on investment.
Encourage and support others to take on and deliver services	The asset based approach provides a framework for empowering individuals and communities to take responsibility for their health and well-being. Through capacity building individuals, communities and agencies can be supported to deliver public health programmes and services.	Improved public health and public protection capacity and capabilities across communities, sectors and agencies.
Do not provide competing services if there is an effective local market	There is need to develop a market for public health services or programmes especially where the historic arrangements have been based on the NHS being a provider of most services. No activity will be delivered in-house (without full appraisal of the options) where an appropriate alternative market exists.	Where necessary, the service will seek to support the development of a market for those services and facilities that could be delivered outside of the Council. No negative impacts have been identified.
Become 'digital by default'	The future delivery of elements of the service (i.e. some of the public protection services and the commissioned public health services) will be wherever possible place a greater emphasis on digital access and self-service.	Moving some services into digital access will have a differential impact on service delivery. It is important to ensure provision and access for individuals and population groups with limited access to digital technology.
Empower managers to deliver outcomes	Managers will be empowered to focus on and deliver improved public health outcomes.	The development of the framework of interventions will be critical in ensuring the impact is positive.
Optimise the use of technology and flexible working	The service will seek to utilise the emerging corporate opportunities to adopt appropriate working practices, as roles are defined.	Improved responsiveness, efficiency and effectiveness of the service. No negative impacts have been identified as yet.
Ensure scrutiny of value for money	All public health spend will be reviewed to ensure efficient and effective ways of improving public health outcomes. Regional and national benchmarks will be utilised as well as cost-effectiveness and evidence based guidelines.	No negative impacts have been identified.

## **Roadmap**

30. The table below provides a summary the key projects and associated milestones for the implementation of the target operating model for Improving Public Health. A detailed milestone plan for each project is

included within the overall Change Programme Plan accessible via the Council's intranet. This plan is currently under review and will be updated in the next iteration of this document.

Milestones	2015/16				2016/17				2017/18			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Service review and implementation of the new service structure												
<b>Delivering differently for families, children and young people</b>												
Transfer of 0-5 Health Visitors and Family Nurse Partnership services												
Transformation of 0-5 services (alignment and integration with 0-19 services)												
Transforming the delivery of school nursing												
Wider role out of the BLF HeadStart resilience schools project town wide												
Transformation of 5-19 public health services (alignment and integration with 0-19 services)												
<b>Prevention &amp; Early Intervention</b>												
Further roll out of Extra Life across all settings (including healthy living pharmacies)												
Development and implementation of health and well-being hubs												
Development of town-wide IBA approach in a variety of settings												
Development of a new integrated model for delivering sexual health services across Teesside												
Roll out of immunisation and screening programmes based on the Hartlepool pilot evaluation												
Developing a local model for social prescribing												
<b>Public Protection</b>												
Develop a local framework for Alcohol Control												
Develop a local framework for Food Control												
Selective Landlord Licensing												
Transforming the delivery of public protection services												
Air quality diffusion study												
Licensing policy review												
Gambling policy review												
Alcohol Strategy refresh												
Implementing the new smoke free legislation												

## **Resources**

### **Revenue budget**

Net revenue budget	2015/16	2016/17	2017/18
Net	-£0.543m	-£1.770m	-£3.450m

31. The majority of expenditure in this outcome area is funded by Public Health Grant and in effect represents a net budget position of zero. Savings driven by this area will result in net budget reductions in other outcome areas through the provision of PH Grant to fund public health-related services currently funded by core funding.

32. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### Revenue investment

33. The service is working with Supporting Communities to assess the feasibility of a major prevention and early intervention investment programme for the Council. Once proposals are agreed this plan will be updated to reflect the level of investment agreed and the resulting projects funded.

### Risks

34. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
Reduction in public health funding as a result of the new allocation formula.	21	14	14
Disruptive transfer of 0-5 commissioning from NHS England to Middlesbrough Council.	15	15	10
Disruptive transfer of the delivery of school nursing services from the NHS to Middlesbrough Council.	12	12	12
Market failure for public health services due to poor market for these services.	21	14	14
NHS reforms and changes in commissioning arrangements further fragmenting existing arrangements.	21	14	14
Reductions in public protection capacity having an impact on the delivery of preventative interventions (service becoming reactive versus proactive).	3	2	2
Further national policy changes and austerity measures having an impact on the key levers for achieving sustainable achievement in health and well-being.	21	21	21

### Measuring our success

35. The following key indicators have been selected as providing the key measures of success in Improving Public Health, with the following targets set for 2018:

Measure	2018 target
Population level indicators	
Life expectancy at birth for males	76.6 years
Life expectancy at birth for females	80.4 years
Healthy life expectancy at birth for males	57.8 years
Healthy life expectancy at birth for females	59.1 years
Standardised mortality ratio (SMR) for males and females (> 75)	124
Smoking prevalence in adults	25%
Obesity prevalence in adults	24.3%
4-5 year olds with excess weight	26.4%
10-11 year olds with excess weight	36.3%
Substance misuse prevalence – estimated crack & opiate users	20.3

Measure	2018 target
Public Health service indicators	
Smoking cessation: four week quit rate	1184
Women smoking at time of delivery	22.90%
Successful completions – opiates	5.1%
Successful completions – non-opiates	37.8%
Physically active adults	49.3%
Breast cancer screening uptake	70.8%
Cervical cancer screening uptake	69.5%
Increase the number of people offered of NHS health check programme	20%
Uptake of NHS health check programme	60%
Satisfaction with Substance Misuse services – CSS	>80%

36. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Improving Public Health are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>Smoking cessation: four week quit rate</li> <li>Women smoking at time of delivery</li> <li>Successful completion for alcohol, opiates and non-opiates</li> <li>Physically active adults</li> <li>Screening uptake: breast and cervical cancers</li> <li>Number of people offered NHS health check programme</li> <li>Offer / uptake of NHS health check programme</li> <li>Satisfaction with substance misuse services</li> <li>Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>Change projects projected to meet milestones</li> <li>Capital projects projected to meet milestones</li> <li>Risk mitigations projected to meet milestones</li> <li>Food businesses rated as satisfactory and above</li> <li>Licensing / tobacco – enforcement exercises undertaken</li> <li>Businesses visited brought to compliance</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>Performance against revenue budget</li> <li>Performance against capital budget</li> <li>Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>Staff with current appraisal</li> <li>Managers scoring 3 and above on competencies</li> <li>Employees scoring 3 and above on competencies</li> <li>Sickness absence</li> <li>Staff satisfaction</li> </ul>

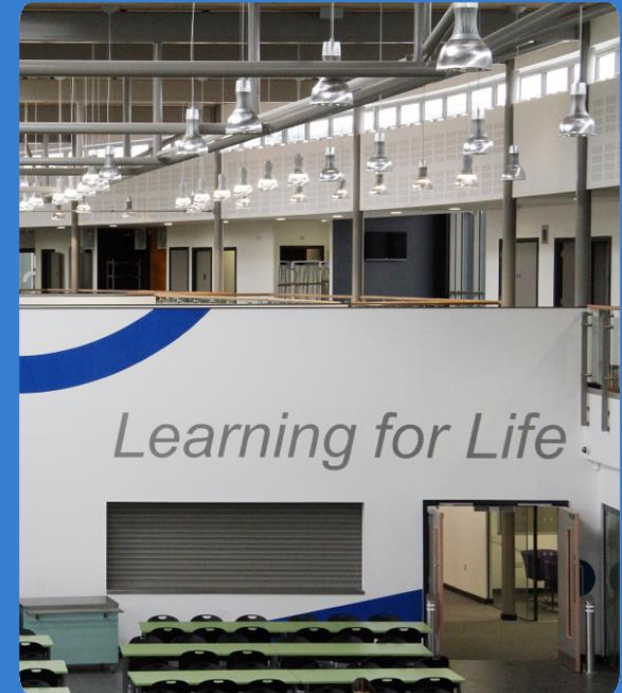
36. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Public Health
- Public Protection.

37. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.



# Learning & Skills Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Learning and Skills.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the 2020 Vision for Middlesbrough, the Council's strategic objective of **Providing Community and Economic Support**, and in particular the supporting outcome of:

***Promoting effective learning for children and adults, such that residents fulfil their potential, attainment improves and people have the requisite skills to secure employment.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

**Richenda Broad**

*Executive Director,  
Wellbeing, Care and Learning*

**TBC**

*Assistant Director,  
Learning and Skills*

## One Page Summary

<b>Outcome 4</b>	<b>Owner: Assistant Director, Learning and Skills</b>		
<i>Promoting effective learning for children and adults such that residents fulfil their potential, attainment improves and people have the requisite skills to secure employment.</i>			
<b>Key measures of success:</b>			
<ul style="list-style-type: none"> <li>• Reduce rate of permanent exclusions from school</li> <li>• Increase in children achieving good level of development at Early Years</li> <li>• Increase in children achieving the expected level of phonics de-coding</li> <li>• Increase in children achieving required standards across all key stages</li> <li>• Improve success rates in Community Learning Skills programmes</li> <li>• Improve the percentage of pupils making better than predicted progress</li> </ul>			
<b>Service portfolio:</b>			
<b>Access to Education</b> service, comprising school placement planning, admissions and attendance.	<b>Achievement</b> service, comprising Middlesbrough Achievement Partnership, school improvement and employability / adult learning.	<b>SEN and Vulnerable Learners</b> service, comprising SEN, Cleveland Unit, Vulnerable Learners, Sensory Impairment and Complementary Education.	
<b>Net budget profile:</b>			
	2015/2016	2016/2017	2017/2018
	-£1.642m	-£1.660m	-£1.613m
<b>Current change projects:</b>			
<b>Project</b>	<b>Savings in 2015/2016</b>	<b>Savings in 2016/2017</b>	<b>Savings in 2017/2018</b>
Learning and Skills Review	-£30,000	-£12,240	-£0
Cross Cutting Savings	-£33,567	-£0	-£0
<b>Capital investment:</b>			
	2015/2016	2016/2017	2017/2018
	£5.149m	£2.181m	£0.300m

## **Background and key issues**

### **Background**

1. The Learning and Skills service sits within the Wellbeing, Care and Learning department. The service is committed to working with schools and our key partners to improve educational outcomes for children and adults in Middlesbrough. Services are organised as follows:
  - **Access to Education** – strategic school place planning, admissions, attendance and parent partnership work;
  - **Achievement** – school improvement, governor support, Middlesbrough Achievement Partnership (MAP) and community learning; and
  - **Special Educational Needs (SEN) and Vulnerable Learners** – SEN assessments and support packages, Cleveland Unit, educational psychologist services, virtual school, sensory impairment services and complementary education.
2. Education is about maximising the life chances of all children, young people and adults by equipping them with skills and confidence, enabling them to take the opportunities they are offered.
3. We believe that engagement in lifelong learning is the key to good employment prospects, good health and well-being, all of which are fundamental to Middlesbrough's future. Raising educational attainment across the town is one of the most important challenges we face and one of the Council's top priorities.

### **Delivering the 2020 Vision for Middlesbrough**

4. The service directly contributes towards the aim set out in the 2020 Vision that Middlesbrough will be 'a learning town, in which families and communities thrive' by providing services that aim to ensure 'Children and adults have the skills they need'. Its success in achieving this aim will be measured by the reduction in the number of:
  - local people without recognised skills; and
  - young people not in education, employment or training.

### **Potential barriers**

5. The barriers to achieving improved learning outcomes in Middlesbrough are:
  - Delivering a high quality education in one of the most deprived areas in the country is not straightforward. High deprivation levels must not be used as an excuse for low attainment; however, it is so significant for so many pupils that it has to be recognised and compensated for by all partners if we are to achieve our ambitions for every child.
  - Excellent teaching and school leadership alone will not succeed in bringing standards of attainment up above the national average. Children affected by domestic violence, poverty, neglect, substance misuse or poor parental mental health are much less likely to arrive at school ready to learn compared to their peers from less turbulent backgrounds.
  - The Council retains a long list of statutory duties around education and skills, however it no longer has the levers to discharge them.
  - Delivery of effective school improvement requires continual buy in from all schools, head teachers, teachers, governors and other key partners. Maintaining this buy in while also taking steps to highlight areas requiring improvement may be difficult.
  - Costs of services to schools are impacted by schools decisions on which services to buy back.
  - There is an inability to recruit and retain high quality staff, particularly teachers delivering Science, Technology, Engineering and Maths in schools and colleges.
  - Rising demand for specialist services that needs to be managed to ensure costs are controlled while needs continue to be effectively met.

## **Critical Success Factors**

6. It is critical that we work in collaboration with head teachers, governors, other education providers and key partners to ensure that we are able to provide education that is inclusive, covers the whole 0-25 age range and puts children and young people at the heart of what we do. To that end the following must be in place to enable the service to deliver the our aims:

### **Access to Education**

- sufficient school places are provided in primary, secondary and special schools to ensure all Middlesbrough children have a school place;
- future school place planning is effectively resourced to provide sufficient school places; and
- all partners work collaboratively and effectively to manage behaviour and attendance and minimise permanent exclusions.

### **Achievement**

- a Middlesbrough Achievement Partnership that works effectively and collaboratively to improve standards, manage school capacity and reduce the risks of fragmentation of effort that could be increased by greater school autonomy;
- a five year Middlesbrough Achievement Partnership (MAP) strategy is in place that develops MAP to enable it to deliver its priorities;
- sufficient resources provided by all partners in line with agreed terms to support delivery of the Middlesbrough Achievement Partnership priorities;
- efficient methods in place to monitor standards and challenge areas of under-performance in schools with effective interventions undertaken where required to improve education outcomes for children and young people;
- schools committed to developing outstanding teaching;
- effective data sharing arrangements between schools and the Council to enable effective performance management arrangements which will support a robust peer evaluation and improvement framework;
- effective school governance arrangements across the borough;
- transparent and effective communications between all partners within the Middlesbrough Achievement Partnership
- Community Learning maintains its current level of funding and success rates in order to support low skilled adults and parents within the borough;
- effective communications and a greater focus on schools led professional development; and
- effective mental health support in place through delivery of public health projects.

### **Special Educational Needs (SEN) and Vulnerable Learners**

- greater participation of children, young people and their families in decision making through the implementation of the Special Education Needs and Disability Code of Practice;
- effective pathways for assessment of Education, Health and Care (EHC) plans to ensure compliance with the Special Education Needs and Disability Code of Practice and the Care Act;
- outcome-focused plans that put in place packages of education, health and care which support children and young people to achieve their potential;
- a focus on inclusive practice and removing barriers to learning;
- other agencies have in place effective plans and services that address the deficit of needs that some children have when starting school;
- coherent and effective partnership working in place with services in the Council which contribute towards improved outcomes (e.g. youth services, safeguarding and school readiness support); and
- a revised SEND and Vulnerable Learners Strategy for Middlesbrough that reflects the specialist support and provision required and delivered to meet needs.

## Savings challenges

7. Savings targets for Learning and Skills are shaped by the funding sources for the service. Much of the service is funded from the Department of Education and bought back services from schools. This is reflected in the minimal change programme savings targets for this Outcome Area.

## Further information

8. The following documents provide a more in depth picture of the issues faced in Middlesbrough and the potential for the Learning and Skills Service to make a significant impact upon them:
- Middlesbrough School Effectiveness Strategy 2015-16;
  - Schools Capital Programme 2015;
  - Middlesbrough LA post-Ofsted Action Plan;
  - Strategic MAP priorities document;
  - Tees Children and Young People Emotional Wellbeing and Mental Health Strategy and action plan; and
  - Behaviour Management Partnership (agreement to be developed with Middlesbrough Schools by July 2016).
9. As the preventative agenda develops, further work will be undertaken to explore the background to Middlesbrough's challenges, and will be added to the above as an evidence base for action.

## Where We Are Now

10. A summary analysis of the services and functions currently provided by the Learning and Skills service is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Access to Education	Strategic Place planning	In-house	Green
	Admissions	Mixed	Green
	Attendance	Mixed	Green
Access to Education	Parental partnership work	In-house	Green
Achievement	School improvement	In-house	Green
	Governor support	In-house	Green
	Middlesbrough Achievement Partnership	Hosted	Green
	Community Learning	In-house	Red
Special Educational Needs (SEN) and Vulnerable Learners	SEN assessment team	In-house	Green
	Cleveland Unit	In-house	Green
	Educational psychologist service	In-house	Green
	Virtual school	In-house	Green
	Sensory Impairment services	Commissioned	Green
	Complementary Education	In-house	Green

11. The services brought together under the banner of Learning and Skills all contribute in differing ways to the overarching outcome for the service area, as detailed below:



Service Element	Contribution
<b>Access to Education</b>	
Strategic Place planning	Ensures there are sufficient school places available for statutory school-age children and puts in place strategies and actions to manage the impact of future demographics on placement demands and the implications arising from an increased number of academy schools within the town.
Admissions	<ul style="list-style-type: none"> <li>The admissions service is responsible for administering the admissions process for all primary and secondary school pupils in Middlesbrough.</li> <li>School transfers – mid-term transfers between schools (please see link to admissions advice for transfers relating to initial admission to primary education or primary to secondary transition).</li> </ul>
Attendance	The service works with schools, pupils and their families to promote and support regular and punctual school attendance. The aim of the service is to ensure that all children of statutory school age in Middlesbrough have the benefit of access to educational opportunity through regular attendance at school, or otherwise.
<b>Access to Education</b>	
Children Missing From Education	<ul style="list-style-type: none"> <li>Identification, monitoring and tracking of ' Children Missing From Education' or 'at risk of being missing from education'.</li> <li>Provision of advice and support for schools, governors and parents relating to children and young excluded from schools.</li> </ul>
Independent Advice and Support Service	Supports parents, carers and young people with SEN who live in Middlesbrough through free, impartial and confidential advice and guidance.
<b>Achievement</b>	
School improvement	Commissioning and brokering support and challenge services to assist schools in improving educational outcomes for Middlesbrough children
Governor support	Provides support, training, advice & guidance to the governing bodies of Middlesbrough schools, this includes quality assurance and 'bought back' governing body's clerking services.
Middlesbrough Achievement Partnership	MAP is the overarching education delivery partnership in Middlesbrough set up to provide school led improved educational outcomes for Middlesbrough children
Community Learning	The service provides a range of education services to adults and apprenticeship opportunities across the council
<b>Special Educational Needs (SEN) and Vulnerable Learners</b>	
SEN and Pupil Support team	<p>Special Educational Needs and Pupil Support Team deals with many aspects relating to inclusive education. This includes:</p> <ul style="list-style-type: none"> <li>Identification, assessment and provision for children and young people with additional needs</li> <li>Administration of education health and care assessment process and annual review of statements of special educational needs / Education Health and Care Plans</li> <li>Close working links with IASS - to offer independent advice and assistance to parents and carers in connection with special educational needs / Education Health and Care Plans.</li> </ul>
Cleveland Unit	Local Authority maintained Day Nursery for Early identification and intervention for children with significant special educational needs.
Educational psychologist service	Works with schools in connection with concerns relating to individual children, to groups of children and to whole school issues. Within the consultation framework, Educational Psychologists (EPs) work in partnership with teachers, parents/carers and others, to achieve beneficial change for children.
Virtual school	Service to provide education support for children looked after to ensure positive educational outcomes as part of the LA role as corporate parents.
Sensory Impairment services	Services for children with hearing and sight impairment in Middlesbrough.
Complementary Education	Advice and support for schools, governors and parents relating to children and young excluded from schools.

12. The strengths, weaknesses, opportunities and threats relating to the current service can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• School Effectiveness Strategy in place.</li> <li>• Effective management plans are in place, Head of service for Access to schools and SEN and Vulnerable Learners are in place; interim arrangements are in place for Head of Achievement.</li> <li>• Fair allocation of DSG funding has been secured for Council provided services.</li> <li>• Completed Building Schools for the Future programme.</li> <li>• Bought back services demonstrate willingness of schools to work with local authorities.</li> <li>• Improvement action plans in place to address Ofsted identified weaknesses in school improvement and has been shared with head teachers.</li> <li>• Schools have demonstrated that they recognise the benefits of working in partnership.</li> <li>• Significant improvements have been made since the Ofsted inspection of 2014 which have been acknowledged by Ofsted in the re-inspection undertaken in 2015.</li> <li>• Partners are committed to working with the MAP to support priorities.</li> <li>• Teeswide partnership working is in place to develop a recruitment and retention strategy for schools.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of direct council control over academies and free schools impacts on the Council's approach to school improvement.</li> <li>• Reduced school improvement capacity.</li> <li>• Continuing changing policy and statutory landscape around schools.</li> <li>• Community learning service attainment levels have dropped recently.</li> <li>• Early intervention services are not demonstrating an impact and need to be embedded.</li> <li>• Patchy sign up to services that could reduce future demand e.g. roll out of independent travel training from 16-19 travel training.</li> <li>• Limited capacity to be able to reduce and redirect demand for SEN services based on current ways of working.</li> <li>• Increased autonomy of schools impacts on the Council's ability to strategically plan future places.</li> <li>• Poor levels of data sharing between some schools and the Council impacts on the ability of the Council to provide information that will be needed to inform priorities for sector led improvement.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Opportunity to narrow the achievement gap for the most disadvantaged pupils in Middlesbrough.</li> <li>• Opportunity to grow school support services and develop new services through partnership working.</li> <li>• Opportunity for MAP to demonstrate school lead leadership for improvement.</li> <li>• The Change Programme projects provide an opportunity to reshape services to ensure they better fit the new education landscape.</li> <li>• Opportunities to develop effective sector led improvement frameworks for schools in Middlesbrough.</li> <li>• Opportunity to transform the way SEN services are delivered in Middlesbrough.</li> <li>• Opportunity to access best practice nationally by using the commissioning and brokering approach.</li> </ul>	<ul style="list-style-type: none"> <li>• Inconsistent school performance.</li> <li>• Impact of the new Ofsted framework.</li> <li>• Rising birth rate and resultant pressure on school places.</li> <li>• Some schools may decide to buy services from other providers which would impact on the cost for remaining schools and may make some services unattractive.</li> <li>• Uneven pace of improvement could lead to some schools being unfairly disadvantaged.</li> <li>• Increases in the numbers of children in receipt of a support package (SEN and eventually EHCPs) impacting significantly on the cost of SEN services and increasing the cost of other Council services e.g. transport.</li> <li>• Schools may not commit to working with MAP in the future or may withdraw support when challenged about areas of underperformance.</li> <li>• Partners may not deliver required work to make MAP work effectively.</li> <li>• Time limited funding of MAP.</li> <li>• There may be insufficient resources available to support MAP.</li> <li>• Changes in funding reduce planning capacity and resilience, impacting on the ability of the service to meet new needs quickly.</li> <li>• Schools need to be convinced that MAP is the forum through which partnership working should be delivered.</li> <li>• There is a risk that the authority will fail to build a senior management team that has the experience and credibility with schools to influence change and improvement in the long term.</li> <li>• Failure to recruit high quality teachers and leaders into schools.</li> </ul>



## Where we will be in 2018

13. The key changes to be implemented over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Strategic Place planning	<ul style="list-style-type: none"> <li>In-house provision, accessing DfE funding to manage school assets and put in place solutions to increase school capacity.</li> </ul>	<ul style="list-style-type: none"> <li>Sufficient school places planned within the borough for Middlesbrough's children.</li> <li>Children only placed outside the borough in exceptional circumstances e.g. significant safeguarding concerns or highly specialist provision which it would not be cost effective to provide locally.</li> </ul>
Admissions	<ul style="list-style-type: none"> <li>In-house provision that manages admissions based on catchment areas agreed with academies / set by the Council for LA controlled schools.</li> </ul>	<ul style="list-style-type: none"> <li>Continuation of process in line with the statutory admissions code.</li> </ul>
Attendance	<ul style="list-style-type: none"> <li>Maintenance of statutory processes around attendance prosecutions with schools managing attendance individually.</li> </ul>	<ul style="list-style-type: none"> <li>School attendance will be in line with the national average and the rate of permanent exclusions will be improved.</li> <li>Expanded service through buy back that enables best practice in case management to be shared, resulting in better levels of attendance at school.</li> </ul>
Independent Advice and Support Services	<ul style="list-style-type: none"> <li>Service dependent on one person.</li> </ul>	<ul style="list-style-type: none"> <li>Service developed to be resilient.</li> </ul>
School improvement	<ul style="list-style-type: none"> <li>Improvements identified by the 2015 Ofsted inspection have begun to be implemented.</li> <li>School improvement leadership now in place but there remains limited school improvement capacity within the Council.</li> <li>School Effectiveness Strategy has been revised to reflect progress to date.</li> <li>Work to refocus the Middlesbrough Achievement Partnership is underway.</li> </ul>	<ul style="list-style-type: none"> <li>All schools will be judged by Ofsted to be good or better.</li> <li>The gap for Children will enter schools at the appropriate level for learning will be in line with national averages.</li> <li>The proportion of pupils achieving better than expected progress at all key stages will be above national average.</li> <li>Raised achievement across all key stages, with a continuing focus on the secondary phase, and reduced attainment gap between disadvantaged and other pupils.</li> <li>Support and challenge for secondary schools and academies in place that delivers outcomes for Key Stage 4 pupils that are at least in line with national averages.</li> <li>School Effectiveness Strategy is revised to reflect progress since 2015.</li> <li>Refocused the Middlesbrough Achievement Partnership that has a central role in raising achievement.</li> </ul>
Governor support	<ul style="list-style-type: none"> <li>Effective services in place which provide support and challenge.</li> </ul>	<ul style="list-style-type: none"> <li>Expanded services which are widely accessed across the borough by both academies and local authority maintained schools.</li> </ul>

Service area	Where we are now	Where will be in 2018
Middlesbrough Achievement Partnership	<ul style="list-style-type: none"> <li>• Service funded by schools, public health and the Council, hosted by the Council.</li> <li>• Funding in place until January 2017.</li> <li>• Implementing the review of MAP to ensure it is effective in supporting achievement.</li> </ul>	<ul style="list-style-type: none"> <li>• Well established MAP working alongside teaching school alliances and fulfilling school improvements, as a result the role of the Council has reduced.</li> <li>• MAP will be able to demonstrate its impact on improved education, health and wellbeing outcomes for children and young people.</li> </ul>
Middlesbrough Community Learning	<ul style="list-style-type: none"> <li>• Fully funded (by the SFA and EFA) service provision.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to be provided in-house.</li> <li>• Ensure that all course placements are delivered in line with the Mayor's Vision.</li> </ul>
SEN and Pupil Support team	<ul style="list-style-type: none"> <li>• In-house service provision.</li> <li>• Predicted high increase in numbers of Education, Health and Care Plans.</li> <li>• Fundamental review of SEND and vulnerable learners' services has been commissioned.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to be provided in-house with delivery in line with the SEN and Vulnerable Learners Strategy to ensure a robust assessment and review framework is in place that effectively controls costs while still delivering packages of care that need identified needs, promoting future independence wherever possible.</li> </ul>
Cleveland Unit	<ul style="list-style-type: none"> <li>• In-house provision of discretionary service.</li> <li>• Funded by the Council.</li> <li>• Term time provision of support and assessment of future needs.</li> </ul>	<ul style="list-style-type: none"> <li>• Hub and spoke model in place with a service that operates all year round and effectively shares information on service user needs to enable effective care and place planning.</li> </ul>
Educational psychologist service	<ul style="list-style-type: none"> <li>• In house service provision.</li> <li>• Limited capacity due to staffing levels.</li> </ul>	<ul style="list-style-type: none"> <li>• Review service model.</li> <li>• Build capacity to support the delivery of targeted provision.</li> </ul>
Virtual school	<ul style="list-style-type: none"> <li>• New head appointed.</li> </ul>	<ul style="list-style-type: none"> <li>• Children and young people from the virtual school will exceed against peers in outcomes and there will be an increase in the number of children who go on to further and higher education.</li> </ul>
Sensory Impairment services	<ul style="list-style-type: none"> <li>• The Visually Impaired service provides support for all children, young people and their families with a visual impairment in.</li> <li>• The Hearing Impaired provides support to children, young people and their families with a hearing impairment.</li> <li>• Both services work in collaboration with parents, teachers, support staff and all other relevant agencies to ensure that children and young people are fully included and have full access to a broad and balanced curriculum.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to deliver and develop the provision offered by the sensory impairment services.</li> </ul>

### Aligning with the Change Programme

14. The service will be developed in line with a number of the principles established within the Council's Change programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	MAP already funded and led by schools, hosted by the Council. The service direction is that MAP will operate as a separate legal entity which has developed and delivered desirable services for schools in Middlesbrough and further afield, reducing the financial burden on schools.	Further reduced local authority role and reduced financial contributions from Middlesbrough's schools.
Build services around resident and community needs	MAP to co-ordinate reshaped funding and school support to improve health and emotional wellbeing outcomes for children and young people.	Reshaped support teams around the school to improve access to mental health, behaviour, attendance, employability and other services, linking into outcome two work (delivered by outcome two).
Focus investment principally on core business	Teams within the SEN and Vulnerable Learners service to revise working practices which will ensure requirements of the SEND reforms are met which will support children and young people to achieve identified outcomes.	Specialist services in place which respond effectively to meet the needs of children and young people.
Direct resources into early intervention	MAP will co-ordinate work through the Children and Young People's delivery partnership (a delivery partnership of the Health and Wellbeing Board) to refocus resources. Links to outcome two will be strengthened to increase the effectiveness of this work.	Increased delivery and co-ordination of delivery of services through MAP, reducing gaps in service provision, focusing on addressing issues that impact on achievement at an early stage.
Encourage and support others to take on and deliver services	MAP priority will be that schools lead MAP, with the Council acting as a partner, not a leader.  Further develop networks with key providers to support the development of opportunities for young people with Special Educational Needs and or Disabilities.	Development of sector led improvement framework.  Greater choice of opportunities within the local area which will support young people successfully prepare for adulthood, including independent living and employment.
Do not provide competing services if there is an effective local market	Where necessary, the service will seek to support the development of a market for those services and facilities that could be delivered outside of the Council.	The service will ensure that financial resources are used to optimise outcomes.
Become 'digital by default'	MAP will be encouraged to develop an independent web presence.	Reduced support required from the Council's communications team as the MAP develops.
Empower managers to deliver outcomes	The Middlesbrough Manager project sets out a framework that clarifies performance expectations of managers and supports them to deliver.	Managers will develop the skills and behaviours required to effectively deliver outcomes within their areas of responsibility.
Optimise the use of technology and flexible working	The service area will seek to maximise the opportunities to be provided by corporate HR and ICT-led approaches to flexible working.	Employees will be able to work more flexibly and provide improved customer service.
Ensure scrutiny of value for money	All expenditure will be reviewed to ensure the most efficient and effective ways of improving outcomes are implemented.	The service will ensure that financial resources are used to optimise outcomes.



## Resources

### Revenue budget

Net revenue budget	2015/16	2016/17	2017/18
Net	-£1.642m	-£1.660m	-£1.613m

16. The majority of expenditure in this outcome area is funded by the Department of Education and bought back services from schools and in effect represents a net budget position of zero.
17. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### Capital programme

18. The service has a significant allocation from the capital programme for school improvement works, as outlined below:

Capital investment	2015/16	2016/17	2017/18
Total	£5.149m	£2.181m	£0.300m

## Risks

19. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
If <b>poor inspection outcomes for WCL and/or a significant number of schools</b> are reported, then this will result in reputational damage for the Council and/or the imposition of Government intervention teams to manage service delivery.	29	15	10
If <b>young people leaving school in Middlesbrough do not have the qualifications or skills needed</b> to progress to further education, employment or training, then they are less likely to reach their potential, achieve economic wellbeing and contribute to future economic vitality of the town.	20	15	10
If the Council does not have effective plans in place to identify and address <b>Children Missing from Education (CME)</b> , this may result in a child being harmed and children not being effectively targeted to ensure they get back into education.	20	15	10
If WCL experiences <b>ineffective partnership working</b> , then this will impact on ability to deliver priorities.	20	15	10
If MAP does not establish an <b>effective school-led improvement framework</b> , this may result in failure to improve educational outcomes across the range of key indicators.	20	15	10
If <b>schools do not make expected progress</b> , then this will result in poor Ofsted inspection findings and failure to deliver improved outcomes for children and young people.	20	15	10
If an appropriate level of <b>future funding for MAP</b> is not secured, partners' ability to work jointly to improve standards will be reduced.	20	15	10
If <b>partners are unable to attract high quality staff</b> , the ability of partners to deliver improved outcomes for children and young people will be reduced.	20	15	10

Risk	Gross Score	Net Score	Target Score
If the <b>birth rate continues to rise</b> , then investment may be needed to increase the number of school places available, as well as addressing condition issues and consequent increase in SEN requirements.	12	12	12
If the <b>Council is not able to carry out its statutory functions as a result of academy conversions and greater school autonomy</b> , then this may lead to poor quality services, financial and reputational loss, and prosecution.	20	10	5
If <b>additional places in special schools and SEN bases cannot be created in response to the increasing number of children with high needs</b> , then this would lead to pupils not getting a school place that meets their needs, potentially resulting in SEN Tribunals and the authority failing in its statutory duty.	12	9	6
If the <b>pattern of housing around Middlesbrough changes</b> , then this will alter the pattern of demand for school places.	10	6	6
If the <b>department fails to meet statutory responsibilities</b> , due to lack of resources or staff knowledge, then this will lead to reduced effectiveness and increased costs.	15	6	6

### Measuring Our Success

20. The following key indicators have been selected as providing key measures of success in Learning and Skills, with the following targets set for 2018:

- ensure sufficiency of places for mainstream and specialist education;
- increase the percentage of pupils attending a school judged 'good' or better by Ofsted from 80% to 100%;
- ensure that all Education, Health and Care plans are completed within 20 weeks;
- reduce primary and secondary school absence rates from 5.4% and 10% respectively;
- reduce rate of permanent exclusions from schools from 0.17% to 0.06%;
- increase the percentage of pupils making expected and better than expected levels of progress between KS1-2 in *maths* year on year from the current baseline of 90%;
- increase the percentage of pupils making expected and better than expected levels of progress between KS2-4 in *English* year-on-year from the current baseline of 72%;
- increase the percentage of pupils making expected and better than expected levels of progress between KS2-4 in *maths* year-on-year from the current baseline of 65.5%;
- increase the percentage of pupils making expected and better than expected levels of progress between KS2-4 in *reading* year-on-year from the current baseline of 91%;
- increase the percentage of pupils making expected and better than expected levels of progress between KS2-4 in *writing* year-on-year from the current baseline of 93%;
- recruit and exceed the required number of learners to meet the annual budget allocation (4,200 in 2015); and
- maintain success rates on Community Learning Skills programmes equal to the national benchmark (86% in 2015).

21. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Learning and Skills and its constituent service areas are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• Rate of permanent exclusions from school</li> <li>• The % of pupils achieving the expected level in Phonics Decoding</li> <li>• The % of pupils making expected and better than expected levels of progress between KS-1 and KS-2 in reading</li> <li>• The % of pupils making expected and better than expected levels of progress between KS-1 and KS-2 in writing</li> <li>• Progression by 2 levels in Maths between Key Stage 1 and Key Stage 2</li> <li>• % achieving 2 levels progress between KS2 and KS4 in English</li> <li>• % achieving 2 levels progress between KS2 and KS4 in Maths</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigation actions on target</li> <li>• Primary school persistent absence rate</li> <li>• Secondary school persistent absence rate</li> <li>• Pupils attending a school judged 'good' or better by Ofsted</li> <li>• Success rates on Community Learning Skills programmes</li> <li>• Children not allocated a School place</li> <li>• SEND progress</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

22. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Access to Education
- Achievement
- Special Educational Needs (SEN) and Vulnerable Learners.

23. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.



# Safeguarding & Children's Care Outcome Delivery Plan 2015-2018





## **Introduction**

Welcome to the Outcome Delivery Plan for Safeguarding and Children's Care.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the 2020 Vision for Middlesbrough, the Council's strategic objective of **Providing Community and Economic Support**, and in particular the supporting outcome of:

***To protect and safeguarding vulnerable adults and children and, wherever possible, seek to enable a safe environment that reduces dependency on services.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

**Richenda Broad**

*Executive Director,*

*Wellbeing, Care and Learning*

**Neil Pocklington**

*Assistant Director,*

*Safeguarding and Children's Care*

## One Page Summary

Outcome 5	Owner: Assistant Director, Safeguarding and Children's Care		
<i>Protecting and safeguarding vulnerable adults and children and, wherever possible, seek to enable a safe environment that reduces dependency on services.</i>			
Key measures of success:			
<ul style="list-style-type: none"> <li>• Reduce Child Protection Plans</li> <li>• Reduce repeat Child Protection Plans</li> <li>• Reduce Looked After Children</li> <li>• Improve stability of LAC placements</li> <li>• Increase adoptions</li> <li>• Reduce first time entrants to Youth Justice System</li> <li>• Reduction in repeat youth offending</li> </ul>			
Service portfolio:			
<p><b>Safeguarding Services</b>, comprising first contact services, assessment and care planning.</p> <p><b>Support and Development</b> service, comprising home support, contact and family teams, resource team, Gleneagles, Fir Tree, Holly Lodge and Rose Croft.</p>	<p><b>Intervention Services</b>, comprising assessment and care planning and training, development and research.</p> <p><b>South Tees Youth Offending Service</b>, comprising Middlesbrough and Redcar teams and resource and development team.</p>	<p><b>Specialist Services</b>, comprising CWD, Pathways, Looked After Children, Families Forward, family Placement and adoption and fostering.</p> <p><b>Risk and Reduction</b> service, focusing on reducing teenage conceptions and substance misuse.</p>	
Net budget profile:			
	2015/2016	2016/2017	2017/2018
	£27.818m	£27.266m	£25.118m
Current change projects:			
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Safeguarding Review	-£830,000	-£16,068	-£0
Tees Valley Adoption	-£0	-£22,500	-£22,500
Supporting Teenagers at Home	-£0	-£271,000	-£165,000
Establish 3 bedroom home for Children with Disabilities	£0	£0	-£150,000
Supplies and Services	-£80,000	-£50,000	-£0
Unit Cost Based Savings	-£0	-£0	-£4,726,000
MTFP Adjustments	-£0	-£2,660,625	-£142,375
Demand Mitigation	-£1,000,000	-£0	-£0
Demand	£3,000,000	£1,500,000	£1,500,000
Capital investment:			
	2015/2016	2016/2017	2017/2018
	£0m	£0m	£0m

## **Background and key issues**

1. This outcome reflects the first priority of the 2020 Vision for Middlesbrough, “a town that is clean, safe and healthy”. The Council will work with all of its partners to ensure that all vulnerable children, young people and adults are safeguarded from intentional and unintentional harm.
2. The biggest barrier to achieving this priority would be a strategic, multi-agency failure to increase the number of children and young people whose needs are met at an early stage, and so reduce the risk of safeguarding issues emerging later. If the impact of Early Help continues at its current level, the number of children who need to be safeguarded and become looked after children will continue to increase and put intolerable pressures on the Council’s budgets.
3. A further barrier to achieving this priority is ensuring that there is sufficient capacity within the service to manage risk, support staff and provide good outcomes for children. The service struggles to retain a proportion of experienced staff and regularly replaces them with newly qualified, inexperienced, but enthusiastic social workers. The delay in introducing Early Help is a critical factor in retention as without it, caseloads will remain challenging.
4. There are two key savings challenges:
  - the reduction in LAC placements; and
  - re-engineering the delivery model and management structure.
5. There are also a number of mitigation measures as listed below.

Task	Comment
Increase the number of in-house foster carers and adopters through a creative and imaginative recruitment strategy to 150	In-house foster carers have been increased from 80 to 117. Very few under 10’s have been placed in IFAs since April 2014. This will reduce reliance on IFAs.
Increase the number of adopters approved by the Council by 50%. (Refer to recruitment action plan for further detail)	Increasing the number of adoptions will reduce the number of LAC as children are adopted from care. Targets for recruitment have been achieved and recruitment will continue.
Review staffing, function and purpose of the Middlesbrough Homes previously managed by Five Rivers.	Develop fully functioning Residential Units which can offer 11 placements. Extend the residential resource base by developing at least one more children’s home, which will reduce reliance on extended providers.
Explore the possibility of a Tees-wide Adoption Service.	This was originally seen as a positive opportunity to work together across all of the Tees Boroughs. There was some resistance to developing this initiative which has now been overcome; this would increase the numbers of available adopters.
Development of Short Break Services.	Provide a wider range of options for families as an alternative to residential Short Break provision.
Development of local Residential Support for Disabled Children.	Build or identify, purchase and secure a property which will be used as a residential Children’s home for children with disabilities, reducing the number of expensive out of area placements.
Returning Children to Middlesbrough Strategy	Work with “In Control” to identify children who are placed out of area who could be brought back to Middlesbrough to re-join their family or move into accommodation in one of the Children’s homes.

Task	Comment
Emergency Support Service	<p>Flexible use of resource staff to prevent children and young people becoming accommodated or provide support to the Return to Middlesbrough Project.</p> <p>Implementation has been delayed due to Trades Union reluctance to accept JE for certain posts.</p>

### Critical Success Factors

6. The Critical Success Factors for the service area are as follows:

- More children who are the subject of a CAF
- Multi-agency responsibility for Early Intervention
- Reduced number of LAC
- Reduced financial pressures
- Stable and experienced workforce
- Confident and effective managers.

### Where we are now

7. A summary analysis of the services and functions *currently* provided by Safeguarding and Children's Care is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Assessment & Care Planning	Fieldwork, Children's Care	In-house	Red
Specialist Services	Adoption, LAC, Fostering, Care Leavers	In-house	Red
Youth Offending Services	Youth Offending Teams	Shared Service	Red
Resources & Residential	Residential x 4, Contact Home Support, Family Resource Team	In-house	Red
Front of House	First Contact, Review and Development	In-house	Red
Risk Reduction	Teenage Pregnancy, Substance Misuse	In-house Contracted Service	Red

8. The service operates within a legislative framework and range of statutory duties within the Children Act 1984, Children (Leaving Care) Act 2000, Children Act 2004, Children Schools and Families Act 2010 and 2014. These legislative requirements ensure that the service contributes to the safety and protection of children in Middlesbrough.

9. The strengths, weaknesses, opportunities and threats of the current approach are outlined in the table below:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Effective and stable management team</li> <li>• Stable workforce, very little use of agency staff</li> <li>• Positive and committed workforce</li> <li>• Clear thresholds</li> <li>• Robust gatekeeping</li> </ul>	<ul style="list-style-type: none"> <li>• Approaches to early intervention and prevention are weak across all agencies</li> <li>• No commissioning strategy for children and young people's services to support the co-ordination or planning of prevention services</li> <li>• A view that there is a causal link between Middlesbrough's levels of poverty and high numbers of LAC</li> <li>• Inexperienced workforce</li> <li>• Staff churn at 2/3 years post qualification</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Middlesbrough Manager</li> <li>• High quality ASYE attracts good quality staff</li> <li>• Borough-wide development of Early Intervention</li> </ul>	<ul style="list-style-type: none"> <li>• LAC demand and pressure on budgets</li> <li>• Capacity and high caseloads</li> </ul>

### **Where we will be in 2018**

10. The Wellbeing, Care and Learning department has in the past year commissioned reviews (of Looked after Children and Adult Social Care), which have identified opportunities for transformation across all services. These have been brought together into a single transformation programme for social care, which will develop an improved service delivery model to effectively and efficiently support the department through the twin challenges of making continuing efficiency savings and meeting the changing needs of its customers.
11. Our vision for transformation is a Middlesbrough in which every vulnerable child, young person and adult has the right to protection, development and participation.
12. While our role continues to focus on the most complex and vulnerable individuals and families that require social care involvement; we have a role in ensuring lower level needs are met safely in the community and via our partners.
13. We will facilitate access to early intervention and prevention services that ensure families, vulnerable adults and carers gain access to the right services to support their needs at the right time.
14. We see our role as part of a wider Middlesbrough that ensures safe and happy families are everyone's business. We will:
  - strive to achieve positive outcomes for families and vulnerable adults;
  - innovate in how we enable children and vulnerable adults to achieve their full potential and all have a role as change agents;
  - focus on our role as community enablers;
  - work effectively with our partners, providers and the community to help deliver our vision, and will be clear around roles and responsibilities;
  - ensure we are equitable in the distribution of limited resources, our services are resilient and affordable and be realistic in how we manage expectations;
  - continue to keep those at risk safe and undertake our statutory duties;
  - be effective and efficient in everything we do; and
  - continue to protect people from abuse, neglect and harm and provide access to services that meet quality standards.
15. The Safeguarding and children's Care Service will be delivered based on six key principles:
  - Wherever it is safe to do so, children and young people should live with their family.
  - When families are in need, they receive support from Safeguarding and Children's Care services in a timely way, which reduces the risk that children and young people become looked after or are subject to child protection proceedings.
  - If a child or young person does become looked after, there is a presumption that the child or young person will be looked after for a maximum of 28 days. Intensive support will be provided to the family

to facilitate an early return home. This will not apply to children who have experienced significant neglect or abuse.

- Wherever possible, costs will be reduced within an embedded, robust, accountable budget management process.
- Ensuring that there is provision for children and families is the responsibility of all services and agencies: and the Safeguarding and Children’s Care service is within a continuum of provision.
- Agencies and services will develop the confidence through CAF to manage situations without the need to refer to Safeguarding and Children’s Care Services.

16. Key changes to the service area over the next three years will be as follows:

- partner agencies, communities and families will understand that ‘care’ is not the panacea for “difficult” children and young people, and it is a last resort for children and young people who need safeguarding;
- early intervention and targeted help will have impacted positively on overall demand;
- specific LAC mitigation measures will also have been effectively implemented;
- management arrangements will have been restructured to reduce costs; and
- there will be less reliance on contracted services and even greater emphasis on costs.

17. There will not be an assumption that external providers can provide a cheaper and more effective service. There will be a wider range of options to prevent teenagers becoming looked after.

18. There will be more effective use of electronic recording systems to ensure staff are freed up to engage more with service users. There will be a more flexible and creative use of support staff to ensure social workers can focus on their primary functions.

19. Apart from responding to statutory requirements, it is not anticipated that any area of activity will remain the same. Some processes and tasks may remain, but all areas of activity will be reviewed with a view to making them more effective, efficient and accountable.

20. The community should see a more responsive service which has the capacity to respond to individual and family needs. However, there will be an impact on the staffing structure and current service delivery models. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Reduced Management Costs	<ul style="list-style-type: none"> <li>• Service Review.</li> </ul>	<ul style="list-style-type: none"> <li>• Slimmer management structure.</li> </ul>
LAC Mitigation	<ul style="list-style-type: none"> <li>• 8 Measures have already been implemented. (See mitigation measures).</li> </ul>	<ul style="list-style-type: none"> <li>• More children in in-house fostering and residential placements.</li> <li>• Reduced costs.</li> </ul>
Early Intervention	<ul style="list-style-type: none"> <li>• A strategy is being developed across the Council, led by Supporting Communities.</li> </ul>	<ul style="list-style-type: none"> <li>• Fewer looked after children.</li> <li>• Effectively targeted early intervention services.</li> <li>• Reduced costs.</li> </ul>

### Aligning with the Change Programme

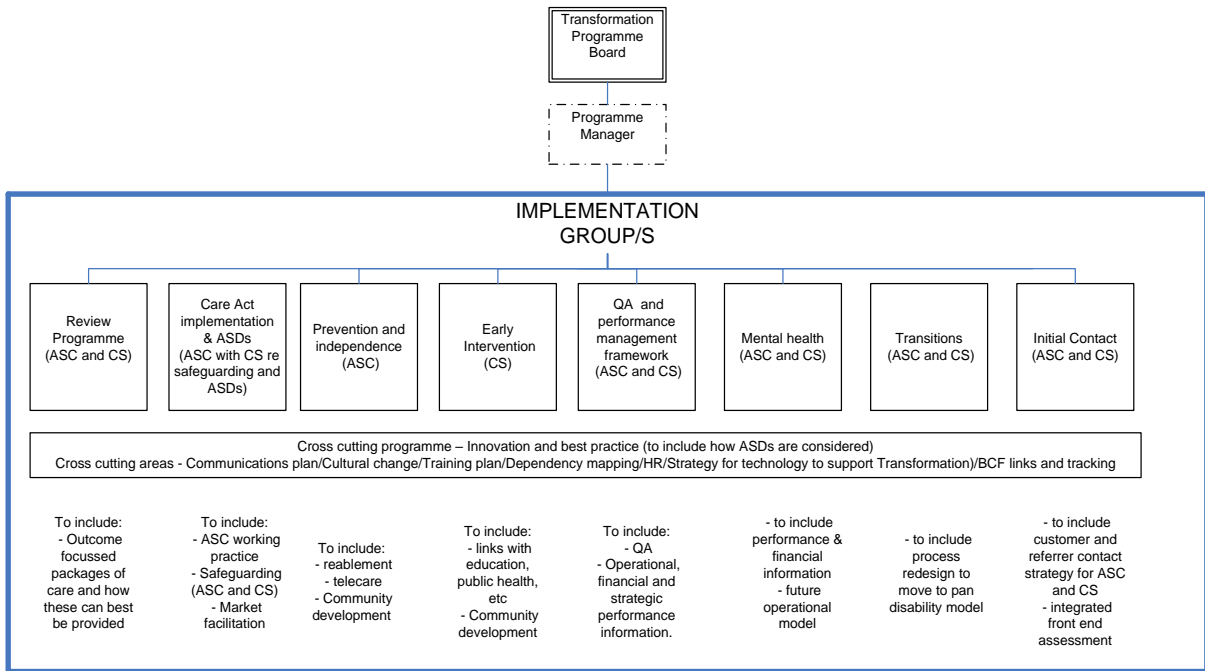
21. The service will be developed in line with a number of the principles established within the Council’s Change programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	This is an area for development as historically the service has imposed its statutory functions on the community..	Services are planned and developed based on customer feedback.

Change Programme Principle	Service Direction	Impact
Build services around resident and community needs	The service plans to further develop consultation and participation, building on the positive track record with the Children in Care Council and children with disabilities group Parents for change.	Services are planned and developed based on customer feedback.
Focus investment principally on core business	The service is now focused on core business, there is an expectation that this focus will become more specific as early help becomes increasingly more effective.	The service will continue to focus on its statutory responsibilities.
Direct resources into early intervention	It is unlikely that resources will be directed into early help in the short to medium term but this remains a long term aspiration.	The service will continue to focus on its statutory responsibilities.
Encourage and support others to take on and deliver services	Where appropriate the service will build on its current arrangements with external providers, however, where appropriate the service will also look to develop in house services where it is likely to be more cost effective.	A mixed economy of commissioned and in house services based on value for money and customer requirements.
Do not provide competing services if there is an effective local market	At the present time it is difficult to identify services that are likely to actively compete with in house children's social care.	The service will continue to be provided by the local authority.
Become 'digital by default'	Where appropriate the service will develop its customer focus to digital by default.	Where appropriate, electronic contact and referral processes are developed to increase self-serve and reduce the need for call handlers.
Empower managers to deliver outcomes	This is an area which is under development particularly as there is an external focus from Ofsted on outcomes, these principles need to be applied across all areas of business.	Focused service delivery and greater emphasis on organisational objectives.
Optimise the use of technology and flexible working	The service is implementing a new case management and record system, LCS. This is part of a suite of initiatives which will optimise the use of technology.	A user friendly integrated IT system.
Ensure scrutiny of value for money	Further work is required to develop a more sophisticated unit cost model and a demand model.	More accurate financial information.

## **Roadmap**

22. A Social Care Transformation Programme has been established to oversee delivery of key projects which will deliver the target operating model for Safeguarding and Children's Care.
23. A Programme Board has been established, chaired by the Executive Director of Wellbeing, Care and Learning, and comprising key stakeholders from across the Council. Implementation project leads will report savings and benefits to the board on a monthly basis. The structure of the programme is outlined in the diagram below.



24. The tables below provide an overview of the timeline for the key projects the implementation of the target operating model for Safeguarding and Children’s Care. A detailed milestone plan for each project is included within the overall Change Programme Plan accessible via the Council’s intranet. This plan is currently under review and will be updated in the next iteration of this document.

March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March
Comms Plan												
Comms strategy and plan	Implement											
Cultural Change programme												
	Develop cultural change programme (external resource)			Roll out training programme			Ongoing Support for managers and benefits tracking					
Review programme												
	Develop work 'bundles for reviews in adults	Commence implementation	ILF reviews complete	Ongoing implementation of high cost packages of case (as per work bundles defined at outset)								
	Develop projections, trackers and QA existing children's work	Ensure all areas for review considered	Track benefits of new and existing work linked to the Placement Transformation Board									
Care Act/Working Practice/ASDs												
	Safeguarding Prop. Assessment Financial Assessment ILC	Sensory services	Levick House/ MICC/ Sandringham  Blue badge  Children's Home implementation complete	Skills alignment	Ongoing implementation Track benefits	Children's Home phase 2 (expansion)  Complete InControl pilot	Ongoing implementation  Implement children's home phase 2 (expansion)  Track benefits					



March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March
Prevention and independence												
Reablement tools and pathways complete	Reablement tracking live	Gap analysis complete (Prevention and independence) Telecare prevention business case	Prevention and independence strategy and action plan	implement P&I strategy action Plan Implement telecare prevention business case								
Early intervention												
Analysis and design to include: Case audit Risk matrix review with key partners Review and agree step down protocols with partners Review role of locality forums				Implement and monitor performance								
QA and Performance Management												
QA design (external resource & SA)				Implement and monitor performance								
Performance management design (external resource & SA)				Implement and monitor performance								
Mental Health												
Fir for purpose action plan (current MH team)	S117 review complete		Forensic and CAMHS options appraisal complete			MH strategy	Implement MH Strategy and monitor performance					
				Implement options appraisals and monitor performance								
Transitions												
				Transitions design (CH)		Implement and monitor performance						
March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March
Initial Contact												
	Adults - implement recommendations Children's - Streamline processes	Children's - consistent telephony resource (JDs and working hours)	Transfer of Mouchel staff (children's) - training	Implement and monitor performance								
	SPA - vision and PM in place	SPA - vision and PM in place	Linked services - pathways and referral processes agreed	Uniform working approaches agreed			Staff recruited	Training	SPA live			

## Resources

### Revenue budget

Net revenue budget	2015/16	2016/17	2017/18
Net	£27.818m	£27.266m	£25.118m

- The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the fact that the Council has historically spent more on some services in this area than its family group average (as outlined at above), which therefore provides greater capacity for savings going forward.
- The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

## Revenue investment

27. The Council's Change Fund is funding the provision of specialist technical advice for the Outcome Area in relation to the transformation of social care.

## Risks

28. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross score	Net score	Target score
If the Council's <b>early intervention initiatives fail</b> , then the service will continue to experience budgetary pressures as children and young people are accommodated and become LAC.	35	28	21
If the Safeguarding and Children's <b>Care Service fails to reduce unit costs</b> , then the service will not deliver best value, exacerbating other budgetary pressures.	35	20	15
If the Council's <b>safeguarding adults arrangements are not reviewed and reconfigured</b> then this will result in a failure to respond appropriately to the increasing number of alerts / referrals and put adults with community care needs at risk of harm.	20	15	15
If <b>culture change within social work practice in relation to updating the Liquid Logic system is not achieved</b> , then the resultant management information will not be accurate and timely, performance management will not be effective and it will be more difficult to reduce support services as anticipated within the Council's Change Programme.	20	15	15
If <b>high levels of demand-led services for safeguarding of children results in significant budget pressures</b> , then this may result in inability to achieve a balance budget and require diversion of resources from other priority areas.	20	15	15
If <b>payments to kinship carers increase significantly</b> to bring them in line with the full range of payments and benefits that LA foster carers received (due to rulings in a number of high profile Judicial Reviews), then this will create significant budget pressures.	35	15	15
If <b>increased numbers of young people engage in risk taking behaviour</b> around sexual activity, smoking, drinking, substance misuse, crime and anti-social behaviour, then this may result in increased negative health outcomes for them as individuals, and have negative consequences for the wider local community.	20	15	10

29. Much of the risk to Safeguarding and Children's Care comes from a failure to deliver an effective early help and early intervention strategy. If this fails or has little impact there will continue to be a pressure as children and young people are accommodated and become LAC.

## Measuring our success

30. The following key indicators have been selected as providing the key measures of success in Safeguarding and Children's Care:

- Reduce Child Protection Plans
- Reduce repeat Child Protection Plans
- Reduce Looked After Children
- Improve stability of LAC placements

- Increase adoptions
- Reduce first time entrants to Youth Justice System
- Reduction in repeat youth offending.

31. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Safeguarding and Children's Care are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• Children LAC per 10,000 under-18 cohort</li> <li>• First time entrants to Youth Justice System aged 10-17</li> <li>• Care proceedings completed within 26 weeks</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Adoptions from care</li> <li>• Average time between a child entering care and moving in with its adoptive family</li> <li>• LAC Reviews completed within timescales</li> <li>• Continuous assessments within 45 days</li> <li>• Caseload per social worker</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

32. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Intervention Services
- Risk and Reduction
- Safeguarding Services
- Specialist Services
- Support and Development
- Youth Offending.

33. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

# Social Care Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Social Care.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the Middlesbrough 2020 Vision, the Council's strategic objective of **Providing Community and Economic Support**, and in particular the supporting outcome of:

***Providing support to help families and adults in need and, maximise their independence such that dependency on services reduces.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

**Richenda Broad**

*Executive Director,*

*Wellbeing, Care and Learning*

**Erik Scollay**

*Assistant Director,*

*Social Care*

## One Page Summary

<b>Outcome 6</b>		<b>Owner: Assistant Director, Social Care</b>		
<i>Providing support to help families and adults in need and, maximise their independence such that dependency on services reduces.</i>				
<b>Key measures of success:</b>				
<ul style="list-style-type: none"> <li>Minimise the need for on-going support services with a focus on self-serve, resolution of inquiries at first contact and proportionate intervention</li> <li>Maximise the control that service users have over the services that support them</li> <li>Increase the satisfaction of service users with social care services</li> <li>Reduce delayed transfers of care attributable to social care</li> <li>Deliver reablement services to agreed standards</li> <li>Reduce the reliance on residential care for those with complex needs</li> </ul>				
<b>Service portfolio:</b>				
<b>Prevention, Access and Provider Services</b> , comprising Community Services, Intermediate Care, Staying Put service, hospital team, access team, service development, Levick Court and Gleneagles.			<b>Specialist and Lifelong Services</b> , comprising mental health, transitions, children with disabilities, intervention and review teams.	
<b>Net budget profile:</b>				
2015/2016		2016/2017		2017/2018
£41.215m		£41.151m		£37.942m
<b>Current change projects:</b>				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Social Care Review	-£542,857	-£249,793	-£0	
Supporting People Review	-£125,000	-£150,000	-£0	
Supplies and Services	-£160,000	-£0	-£0	
Review of Double Handling	-£0	-£264,000	-£0	
Prevention and Independence	-£0	-£384,000	-£0	
Quality and Assurance Framework	-£0	-£903,000	-£0	
Unit Cost Based Savings	-£0	-£0	-£3,972,000	
MTFP Adjustment	-£0	-£757,000	-£0	
Demand Mitigation	-£767,000	-£0	-£0	
Demand	£2,300,000	£400,000	£400,000	
<b>Capital investment:</b>				
2015/2016		2016/2017		2017/2018
£2.652m		£1.098m		£0.060m

## Background and key issues

1. This outcome reflects the first priority of the 2020 Vision for Middlesbrough, “a town that is clean, safe and healthy”. Middlesbrough Council will work with all of its partners to ensure that adults and families in need are provided with information, advice and necessary support to ensure that their independence is maximised and their dependency on services reduced.

## **Context**

2. Social Care is undergoing fundamental transformation at both a national and local level.
3. At a national level, the 1st of April 2015 saw implementation of the first of two phases of the Care Act 2014 which represents the largest single change to adult social care legislation since the inception of the Welfare State. Phase two, which was to be implemented on the 1st of April 2016 and contained many of the changes to individual funding arrangements, has now been delayed but it is the stated intention of the current government to implement it in 2020. The legislation makes fundamental changes to a range of Local Authority responsibilities including changes to eligibility for social care, an increase in the responsibility for informal carers, independent budgets for “self-funders” and increased responsibility for early intervention and prevention.
4. At the same time we are in the early stages of implementing our plans around the national Better Care Fund. The £3.8 billion Better Care Fund (BCF) was announced by the Government in the June 2013 Spending Round, to support transformation and integration of health and social care services to ensure local people receive better care. The BCF is a pooled budget that shifts resources into social care and community services for the benefit of the NHS and local government. Following agreement by Ministers in June 2014, £1 billion of the national NHS additional contribution to the BCF will now either be commissioned by the NHS on out of hospital services or be linked to a corresponding reduction in total emergency admissions. Protection of social care remains a top priority, and the revised plans must reflect this clear policy intention.
5. In practice this means the implementation of a range of projects, co-ordinated across the local key partners in health and social care that will redistribute resources reducing our reliance on acute services by placing more emphasis on early intervention and prevention. Whilst making changes we recognise the need to continue to support those people with existing health conditions and care needs to ensure they live as full and active lives as possible. In addition we are also committed to ensuring that people have choice and control over the care they receive, ensuring that they are treated with dignity and respect.
6. At a departmental level we recognise the impact of the above and the increasing pressure placed upon the Social Care outcome area by changing public expectation and the growing elderly population. To ensure our continuing fitness for purpose in the face of these challenges we have implemented a Transformation Programme within the department that will run over the duration of this outcome delivery plan to ensure we optimise the effectiveness and efficiency of our social care provision.
7. In order to better reflect the emphasis of the Care Act 2014 we have separated the department into two delivery areas:
  - **Prevention, Access & Provider Services:** this delivery area has primary responsibility for the provision of advice, information and signposting in line with the Care Act 2014, the two Social Work intake teams at Access and at James Cook University Hospital, the Occupational Therapy team and a range of other “provider” teams. The former teams have a strong focus on reablement and solving problems at as simple a level as possible; if a person’s presenting problem can be resolved by signposting them to a voluntary sector provider, rather than through complex assessment by a Social Worker then that is the correct thing to do.
  - **Specialist and Life Long Services:** this delivery area works primarily with individuals who have long-standing complex difficulties or disabilities; this includes, for example, physical disabilities, learning disabilities and mental illness. The focus however on reablement and maximisation of independence remains with individuals being encouraged at all times to take as much control of all aspects of their support as is possible.



## **Delivering the 2020 Vision for Middlesbrough**

8. The Middlesbrough 2020 Vision is described in the document, "Middlesbrough 2020: Our Vision" which commits the Council to making Middlesbrough, "The place to Live, Work and Visit". It contains three high level objectives, one of which is that the Council will create, "A Town that is Clean, Safe and Healthy".
9. In achieving this one of the key priorities is that we will work with partners to continue to improve health outcomes for local people by focussing on ensuring that local people live longer and healthier – no matter where they live. This focus on the avoidance of ill-health, or the prevention of the worsening of ill-health, places Social care at the heart of this element of Middlesbrough 2020: Our Vision.
10. Middlesbrough today lives with disproportionate levels of chronic ill-health as a legacy from heavy industry and decades of economic disadvantage. This creates a clear moral and financial imperative for Social Care in effectively delivering preventative services where possible and excellent social care services for those with immediate and on-going need.
11. Failure to deliver effective social care services, including the preventative elements of the work, would be of critical significance to the Council as non-action would increase the proportion of the Council's budget required to fund Social Care to impractical levels.

## **Potential barriers**

12. Middlesbrough has an ageing population with the group aged 91+ growing most rapidly as a percentage of the whole. The majority of customers served by Social Care are over 65 and this means that without transformation of service provision the outcome area will absorb a growing percentage of the Council budget.
13. Historically Social Care has relied heavily on the use of residential care in meeting the needs of individuals with high levels of need. This is not only an expensive solution but one that is seen as being too much of a one size fits all approach for many recipients of care services. It is vital that we therefore develop a broader range of services aimed at supporting individuals with high levels of need in order to provide them with the care choices that they seek. This may for example include models of supported extra-care housing and the use of assistive technology. Although there will always be a requirement for residential care for some, the challenge of providing higher levels of care services in peoples' own homes, or more homely settings, is a critical challenge.
14. The service area does not only provide services for older people. We also see a growing number of young people moving from services for children and young people into the adult outcome area. In many cases these individuals require extensive and complex packages of support and it is vital that these are provided both efficiently and in keeping with rising expectations about the quality and choices of support available.
15. The common thread from the paragraphs above, and which represents a significant barrier which must be overcome, is the challenge of the increasing volume of referrals. In keeping with the principles of the Care Act 2014, we must utilise systems for the provision of information, advice and support not necessarily provided by the Council, in order to meet or minimise the needs of individuals before they require on-going statutory services. Co-ordination with the voluntary sector, other non-statutory bodies and the use of informal support must become a fundamental and effective part of our work in order to manage the challenge of rising demand. This will require significant cultural change within the outcome area.

## **Critical Success Factors**

16. Measurement of success will be monitored formally using the Council's Balanced Scorecard approach; however the critical building blocks of success for the outcome will be:
  - effective prevention and early intervention;
  - effective use of technology as an enabler;
  - successful implementation of all elements of the Care Act 2014;
  - effective use of reablement to minimise on-going need; and



- effective use of targeted resources to support those with on-going need, including expanded alternatives to residential care.

### Savings challenges

17. The outcome area has significant budget reduction targets within the Change Programme for the period spanning financial years 2014/15 to 2017/18, as set out in the one page summary at the start of this document.

### Where we are now

18. A summary analysis of the services and functions currently provided by Social Care is set out below.

Service grouping	Service	Delivery model	Unit cost rating
Prevention, Access & Provider Services	Access Team	In-house	Red
	Hospital Social Work Team	Shared service	Red
	Community Inclusion Service	In-house	Red
	The Orchard	In-house	Red
	Levick Court	In-house	Red
	North Ormesby Resource Centre	In-house	Red
	Living Life Service	Shared Service	Red
	Occupational Therapy Team	Shared service	Red
	Middlesbrough Intermediate Care Centre	In-house	Red
	Reablement Team	In-house	Red
	Connect Service	In-house	Red
	Financial Assessment/Direct Payment Monitoring Team	In-house	Red
	Staying Put Service	In-house	Red
	Aspire	In-house	Red
Specialist and Life Long Services	On-going Intervention Team	In-house	Red
	Review Team	In-house	Red
	Transitions Team	In-house	Red
	Older Peoples' Mental Health Team	In-house	Red
	Affective Disorder Team	In-house	Red
	Psychosis Team	In-house	Red
	Forensics Team	In-house	Red
	Deprivation of Liberty Safeguards Team	In-house	Red
	Estates Team	In-house	Red

19. The strengths, weaknesses, opportunities and threats of the current approach are outlined in the table below:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Loyal, motivated and committed staff team.</li> <li>• Recognition among managers and staff at all levels that transformation/ modernisation is required.</li> <li>• Culture of innovative thinking that can be relied on to develop bottom-up ideas.</li> <li>• A good culture of supervision and appraisal is in place.</li> <li>• Effective partnership working with other LAs and health around specific functions: MICC, Hospital Social Work etc.</li> <li>• Positive working relations with a commitment to working more closely with the CCG, the acute sector, voluntary sector, housing providers and other LAs.</li> <li>• Team structures following workforce review reflect future need.</li> </ul>	<ul style="list-style-type: none"> <li>• Need to embed reablement as default culture across whole service where currently this is “patchy”.</li> <li>• Need to move emphasis from provision of services towards preventative, early intervention model.</li> <li>• Insufficient routine performance data available to team managers to allow them to optimise their team’s productivity.</li> <li>• Need to build more sophisticated systems for the provision advice and information to the general public.</li> <li>• Under-use of assistive technology.</li> <li>• Excessive reliance on residential care for those with complex needs.</li> <li>• Confused referral pathways across the broader health and social care system.</li> <li>• Low uptake of Direct Payments.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Desire to engage with transformational change on the part of managers and staff.</li> <li>• We will continue to build upon work with our independent sector reablement provider.</li> <li>• Willingness on the part of social housing providers to work more closely with the LA.</li> <li>• BCF workstreams provide an opportunity to build a consistent South Tees model of social care provision.</li> </ul>	<ul style="list-style-type: none"> <li>• The failure to engage with transformation sufficiently rapidly would bring substantial financial risk.</li> <li>• The Care Act 2014, Phase 2, will bring additional financial challenges that, as of yet, are not fully understood as the guidance remains incomplete.</li> </ul>

### **Where we will be in 2018**

20. We will work under the auspices of the Social Care Transformation Board to review, improve and modernise the services that we provide. This structured transformation programme will ensure that our services deliver effective Care Act compliance, successful Better Care Fund project implementation and that we modernise our delivery model to provide effective early intervention, efficient and diverse social care services and do so while achieving the required financial efficiencies.
21. We will review services where appropriate to consider ending existing provision if it is not a statutory requirement and does not contribute Council’s strategic vision.
22. In line with the principles of the national Better Care Fund we will work in a more integrated way with our partners in health and Redcar and Cleveland Borough Council. This will include a shared Single Point of Access as the “front door” to social care and health services across South Tees.
23. In line with the intention of the Care Act 2014 we will embody a much clearer focus on preventative services and early intervention. The role of our Social Workers will develop around a “new conversation” with citizens of the town with focus not only on providing services to meet functional needs but also to support the greater wellbeing of individuals in determining what “a good life means” for them. Our work will strive to help individuals make best use of the resources they have in the communities within which they live and to support communities in developing resilience and informal support networks where these are required. There will be a far greater emphasis on the provision of preventative provision through the early delivery of advice, information and signposting to existing community resources and non-statutory organisations. This will ensure that people have their needs met at the lowest practical level, avoiding the necessity of assessment by Social Care staff where this is not essential and will have a positive impact on the increasing demand faced by the service area.
24. We will provide services to tackle social exclusion and loneliness.

25. As our population ages we will continue to see a rising percentage of citizens who have a diagnosis of dementia. We will work to reduce the marginalisation that such a diagnosis can create; we will create a dementia friendly town.
26. We will reduce the rate of permanent admissions to residential care in order to provide broader choices of care provision, such as extra-care housing, to service users and their carers and to reduce the financial pressure on the department associated with residential care.
27. If reviews undertaken as part of the Transformation Board activity indicate that current service structures and models are fit for future purpose and compliant with Council objectives then those will continue in the existing form. However, a central thread of the Transformation Board process will be cultural change across the department with greater focus on preventative work so the ethos of the department will evolve even if structures remain constant.

### Aligning with the Change Programme

28. The service will be developed in line with a number of the principles established within the Council's Change programme, namely:

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	Under the auspices of the social care transformation programme we will review our services, making changes as appropriate to ensure our provision is fit for purpose.	Social care services will become more responsive to the needs of citizens in line with the care Act 2014.
Build services around resident and community needs	Consultation and analysis of demographic and demand information will be fundamental to our planning processes and all service developments.	Investment and services will be effectively targeted in line with the needs of communities.
Focus investment principally on core business	We will provide services in line with the requirements and eligibility threshold of the Care Act 2014.	The most effective use of resources will be ensured.
Direct resources into early intervention	<ul style="list-style-type: none"> <li>We will continue to divert our focus towards preventative services in line with the Care Act 2014.</li> <li>Development of the Middlesbrough Matters web directory and the Autonomy web portal will support a higher proportion of citizens in identifying solutions to their own needs at a lower level without recourse to commissioned services.</li> </ul>	<ul style="list-style-type: none"> <li>Individuals with needs will have reduced likelihood of their needs increasing.</li> <li>Individuals will be able to identify solutions to their own presenting problems without recourse to commissioned services or the need for formal assessment.</li> <li>Early intervention and prevention will reduce demand for commissioned social care services.</li> </ul>
Encourage and support others to take on and deliver services	We will work with the private, voluntary and independent sectors to develop a broad range of social care provision.	<ul style="list-style-type: none"> <li>A broad range of providers will provide choice for individuals in need of support.</li> <li>A broad range of providers will generate resilience in the market.</li> </ul>
Do not provide competing services if there is an effective local market	In line with the Council's commercial strategy we not compete with other providers if an effective market already exists.	<ul style="list-style-type: none"> <li>Council resources will be focused on core business.</li> <li>A broad range of providers will provide choice for individuals in need of support.</li> <li>A broad range of providers will generate resilience in the market.</li> </ul>

Change Programme Principle	Service Direction	Impact
Become 'digital by default'	<ul style="list-style-type: none"> <li>We continue to be committed to creating opportunities for service users to contact via the web or other similar communication channels.</li> <li>This year we will launch the Autonomy web portal which will allow citizens increased access to social care information including the opportunity to carry out an online self-assessment.</li> <li>We will continue to develop the publically accessible, online Middlesbrough Matters service directory</li> </ul>	<ul style="list-style-type: none"> <li>Individuals will be able to identify solutions to their own presenting problems without recourse to commissioned services or the need for formal assessment.</li> <li>Individuals will be provided with choice in how they approach the Council.</li> </ul>
Empower managers to deliver outcomes	<ul style="list-style-type: none"> <li>In line with the principles of Middlesbrough Manager we will provide managers with an enhanced level of performance and finance information to enable effective decision making at the lowest practical level.</li> <li>Introduction of balanced scorecards will focus on delivery of outcomes rather than volume of activity.</li> </ul>	<ul style="list-style-type: none"> <li>Managers will have a fuller understanding of their "key deliverables".</li> <li>Devolved accountability will lead to increased financial prudence.</li> <li>More rapid and therefore efficient decision making will be facilitated.</li> </ul>
Optimise the use of technology and flexible working	<ul style="list-style-type: none"> <li>We will continue to build our expertise and resources in the area of assistive technology as an element of the social care transformation programme.</li> <li>We will explore opportunities for increased mobile and flexible working by our staff.</li> </ul>	<ul style="list-style-type: none"> <li>Individuals will be provided with choice in how they approach the Council.</li> <li>Individuals will have increased choice in how their support needs are met.</li> <li>There will be a reduction in reliance on residential care.</li> <li>There will be increased productivity from staff through the use of effective mobile working equipment.</li> </ul>
Ensure scrutiny of value for money	<ul style="list-style-type: none"> <li>We will conduct reviews of our social care services to ensure value for money.</li> <li>We will embed a culture of continuous improvement with an under-pinning quality assurance framework to ensure that social work is of a consistently high standard.</li> </ul>	Increased ability to focus the use of resources on key outcomes.

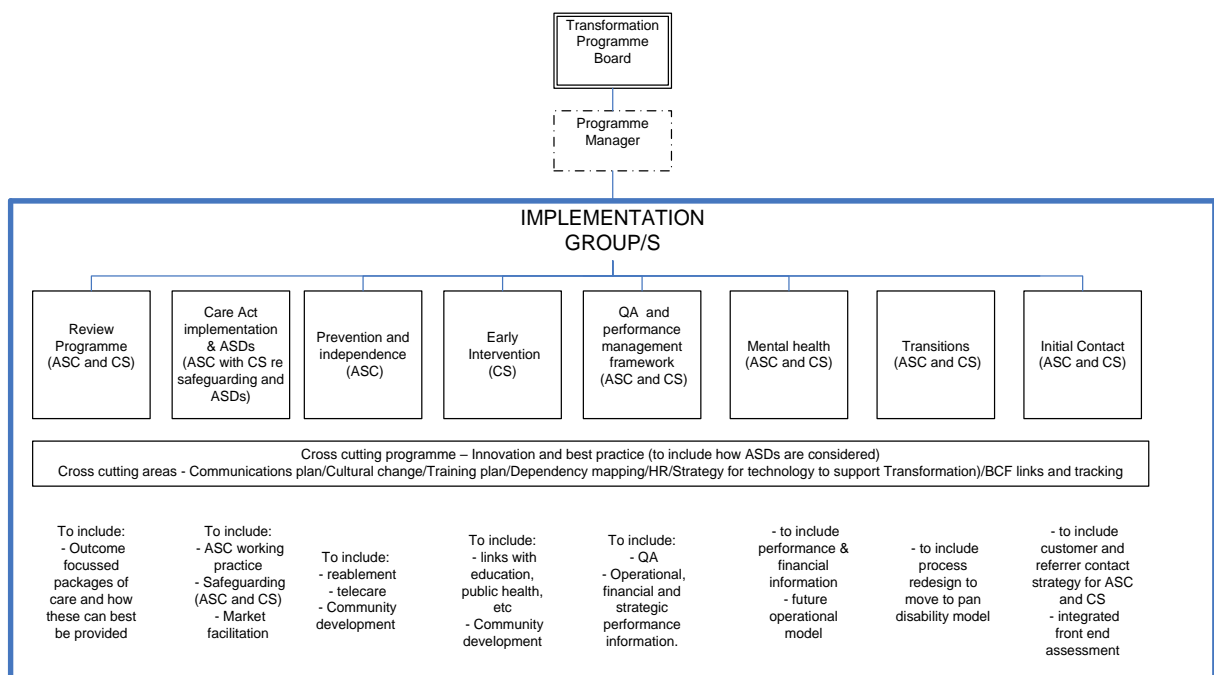
### **Where we will be in 2018**

29. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Prevention, Access & Provider Services	<ul style="list-style-type: none"> <li>• Planning stage of Transformation programme.</li> <li>• Access/Hospital/OT Teams engaged in early implementation of Care Act 2014.</li> <li>• Principal focus on assessment and support planning.</li> <li>• Early implementation of new reablement contract and ethos.</li> <li>• Elements of integrated working with partners (e.g. hospital Social Work team).</li> </ul>	<ul style="list-style-type: none"> <li>• Services modernised and efficiencies released as part of Transformation programme.</li> <li>• Care Act 2014 embedded with Access/hospital Social Work arrangements operating through South Tees Single Point of Access.</li> <li>• Focus shifted towards prevention and early intervention.</li> <li>• Ethos of reablement embedded department wide.</li> <li>• Increased integrated working with partners driven by BCF.</li> </ul>
Specialist and Life Long Services	<ul style="list-style-type: none"> <li>• Planning stage of Transformation programme.</li> <li>• Social Work Teams engaged in early implementation of Care Act 2014.</li> <li>• Early implementation of new reablement contract and ethos.</li> <li>• Elements of integrated working with partners (e.g. Forensics team).</li> </ul>	<ul style="list-style-type: none"> <li>• Services modernised and efficiencies released as part of Transformation programme.</li> <li>• Care Act 2014 embedded.</li> <li>• Ethos of reablement embedded department wide.</li> <li>• Increased integrated working with partners driven by BCF.</li> </ul>

## Roadmap

30. A Social Care Transformation Programme has been established to oversee delivery of key projects which will deliver the target operating model for Social care and for Safeguarding and Children's Care.
31. A Programme Board has been established, chaired by the Executive Director of Wellbeing, Care and Learning, and comprising key stakeholders from across the Council. Implementation project leads will report savings and benefits to the board on a monthly basis. The structure of the programme is outlined in the diagram below.



32. The tables below provide an overview of the timeline for the key projects the implementation of the target operating model for Safeguarding and Children's Care. A detailed milestone plan for each project is included within the overall Change Programme Plan accessible via the Council's intranet. This plan is currently under review and will be updated in the next iteration of this document.

March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March
Comms Plan												
Comms strategy and plan	Implement											
Cultural Change programme												
	Develop cultural change programme (external resource)			Roll out training programme			Ongoing Support for managers and benefits tracking					
Review programme												
	Develop work 'bundles for reviews in adults	Commence implementation	ILF reviews complete	Ongoing implementation of high cost packages of case (as per work bundles defined at outset)								
	Develop projections, trackers and QA existing children's work	Ensure all areas for review considered	Track benefits of new and existing work linked to the Placement Transformation Board									
Care Act/Working Practice/ASDs												
	Safeguarding Prop. Assessment Financial Assessment ILC	Sensory services	Levick House/ MICC/ Sandringham Blue badge Children's Home implementation complete	Skills alignment	Ongoing implementation Track benefits	Children's Home phase 2 (expansion) Complete InControl pilot	Ongoing implementation Implement children's home phase 2 (expansion) Track benefits					
March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March
Prevention and independence												
Reablement tools and pathways complete	Reablement tracking live	Gap analysis complete (Prevention and independence) Telecare prevention business case	Prevention and independence strategy and action plan	implement P&I strategy action Plan Implement telecare prevention business case								
Early intervention												
Analysis and design to include: Case audit Risk matrix review with key partners Review and agree step down protocols with partners Review role of locality forums				Implement and monitor performance								
QA and Performance Management												
	QA design (external resource & SA)			Implement and monitor performance								
	Performance management design (external resource & SA)			Implement and monitor performance								
Mental Health												
Fir for purpose action plan (current MH team)	S117 review complete		Forensic and CAMHs options appraisal complete			MH strategy	Implement MH Strategy and monitor performance					
				Implement options appraisals and monitor performance								
Transitions												
			Transitions design (CH)	Implement and monitor performance								

March	April	May	June	July	August	Sept	October	Nov	Dec	Jan	Feb	March		
Initial Contact														
	Adults - implement recommendations			Implement and monitor performance										
	Children's - Streamline processes	Children's - consistent telephony resource (JDs and working hours)	Transfer of Mouchel staff (children's) - training											
	SPA - vision and PM in place	SPA - vision and PM in place	Linked services - pathways and referral processes agreed	Uniform working approaches agreed			Staff recruited	Training	SPA live					

## Resources

### Revenue budget

Net revenue budget	2015/16	2016/17	2017/18
Net	£41.215m	£41.151m	£37.942m

33. The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the fact that the Council has historically spent more on some services in this area than its family group average (as outlined above), which therefore provides greater capacity for savings going forward.

34. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### Revenue investment

35. The Council's Change Fund is funding the provision of specialist technical advice for the Outcome Area in relation to the transformation of social care.

### Capital programme

36. The service has a significant allocation from the capital programme, primarily for building works and disabled persons' adaptations, as outlined below:

Capital investment	2015/16	2016/17	2017/18
Total	£2.652m	£1.098m	£0.060m

## Risks

37. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross score	Net score	Target score
If the need for more preventative social care services leads to financial pressures, then this may affect quality of service.	20	15	9
If Welfare Reform results in the anticipated impacts for Middlesbrough then a significant reduction in contributions paid by clients for their social care services is likely, together with increased homelessness and health related problems, increasing pressures on Council services.	20	15	15

Risk	Gross score	Net score	Target score
If the Council is not able to deliver key Care Act targets, then higher service delivery costs may occur as reliance upon existing service provision continues.	20	15	9
If the Council along with its partners are unable to meet the targets of the local Better Care Fund submission then significant costs may be incurred as a consequence.	20	15	10
If economic austerity creates instability in markets, then this may result in care businesses closing.	15	10	10
If demand increase projections are not sufficiently accurate, then this will result in unbudgeted pressures.	15	9	6
If the need to reduce expenditure results in disinvestment in the Voluntary Sector, then this may damage performance and relationships	15	9	9
If, when the Independent Living Fund (ILF) ends in April 2015, the rate of ILF is greater than transferred money minus 5% this will create budget pressures.	20	9	6
The referral rate for the use of Deprivation of Liberty Safeguards (DoLs) continues to rise following the "Cheshire West" supreme court judgement, financial pressures will arise.	20	9	9

### Measuring our success

38. The following key indicators have been selected as providing the key measures of success in Social Care:

- Percentage of Older people 65+ still at home 91 days after discharge
- Percentage of clients receiving self-directed support
- Social care-related quality of life
- Customers who say that services have made them feel safe/secure
- Permanent admissions to residential care
- Delayed transfers of care attributable to social care
- Number of reablement packages
- Percentage of reablement packages meeting identified goals.
- Percentage of annual reviews completed within timescales.
- Percentage of qualified to unqualified staff
- New referrals per FTE.

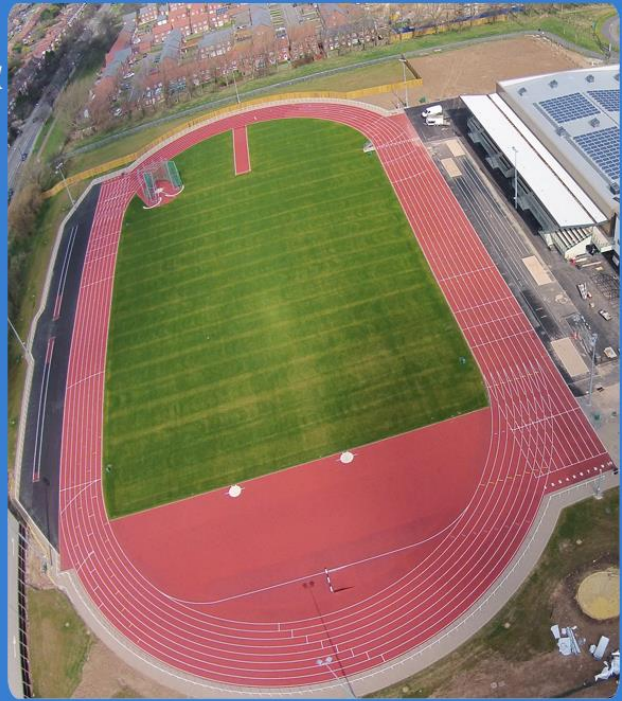
39. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Social Care are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• At Home 91 Days After Reablement (ASCOF)</li> <li>• Customers who say that services have made them feel safe / secure</li> <li>• Social Care-related quality of life</li> <li>• Clients receiving self-directed support</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Permanent admissions to residential / nursing care</li> <li>• Number of reablement packages</li> <li>• Percentage of reablement episodes achieving identified goals</li> <li>• Delayed transfers of care attributable to Social Care</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>



40. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:
- Prevention, Access and Provider Services
  - Specialist and Lifelong Services.
41. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

# Environment, Property & Commercial Services Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Environment, Property and Commercial Services (EPCS).

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the Mayor's Vision, the Council's strategic objective of **Providing Commercial Strength, Organisational Support and Development**, and in particular the supporting outcome of:

***Providing, managing, maintaining and enhancing highways, streets, parks, open spaces, leisure facilities, public buildings and commercial properties such that the quality of place supports the needs of residents, visitors and business.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome, whilst at the same time supporting the remainder of the strategic outcomes to varying degrees. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- The background to the outcome;
- The key issues that must be addressed so that the outcome can be achieved;
- Where we are now and where we will be in 2018;
- The roadmap for getting there;
- A summary of anticipated resources to support delivery;
- The risks to the strategy and roadmap; and
- How success will be measured.

### **Tony Parkinson**

*Executive Director,  
Commercial and Corporate  
Services*

### **Tom Puntton**

*Assistant Director,  
Environment, Property and  
Commercial Services*

## One page summary

Outcome 7		Owner: Assistant Director, Environment, Property and Commercial Services		
<i>Providing, managing, maintaining and enhancing highways, streets, parks, open spaces, leisure facilities, public buildings and commercial properties such that the quality of place supports the needs of residents, visitors and business.</i>				
Key measures of success:				
<ul style="list-style-type: none"> <li>Implementation of Estates Strategy action plans to support future Council Strategic requirements</li> <li>Reduce domestic waste collected and landfilled</li> <li>Percentage of domestic waste recycled or composted</li> <li>Maintain street cleanliness standards at 90% or above</li> <li>Improve the trading performance of commercial services</li> <li>Improve user satisfaction with the Council's operational buildings</li> <li>Improve usage of and satisfaction with local leisure facilities</li> <li>Increase participation in sport and leisure activity to promote public health outcomes</li> <li>Crematorium performance against ICCM standards</li> <li>Deliver service support activities in line with Service Promise</li> </ul>				
Service portfolio:				
<b>Asset Management</b> service, comprising the estates strategy and the strategic and commercial property management.		<b>Property and Commercial Services</b> , comprising repairs and maintenance, building cleaning and caretaking, building maintenance, bus station, leisure centres and venues, school catering, bereavement services, TCES and security / CCTV.		<b>Environment Services</b> , comprising area care and waste, kerbside recycling, dog wardens, pest control, waste services, parks and allotments, highways inspection and maintenance, winter maintenance and fleet management.
Net budget profile:				
2015/2016		2016/2017		2017/2018
£12.579m		£12.191m		£12.016m
Current change projects:				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Highways ADM	-£200,000	-£0	-£0	
Leisure ADM	-£430,000	-£980,000	-£0	
Worksmart	-£0	-£0	-£0	
Fleet Services	-£155,000	-£150,000	£0	
Streetscene Review	-£143,818	-£214,404	-£0	
Property Savings	-£371,000	-£470,000	-£60,000	
Commercial Services	-£130,000	-£186,000	-£150,000	
Carbon Emissions	-£0	-£0	-£60,000	
Review of CCTV and Security Services	-£0	-£160,000	-£0	
Askham Bryam Transfer	-£100,000	-£0	-£0	
Bereavement Services	-£150,000	-£100,000	-£0	
Catering Services Review	-£0	-£70,000	-£0	
Charge for Bus Station Toilets	-£0	-£50,000	-£0	
MTFP Adjustments	-£0	-£165,000	-£0	
Capital investment:				
2015/2016		2016/2017		2017/2018
£7.227m		£6.031m		£0.100

Note: Leisure Trust could attract circa £3M investment in Leisure Centres during period 2016-2018

## **Background and key issues**

1. This outcome is extremely important to the residents of Middlesbrough, and also those people who either visit or work in the Town.
2. High quality public spaces provide an improvement in quality of life for those people, and promote a feeling of wellbeing. Well maintained parks, open spaces and leisure centres provide an environment where people will feel more inclined to engage in physical activity and enjoy a healthy lifestyle.
3. Clean and well maintained public buildings and schools provide an environment where staff will be happier at work, pupils have a quality learning atmosphere and are more likely to succeed, and customers who visit our public buildings for cultural or transactional reasons have an enjoyable experience.
4. A clean, modern and well maintained town centre, which is free of litter and graffiti, ensures that the retail and entertainment economies continue to grow. Anti-social behaviour will be less prevalent, and people will also feel safer in such an environment.
5. This demonstrates the importance of this outcome in supporting the Councils strategic public realm, public health, sport and physical activity, economic growth and community safety outcomes, and in turn ensuring the achievement of the Mayor's future vision for Middlesbrough.

## **Delivering the Mayor's Vision**

6. The Mayor's Vision for Middlesbrough states that Middlesbrough will become 'The place to Live Work and Visit. This is underpinned by the statement that the Council will create 'A Town that is Clean Safe and Healthy'.
7. As described above, the achievement of this outcome cuts across many of the other strategic outcomes which support the achievement of the overall vision.
8. The Council has made significant improvement in this area over recent years and the Town is now recognised as being one of the cleanest town centres in the country.
9. Failure to maintain these levels of service performance in the future will have a negative impact on a number of outcomes, and therefore on the achievement of the Mayor's overall vision for the town.

## **Potential barriers**

10. As services have improved over recent years, public expectation continues to rise. Residents now expect high standards across all service areas as the norm.
11. Standards are currently at a high level, however this has been achieved in a climate of reducing financial, staffing and physical resources.
12. These services need to achieve significant change programme budget reduction targets over the next three years, some of which are linked to significant levels of staff and property rationalisation.
13. Different ways of working across the whole of the Council will need to be implemented, and this will require significant cultural change and innovation in both infrastructure and service delivery if existing standards are to be maintained.

## **Critical Success Factors**

14. The measure of success will be in achieving the desired outcome, which will be evidenced through success against key target measures within the outcome area's balanced scorecard, whilst achieving the desired budget reductions, and delivering a range of services which are aligned to this outcome, and supporting other strategic outcomes to varying degrees.



## Savings challenges

15. The service has significant revenue budget reduction targets within the Change Programme period from 2015/16 to 2017/2018 as set out in the one page summary at the start of this document. It should be noted that £1,236,000 of the above budget reductions are linked to the Leisure Trust staff transfer, building closures or capital receipts from land and property asset sales.

## Where we are now

16. A summary analysis of the services and functions *currently* provided by Environment, Property and Commercial Services along with their *current* unit cost rating is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Environmental Services	Street Cleansing	In-house	Red
	Refuse Collection	In-house	Green
	Recycling	External	Green
	Grounds Maintenance	In-house	Green
	Parks	In-house	Green
	Cemeteries and Crematoria	In-house	Green
	Burial Services	In-house	Green
	Highways Maintenance	In-house	Green
	Winter Maintenance	In-house	Red
	Fleet Management	In-house	N/A
	Vehicle Maintenance	In-house	N/A
	Waste Disposal	External	Amber
	Environmental Enforcement	In-house	Red
	Dog Wardens	In-house	N/A
Property and Commercial Services	Building Services	In-house	N/A
	Ayresome Industries	In-house	N/A
	Building Cleaning	In-house	N/A
Property and Commercial Services	Bus Station	In-house	N/A
	Security & CCTV	In-house	Red
	Pest Control	In-house	Green
	Bereavement Services	In-house	Green
	School Catering	In-house	N/A
	TCES Adaptation Service	Shared	N/A
	Sports and Leisure Services	In-house	Green
Strategic Asset Management	Estates Strategy	In-house	N/A
	Commercial Property	In-house	N/A
	Capital Programme	In-house	N/A
	Design Team	In-house	N/A
	Accommodation Strategy	In-house	N/A
	Energy Strategy	In-house	N/A
	Community Asset Transfers	In-house	N/A
	Environmental Sustainability	In-house	N/A
	Volunteers / Friends / Partnerships	In-house	N/A
	Enterprise Network	In-house	N/A

17. The current service portfolio makes the following contributions to the achievement of the overarching outcome for Environment, Property and Commercial Services:

### Environment Services

- Provision and maintenance of a high quality public realm, including the town centre, public parks and open spaces, cemeteries and crematoria and commercial areas of the town to encourage business development.
- Maintenance of the highway network to allow improved access, including snow and ice clearance.
- Regular and timely weekly refuse and fortnightly recycling collections and rapid removal of dumped / fly tipped waste, with appropriate levels of education and enforcement, which addresses many public health issues.
- Provision of clean streets and open spaces which are free of litter and graffiti, supporting a reduction in anti-social behaviour.

### Property and Commercial Services

- Cleaning and maintenance of operational and public buildings for leisure, cultural and transactional Council services which ensures those buildings are clean, safe and compliant, providing customers and staff with an enjoyable user experience.
- Provision of high quality and sensitively managed burial and cremation services to the recently bereaved.
- Provision of sports and leisure services which support a range of key public health outcomes.
- Provision of aids and adaptations which allow adult social care clients to remain independent in their own homes.
- Provision of healthy and nutritional meals to schools at affordable cost, which supports effective learning for the pupils who receive them.

### Strategic Asset Management

- Provision of safe, compliant, clean and accessible operational and public buildings for leisure, cultural and transactional Council services, which provide customers and staff with an enjoyable user experience.
- Provision of a range of good quality, affordable commercial properties and to the business sector, to stimulate and encourage economic growth, and bring new business into the town.
- Provision and delivery of a clear estates strategy and capital investment programme which ensures the Council's land and building assets are fit for future purpose, energy efficient and sustainable.
- Provision of opportunities for voluntary and community groups to develop business plans which will allow them to take control of Council assets through the Community Asset Transfer Process.
- Provision of an in-house design service for all Council services and schools.

18. The strengths, weaknesses, opportunities and threats relating to current service arrangements can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• The services have recently completed a senior management review which places them in a strong position to move into the next stage of the Change Programme.</li> <li>• This will involve a process of service review and redesign, linked to the delivery of the strategic outcomes.</li> <li>• Alternative delivery models for the future delivery of these services have been considered, and the Executive have approved the procurement of a Charitable Trust service provider for Leisure Services, whilst also approving that EPCS services will remain within the Council.</li> <li>• The majority of these services are currently performing well, have a good reputation, and are highly valued within the Council and with residents.</li> </ul>	<ul style="list-style-type: none"> <li>• Whilst many of these services operate in a commercial environment, trading opportunities and commercial expertise are limited within a Local Authority structure. The services are also required to operate within the constraints of Local Authority policies and procedures which can lead to blockages or delays in the implementation of change and can also stifle innovation.</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>• The procurement exercise for a leisure trust will allow the in house services to be tested against the trust business case.</li> <li>• Whilst the in house services are thought to be effective and efficient, a trust model could allow the service to operate in a much more commercially focussed and business-like manner, without many of the constraints which are inherent within the current in-house model.</li> <li>• The increased capacity and expertise in commercialism which would come with the trust model could provide an opportunity to seek new business and increase the customer base, bringing additional efficiencies for the Council.</li> </ul>	<ul style="list-style-type: none"> <li>• Change programme budget reduction targets over the next three years, some of which are linked to significant property rationalisation and different ways of working (WorkSmart) across the whole of the Council.</li> <li>• If the size of the Council's property portfolio does not reduce significantly, and the adoption of WorkSmart is delayed or abandoned, it will not be possible to achieve savings linked to property running costs, or capital receipts from property sales.</li> <li>• Many members of staff who work in the actual delivery of these services are classed as support staff and currently included within the scope of other Change Programme review projects. There is a risk that services will not be sustainable if significant levels of staffing resources are lost from these service areas.</li> <li>• An understanding of what level of resources is required from these areas in order to effectively deliver these services will need to be understood, and SLA's developed with the appropriate outcome / service areas to ensure the services are able to deliver to the required levels.</li> <li>• If leisure services move into a trust, these support staff would need to be transferred into the new arrangement to ensure service continuity. The costs of this support would therefore need to be factored into the cost evaluation of the proposed operating models.</li> <li>• In the event of such transfers going ahead, an effective customer communication strategy will be required in order to ensure that the very significant levels of external income on which these services rely are not put at risk due to customers becoming nervous and looking elsewhere for these services.</li> </ul>

### **Where we will be in 2018**

19. We will enter into a procurement exercise to assess bids from leisure trust providers for the future management of the Council's Sports and Leisure Services, in order to support the principles of the Change Programme whilst delivering the required budget reductions, contributing to the Council's strategic outcomes and delivering the maximum levels of benefit for Middlesbrough.
20. The feasibility study in respect of entering into a partnership with an established Local Authority owned Joint Venture Company (JVC), for the future delivery of EPCS, has determined that the most effective model for future provision of EPCS is that it be retained within the Council.
21. We will carry out fundamental reviews of service delivery in all EPCS service areas to ensure that those public services delivered are aligned with the desired outcomes, and that all commercial services accord with the Council's Commercial Strategy, in order to support the principles of the Change Programme whilst delivering the required budget reductions, contributing to the Council's strategic outcomes and delivering the maximum levels of benefit for Middlesbrough.
22. We will consider why we would continue to do anything which does not contribute to the achievement of the Council's strategic outcomes.
23. We will ensure that all service redesign is in accordance with the Change Programme principles. We will look at innovation in the way we provide those services we wish to continue to deliver or enhance in order to achieve the Council's strategic outcomes.
24. Throughout the process of service redesign, where certain areas of service are found to be crucial to the achievement of the outcome, are performing to high standards and can prove to provide value for money, we may choose to continue to deliver in the same way, however the service delivery may be through the leisure trust or JVC models.
25. Examples of this would be the Town Centre cleansing operating model, which we would not propose to change significantly, and the retention of weekly refuse collections.



## Aligning with the Change Programme

26. The designing of future services through the above review process will include an examination of each service area to ensure that any future delivery is aligned with the Change Programme's design principles:

- Develop new, more cooperative public services.
- Build services around resident and community needs.
- Focus investment principally on core business.
- Direct resources into early intervention.
- Encourage and support others to take on and deliver services.
- Do not provide competing services if there is an effective local market.
- Become 'digital by default'.
- Empower managers to deliver outcomes.
- Optimise the use of technology and flexible working.
- Ensure scrutiny of value for money.

27. The procurement of the Leisure Trust partnership clearly demonstrates the department's commitment to these principles.

## What will be the impacts?

28. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Environment, Property and Commercial Services	<ul style="list-style-type: none"> <li>• In-house core.</li> </ul>	<ul style="list-style-type: none"> <li>• In-house core with full service redesign.</li> </ul>
Environment Services	<ul style="list-style-type: none"> <li>• In-house core, service resources significantly reduced over recent years, standards beginning to slip in local environmental quality / public realm.</li> </ul>	<ul style="list-style-type: none"> <li>• Services redesigned and aligned with outcome delivery, key measures in place to ensure success.</li> </ul>
Property and Commercial Services	<ul style="list-style-type: none"> <li>• In-house core, service resources significantly reduced over recent years, standards beginning to slip in building cleaning and building maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>• Services redesigned and aligned with outcome delivery, key measures in place to ensure success.</li> </ul>
Strategic Asset Management	<ul style="list-style-type: none"> <li>• New estates strategy agreed, entering implementation phase.</li> </ul>	<ul style="list-style-type: none"> <li>• Reduction in operational property portfolio, maximised income from commercial and investment portfolios.</li> </ul>
Leisure Services	<ul style="list-style-type: none"> <li>• In-house core, significant budget reductions, income generation and service redesign achieved in 2013-2014.</li> </ul>	<ul style="list-style-type: none"> <li>• Subject to the evaluation of tender bids, a charitable trust model will be procured for these services in 2015-2016, with strategic responsibility for sport, leisure and public health remaining within the Council.</li> </ul>

## Roadmap

29. The table below provides a summary the key projects and associated milestones for the implementation of the target operating model for Environment, Property and Commercial Services. A detailed milestone plan for each project will be included within the overall Change Programme Plan accessible via the Council's intranet. This plan is currently under review and will be updated in the next iteration of this document.

Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Environment and Property Services ADM</b>												
<b>Senior Management Review</b>												
Complete SM structure design			■									
Commence SM employee consultation			■									
End SM employee consultation				■								
Implement new SM structure				■								
<b>Streamlining in-house service</b>												
14/15 savings implemented	■											
15/16 savings implemented					■							
<b>ADM options appraisal</b>												
Consultation on OA evaluation criteria		■										
Criteria and methodology approved		■										
Options Appraisal completed			■									
CMT considers Options Appraisal			■									
Preferred option presented to Inf. Executive				■								
Executive decision on preferred option				■								
Commence informal consultation				■								
Procurement, due diligence and DBC				■								
Executive decision on future delivery model will be in house service delivery					■							
Agree Service Promise for Property Services						■						
Agree Service Promise for Building Cleaning						■						
Agree Service Promise for Fleet Management						■						
Service Redesign Commences						■	■					
Service Redesign Completed								■				
New Services Implemented									■	■		
<b>Sport and Leisure ADM</b>												
<b>Senior Management Review</b>												
Complete SM structure design			■									
Commence SM employee consultation			■									
End SM employee consultation				■								
Implement new SM structure				■								
<b>Streamlining in-house service</b>												
14/15 savings implemented	■											
<b>ADM options appraisal</b>												
Project inception	■											
Consultation on OA evaluation criteria		■										
Options Appraisal completed		■										
Tender process commences			■									
Competitive Dialogue phase						■	■					
Tender process completed							■					
Tender Evaluation phase							■					
Executive approves new arrangements								■				

Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>ADM options appraisal</b>												
Commence employee consultation												
End employee consultation												
New Contract commences												
<b>Estates Strategy</b>												
Outline Strategy approved by Executive												
Period to finalise strategic approach												
Finalised Strategy considered by Executive												
New Strategy implementation commences												
<b>Custodian Properties</b>												
Present OBC to change Programme Board												
Implementation milestones added into plan												
<b>Carbon Emissions</b>												
Present OBC to change Programme Board												
Implementation milestones added into plan												

## **Resources**

### **Revenue budget**

Net revenue budget	2015/16	2016/17	2017/18
Net	£12.941m	£12.191m	£12.016m

30. The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the fact that the Council has historically spent more on some services in this area than its family group average (as outlined at above), which therefore provides greater capacity for savings going forward.
31. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.
32. Alongside the above revenue budgets, these services also generate in the region of £25,000,000 per annum in income. Some of this is from external customers and schools and the remainder is from Council capital programmes. There is a risk to the Council in terms of the MTFP and the change programme savings targets, should any of these income streams diminish.
33. Conversely, it should also be noted that annual increases in fees and charges, and potential income growth from services operating in a more commercially focussed manner could have a positive effect on the MTFP.
34. All income generating services will be evaluated against the Council's Commercial Strategy to ensure they are competitive, provide value for money and are sustainable.

### **Capital programme**

35. The service has a significant allocation from the capital programme, as outlined below:

Capital budget	2015/16	2016/17	2017/18
Total	£7.227m	£6.031m	£0.100m

36. Priorities for capital investment across the three-year period to 2018 are:

- operational infrastructure including Cargo Fleet depot and the procurement of new vehicles;
- wider investment in Council buildings including urgent and critical compliance works;
- carrying out minor Highways Infrastructure schemes in conjunction with Highways and Transportation (Outcome 1); and
- the development of Middlesbrough Sports Village and other sports and leisure facilities within the town (Leisure Trust).

### **Risks**

37. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
Failure to procure a trust arrangement for Leisure Services	9	6	6
Failure to effectively review and redesign EPCS service delivery	10	4	4
Failure to implement the Estates Strategy	15	6	6
Loss of service delivery staffing resources as a result of central support services reviews	9	6	6
Reduction in capital budgets or external clients, impacting on workflow and income targets.	20	6	6

#### **Failure to procure a trust arrangement for Leisure Services**

38. **Risk** – Could result in failure to deliver outcome and / or change programme budget reduction targets

39. **Mitigation** – Sufficient resources will need to be allocated to the procurement and competitive dialogue phases of the project to ensure slippage is avoided. Appointment of Max Associates to lead on procurement, evaluation and mobilisation phases of the project will mitigate this risk.

#### **Failure to effectively review and redesign EPCS service delivery**

40. **Risk** – Could result in failure to deliver outcome and / or change programme budget reduction targets, could also result in target measures not being achieved with corresponding deterioration in performance in key areas.

41. **Mitigation** – A defined and prioritised programme of reviews over the three year period will be required to ensure that the above ADM projects are not adversely affected by internal review work. Identified problem areas, or areas of high unit cost will be examined in the early stages, whereas general service redesign in areas of less concern will be carried out following implementation of the ADMs.

#### **Failure to implement the Estates Strategy**

42. **Risk** – Could result in failure to deliver outcome and / or change programme budget reduction targets, income from commercial portfolio could also be reduced.

43. The failure to match the operational property portfolio to the Council's reducing demand within the timeframe of the change programme targets, could result in surplus empty properties which will still incur operational costs and could fall into disrepair.
44. **Mitigation** – The asset management and valuation teams will be restructured around the demands of the new estates strategy as a priority. External and specialised expertise will be commissioned as and when required to deal with peaks in demand or to maximise the potential of unique projects.

#### **Loss of service delivery staffing resources as a result of central support services reviews**

45. **Risk** – Many members of staff who work in the actual delivery of these services are classed as support staff and currently included within the scope of other Change Programme review projects. There is a risk that services will not be sustainable if significant levels of staffing resources are lost from these service areas.
46. **Mitigation** – Service Level Agreements (Service Promises) will need to be drawn up with the appropriate outcome service areas.
47. Leisure services administration and reception staff have been taken out of central review scopes as it was anticipated that this service would move to a trust model.
48. The transfer of leisure services staff into a Leisure Trust will also give the Council an opportunity to consider what levels of support services will be required within the Council in the future.

#### **Reduction in capital investment or external client income, impacting on workflow and budgetary targets.**

49. **Risk** – A reduction in capital budgets would result in deterioration in the condition of our public and operational buildings and our highway network, which could render them as not fit for purpose or non-compliant with statutory legislation.
50. A significant loss of income from external clients would put jobs and services at risk and put pressure on the Council's overall budgets.
51. **Mitigation** – Provision of regular condition reports on property and highways assets which will feed into the Council's capital investment programme and MTFP.
52. Compliance with the Council's commercial strategy will protect existing customer base and could result in future growth.
53. Alignment with the Council's Commercial Strategy will allow the services to operate in a much more commercially focussed manner.
54. An effective customer communication strategy will be implemented in order to ensure that the very significant levels of external income on which these services rely are not put at risk due to customers becoming nervous and looking elsewhere for these services.

#### **Measuring our success**

55. The following key indicators have been selected as providing the key measures of success to be included in the balanced scorecards for Environment, Property and Commercial Services with targets being developed for 2015 – 2018.
- Implementation of Estates Strategy action plans to support future Council Strategic requirements.
  - Reduce domestic waste collected and landfilled.
  - Percentage of domestic waste recycled or composted.
  - Maintain street cleanliness standards at 90% or above.

- Improve the trading performance of commercial services.
- Improve user satisfaction with the Council's operational buildings.
- Improve usage of and satisfaction with local leisure facilities.
- Increase participation in sport and leisure activity to promote public health outcomes.
- Crematorium performance against ICCM standards.
- Deliver service support activities in line with Service Promises.

56. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for EPCS are set out below. Targets will be agreed and reviewed annually during the business planning process.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• Local satisfaction with street cleanliness</li> <li>• Local satisfaction with waste and recycling collection</li> <li>• Service Promises meeting target</li> <li>• Customer satisfaction with public buildings</li> <li>• Customer satisfaction with Leisure Services</li> <li>• Staff satisfaction with office space</li> <li>• Customer satisfaction with commercial space</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Leisure centre visits</li> <li>• Household waste recycled</li> <li>• Streets meeting Keep Britain Tidy standards</li> <li>• Critical compliance works – Electric / Gas / Legionella</li> <li>• Occupancy rate in commercial portfolio (Commercial)</li> <li>• Occupancy rate in commercial portfolio (Enterprise)</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> <li>• RIDDOR reportable workplace accidents</li> </ul>

57. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Environmental Services
- Property and Commercial Services
- Strategic Assets.

58. It is anticipated that working towards the above measures and associated targets will result in the achievement of this outcome, and significantly support the achievement of other strategic outcomes such as public health, economic development, and community safety.

59. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

60. Should Leisure Services move to a leisure trust, the performance against the measures would be monitored through a performance management framework and reported within the Council as set out above.



# Finance & Investment Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Finance and Investment (F&I).

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the Mayor's Vision, the Council's strategic objective of **Providing Commercial Strength, Organisational Support and Development**, and in particular the supporting outcome of:

***Ensuring that the financial assets and services and the physical assets of the Council support services in meeting needs whilst ensuring corporate financial probity.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome, whilst at the same time supporting the remainder of the strategic outcomes to varying degrees. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- The background to the outcome;
- The key issues that must be addressed so that the outcome can be achieved;
- Where we are now and where we will be in 2018;
- The roadmap for getting there;
- A summary of anticipated resources to support delivery;
- The risks to the strategy and roadmap; and
- How success will be measured.

**Tony Parkinson**  
*Executive Director,  
Commercial and Corporate  
Services*

**Paul Slocombe**  
*Chief Finance Officer*



## One Page Summary

<b>Outcome 8</b>		<b>Owner: Assistant Director, Finance and Investment</b>		
<i>Ensuring that the financial assets and services and the physical assets of the Council support services in meeting needs whilst ensuring corporate financial probity.</i>				
<b>Key measures of success:</b>				
<ul style="list-style-type: none"> <li>• Ensure that the Council's financial governance processes are fit-for-purpose</li> <li>• Increase collection rates for Council Tax and Business Rates</li> <li>• Promote improved commissioning practice within the Council</li> <li>• Ensure readiness of local residents for ongoing welfare reform</li> <li>• Deliver service support activities in line with Service Promise</li> </ul>				
<b>Service portfolio:</b>				
<b>Finance</b> service, comprising financial planning, accountancy, capital programme, asset register, revenues and benefits, creditors and debtors, insurance and internal audit.		<b>Commissioning and Procurement</b> service, comprising commissioning and procurement support, commercial strategy and VC liaison.		<b>Loans and Investments</b> service, comprising loans and investments and pensions.
<b>Net budget profile:</b>				
2015/2016		2016/2017		2017/2018
£5.205m		£4.923m		£5.032m
<b>Current change projects:</b>				
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018	
Finance & Accountancy Review	-£296,000	-£300,539	-£0	
Commissioning Review	-£309,000	-£243,403	-£0	
Capital Programme	-£715,000	-£580,777	-£0	
Transactional Finance	-£41,000	-£173,575	-£0	
Revenues and Benefits Admin	-£0	-£25,000	-£0	
Estates Strategy	-£233,000	-£234,000	-£0	
Custodian Properties	-£125,000	-£0	-£41,000	
MTFP Adjustment	-£0	-£130,000	-£0	
Cross Cutting Savings	£80,559	-£0	£0	
<b>Capital investment:</b>				
2015/2016		2016/2017		2017/2018
£0m		£0m		£0m

## **Background and key issues**

### **Delivering the Mayor's Vision**

1. The Mayor's Vision for Middlesbrough states that Middlesbrough will become 'The place to Live Work and Visit.
2. This vision is enabled by a Council that is fit for purpose, operates within reduced means and safeguards our most vulnerable people.
3. This outcome is extremely important in supporting all outcome areas to deliver their objectives and is responsible for ensuring that the financial processes and systems are robust and meet the needs of services whilst ensuring corporate financial probity.
4. The key elements are in respect of the proper administration of the financial affairs of the Council and supporting the Council in delivering high quality value for money services. This outcome encompasses the role of the Chief Finance Officer.
5. The main services are summarised below:
  - Financial Planning
  - Financial Management, Administration and Systems.
  - Audit and Assurance
  - Procurement and Commissioning
  - Loans and Investments
  - Revenues and Benefits
  - Insurance
  - Valuation and Estates.
6. The provision of appropriate advice, systems and support is a key element of the Middlesbrough Manager Model. This includes a straightforward scheme of delegation combined with access to up to date financial information for managers to interpret and base decisions upon.
7. On an organisation basis, key elements' include the maintenance of the financial integrity of the Council by ensuring, proper challenge, value for money and commissioning and procurement advice together with proper financial management.
8. In addition the service provides a service to residents by ensuring:
  - a robust but fair and reasonable approach to collecting amounts due to the Council (Council Tax, Business Rates and Other Debts); and
  - modernising, maintaining and maximising a benefit service to residents.
9. This demonstrates the importance of this outcome in supporting the Councils strategic priorities and in turn ensuring the achievement of the Mayor's future vision for Middlesbrough.
10. As described above, the achievement of this outcome cuts across all of the other strategic outcomes which support the achievement of the overall vision.

### **Potential barriers**

11. Standards are being maintained, however this has been achieved in a climate of reducing resources and increased pressures.
12. These services need to achieve a series of change programme budget reduction targets over the next three years which consist of significant reductions to levels of staff and increased reliance on the

implementation of new systems and processes. There is a key reliance on the efficient and effective implementation of the Middlesbrough managers Model across the Council.

13. Different ways of working across the whole of the Council will need to be implemented, and this will require significant cultural change and innovation. This will place increased reliance on maintaining a core service which can provide high level advice and guidance.

### Critical Success Factors

14. The measure of success will be in achieving the desired outcome, which will be evidenced through success against key target measures within the outcome area's balanced scorecard, whilst achieving the desired budget reductions, and delivering a range of services which are aligned to this outcome, and supporting other strategic outcomes to varying degrees.

### Savings challenges

15. The service has significant budget reduction targets within the Change Programme from 2015/2016 to 2017/2018 as set out in the one page summary at the start of this plan.

### Where we are now

16. A summary analysis of the services and functions *currently* provided by Finance and Investment is set out below:

Service Grouping	Service	Delivery Model	Unit cost rating
Financial Services	Strategic Finance	In-house	Green
	Accountancy	In-house	Green
	Financial Planning	In-house	Green
	Audit	Shared & External	Green
Commissioning and Procurement	Strategic Commissioning and Procurement	In-house	Green
	Social Care Commissioning	In-house	Green
	Direct Payments Management	In-house	Green
Loans and Investments	-	In-house	Green
Council Tax, Business Rates and Benefits	Council Tax collection	External	Green
	Benefits (incl. Community Support)	External	Green
	Other	In-house	Green
Other	Capital Investment	In-house	Green
	Other	In-house	Green

17. The service portfolio makes the following key contributions to the Council's strategic objectives:

- Provides systems and processes which support all outcome areas.
- Provides financial information to support the Middlesbrough Manager Model, unit costing, reporting and Balanced Scorecards.
- Maintains and develops:
  - Medium Term Financial planning across the Council
  - Revenue monitoring
  - Capital monitoring
  - Grant monitoring
  - Investment appraisal process.
- Provides an effective and efficient Internal Audit Service.
- Completes of Final accounts in accordance with legislative requirements.
- Ensure proper financial governance in accordance with appropriate guidance and requirements.

- Embeds and develops appropriate Commissioning and Procurement approaches and opportunities across the Council.
- Provides, maintains and monitor the Councils investment policy.
- Meet Council Tax and Business Rates (NDR) collection targets.
- Develops commercial strategies within the department in line with the Council's Commercial Strategy.
- Maintain the Council's statutory asset register in line with statutory requirements.
- Ensures the Council is prepared for the introduction of changes to the Benefits system (including Universal credit and digital by default).
- Develops and maintains a partnership approach to Welfare Reform.

18. The strengths, weaknesses, opportunities and threats relating to the current service can be summarised as follows:

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• The services have recently completed a senior management review which places them in a strong position to move into the next stage of the Change Programme.</li> <li>• This will involve a process of service review and redesign, linked to the delivery of the strategic outcomes, whilst considering alternative delivery models for the future delivery of these services.</li> <li>• The services are meeting statutory requirements in accordance with specified deadlines.</li> <li>• Advice and support is consistently sought by other service areas. The role of the service is valued by the Council, external inspections, residents and partnership bodies.</li> </ul>	<ul style="list-style-type: none"> <li>• The service is required to strike the appropriate balance between maintaining the financial integrity of the Council and facilitating the needs of service managers. This encompasses introducing new systems and approaches. The service requires improvement to its engagement with service needs, including better communication and 'easy guides' to financial processes.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• The introduction of the Middlesbrough Managers Model will provide the opportunity to focus limited finance resources on the issues that help the Council move forwards in delivering priorities. Resources can be directed on key change initiatives and encouraging/developing innovation. Less time should be spent on everyday financial transactions as managers are empowered through the Middlesbrough Mangers Model.</li> <li>• The consolidation of commissioning and procurement resources will provide an opportunity to provide a specialised team to assist in delivering efficiencies within the Council and supporting services in their Alternative Delivery Models.</li> </ul>	<ul style="list-style-type: none"> <li>• Budget reduction targets over the medium term. In particular the 50% reduction in Accountancy and Commissioning resource reduction. This has been based on the successful role out of the Middlesbrough Mangers Model in that managers 'self-serve' in everyday ordinary activities. It will not be possible to meet the target savings without the implementation and acceptance of the Middlesbrough Mangers Model.</li> <li>• A key element of the revised approach is the introduction of a new Accounting system. This is being introduced on a very tight timescale which requires a change in business processes rather than bespoke changes to the system itself. A failure to deliver an 'acceptable system' is a key threat.</li> <li>• The introduction of Unified Benefits combined with the changes to fraud investigation. The concern being that increased responsibilities will be placed on the Council without adequate resources to deliver the service.</li> <li>• Other potential threats include:- <ul style="list-style-type: none"> <li>• Unreasonable expectations as to what level of support can be provided.</li> <li>• Failure to accept the consolidation of the commissioning role.</li> </ul> </li> </ul>

### **Where we will be in 2018**

19. Fundamental reviews within Finance and Procurement and Commissioning will be completed to ensure they are maintained within the resource envelope allocated to them whilst maximising the support to delivering the Councils Strategic outcomes.

20. A new accounting system will be implemented to support the principles of the Middlesbrough managers Model whilst maintaining the financial integrity of the Council.
21. We will ensure the delivery of Medium Term financial planning on an outcome by outcome basis.
22. The approach to Unified Benefits and national fraud changes will be embedded within the service.
23. We will concentrate on delivering services which contribute to the Councils strategic outcomes whilst maintaining appropriate governance and legislative requirements. Anything which does not contribute to any of these elements will be ceased.
24. Services will be reconfigured in line with the Middlesbrough Manager Model and the Change programme principles.
25. In addition services will be aligned to meet changing legislative requirements. (e.g. Unified Benefits).
26. To a large extent there is very little which will remain the same. A new accounting system is to be implemented, the relationship with services will change, a new corporate approach to commission will be implemented and changes will be made to meet new legislative requirements.
27. The principle of maintaining financial integrity, proper financial planning and providing support and advice to services will remain.
28. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Financial Services	In-house	<ul style="list-style-type: none"> <li>• 50% reduction.</li> <li>• Service redesigned and aligned to Middlesbrough Manager Model.</li> </ul>
Commissioning and Procurement	In-house	<ul style="list-style-type: none"> <li>• 50% reduction.</li> <li>• Service to be redesigned and aligned to Middlesbrough Managers Model and outcome delivery.</li> </ul>
Benefits and Council Tax	In-house and external provider	<ul style="list-style-type: none"> <li>• Contract with external provider to be extended.</li> <li>• Service to be reconfigured to meet Universal Credit implications.</li> </ul>

### **Aligning with the Change Programme**

29. Service changes will align with the Change Programme design principles as set out below:

- Encourage Invest to save principles and proposals
- Reconfigure services around the Middlesbrough Manger Model
- Meet saving targets
- Encourage and support all outcome areas
- Maximise the use of Technology
- Help deliver Value for Money.

### **Roadmap**

30. The table below provides a summary the key projects and associated milestones for the implementation of the target operating model for Finance and Investment. A detailed milestone plan for each project is included within the overall Change Programme Plan accessible via the Council's intranet. This plan is currently under review and will be updated in the next iteration of this document.



Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Transactional Finance</b>												
Return of service to MBC												
Services and staff transfer back to MBC												
Consolidate Transactional Fin. Service												
<b>Revenues and Benefits</b>												
<b>E-benefits</b>												
E-bens new claims & changes live												
E-bens new claims live on MBC website												
Bailiff Cryptshare live												
ICT infrastructure in place for Phase 1												
ICT infrastructure in place for Phase 2												
Comms strategy developed and signed off												
Staff training and consultation completed												
Citizens' access												
E-bens changes live on MBC website												
Landlord and bailiff portal implemented												
Landlord Cryptshare live												
Return of service to MBC												
TUPE process												
Services and staff transfer back to MBC												
Service review implemented												

## **Resources**

### **Revenue budget**

Net revenue budget	2015/16	2016/17	2017/18
Net	£5.205m	£4.923m	£5.032m

31. The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the allocation of a 50% savings target on the 2012/13 baseline allocated to Support Services within the first phase of the Change Programme. Unit costs are now all green rated.

32. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### **Revenue investment**

33. The service has been allocated revenue funding from the Council's Change Fund to support the following projects within the Change Programme:

- E-Revenues and Benefits system (£262,000).

## Risks

34. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
Failure to deliver new Accounting System	20	15	10
Unrealistic expectations for Finance Services	12	12	6
Lack of support for corporate Commissioning and Procurement	15	15	10
Insufficient resources for the impact of Unified Benefits	21	14	7

## Measuring our success

35. The following key indicators have been selected as providing the key measures of success to be included in the balanced scorecards for Finance and Investment with targets being developed for 2015 – 2018.

- Ensure that the Council's financial governance processes are fit-for-purpose
- Increase collection rates for Council Tax and Business Rates
- Promote improved commissioning practice within the Council
- Ensure readiness of local residents for ongoing welfare reform
- Deliver service support activities in line with Service Promise.

36. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Finance and Investment and its constituent service are set out below.

<p><b>Customer</b></p> <ul style="list-style-type: none"> <li>• New claims and change of circumstances through self-serve</li> <li>• Appeals actioned within 4 weeks or receipt</li> <li>• Appeals sent to Tribunal Service within 3 months</li> <li>• Average customer rating of F&amp;I support services</li> <li>• Upheld complaints</li> </ul>	<p><b>Business</b></p> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Invoices paid within 20 days</li> <li>• Council Tax collection rate</li> <li>• NNDR collection rate</li> <li>• Benefits – speed of processing changes in circumstances</li> <li>• Benefits – Performance better than the Customised Benchmark return for 2010-13</li> <li>• Average number of days for the Council to receive payment</li> </ul>
<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<p><b>People</b></p> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

37. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

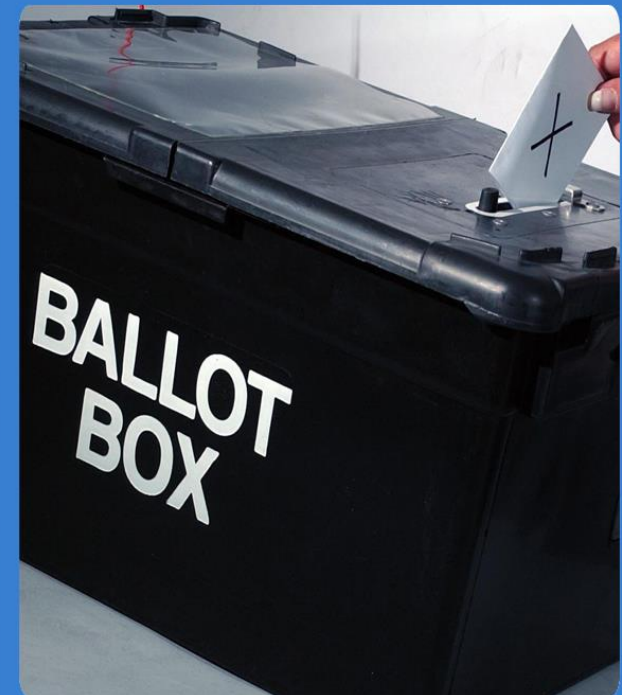
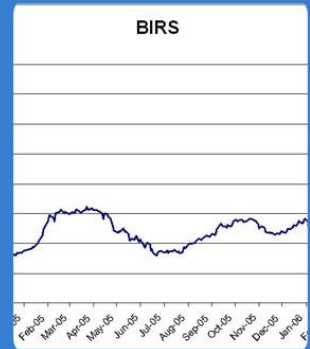
- Financial Services
- Strategic Commissioning and Procurement
- Loans and Investments



- Council Tax, Business Rates and Benefits.

38. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

# Organisation & Governance Outcome Delivery Plan 2015-2018



## **Introduction**

Welcome to the Outcome Delivery Plan for Organisation and Governance.

The plan covers the period 2015-2018 and sets out how the service area will contribute to the achievement of the Mayor's Vision, the Council's strategic objective of **Providing Commercial Strength, Organisational Support and Development**, and in particular the supporting outcome of:

***Ensuring that the democratic and governance processes of the Council are robust and that our staff and organisational support meets the needs of the services.***

The plan will be a key document within the Change Programme, providing both the vision and the road for achieving this outcome. It will provide a framework for annual service planning and assist in communicating the vision for each outcome area to all of our stakeholders.

The plan sets out:

- background to the outcome;
- key issues that must be addressed so that the outcome can be achieved;
- where we are now and where we will be in 2018;
- the roadmap for getting there;
- a summary of anticipated resources to support delivery;
- risks to the strategy and roadmap; and
- how success will be measured.

**Tony Parkinson**

*Executive Director,  
Commercial and Corporate  
Services*

**Karen Whitmore**

*Assistant Director,  
Organisation and Governance*

## One Page Summary

Outcome 9	Owner: Assistant Director, Organisation and Governance		
<i>Ensuring that the democratic and governance processes of the Council are robust and that our staff and organisational support meets the needs of the services.</i>			
Key measures of success:			
<ul style="list-style-type: none"> <li>Ensure all Human Resources policies are up-to-date and compliant</li> <li>Ensure delivery of key Change Programme projects in line with the Council's strategy</li> <li>Ensure delivery of key Capital Projects to the agreed programme</li> <li>Deliver key projects identified within the ICT strategy by their agreed target dates to meet the business needs of the Council</li> <li>Ensure a customer-focused Coroner service, which deals promptly with inquests</li> <li>Ensure a customer-focused Registrars service that deals effectively with the registrations of births, marriages and deaths</li> <li>Ensure customer-focused Electoral Services that effectively register voters and ensure elections are run in accordance with legislative standards</li> <li>Deliver service support activities in line with Service Promise</li> </ul>			
Service portfolio:			
<p><b>Democratic Services</b>, comprising communications, complaints, electoral services, governance and member support and information governance.</p> <p><b>Legal Services</b>, comprising legal advice, register services and the Coroner service.</p>	<p><b>Human Resources</b> service, comprising HR advice, Employee Services and Workforce Development.</p> <p><b>ICT and Capital Programmes</b> service, comprising ICT and the monitoring of the capital programme.</p>	<p><b>Performance and Partnerships</b> service, comprising corporate policy and performance management, equality and diversity and consultation, risk management and business continuity and partnership development.</p>	
Net budget profile:			
	2015/2016	2016/2017	2017/2018
	£10.208m	£6.919m	£7.173m
Current change projects:			
Project	Savings in 2015/2016	Savings in 2016/2017	Savings in 2017/2018
Perf. & Partnerships Review	-£750,000	-£31,000	-£0
Democratic Services Review	-£0	-£209,115	-£69,000
Mark. & Comms Review	-£47,000	-£0	-£0
Legal Services Review	-£160,000	-£0	£0
Registrars Support	-£0	-£66,000	-£0
HR Review	-£160,000	-£430,000	£0
Payroll Review	-£388,000	-£0	-£0
Administration Review	-£2,155,000	-£255,090	-£0
Customer Access Review	-£125,000	-£160,000	-£0
ICT ADM	-£720,000	-£476,000	-£81,771
Corporate Initiatives	-£195,000	-£0	-£0
Trade Union Facility Time	-£20,000	-£0	-£0
Cross Cutting Savings	£189,088	£1,859	£0
MTFP Adjustment	-£0	-£107,000	-£0
Capital investment:			
	2015/2016	2016/2017	2017/2018
	£5.594m	£3.047m	£0m

## **Background and key issues**

1. Organisation and Governance covers a wide range of corporate council services including:

Human Resources	Legal Services	Democratic Services	ICT	Performance and Partnerships and the Change Programme
<ul style="list-style-type: none"> <li>• HR Strategy</li> <li>• HR Policy</li> <li>• Health and Safety</li> <li>• Trade Union Liaison</li> <li>• Workforce Development</li> </ul>	<ul style="list-style-type: none"> <li>• Legal Services</li> <li>• Coroners Service</li> <li>• Registrars</li> <li>• Administration</li> </ul>	<ul style="list-style-type: none"> <li>• Executive Office support</li> <li>• Governance</li> <li>• Communications</li> <li>• Complaints</li> <li>• Electoral Services</li> <li>• Information Governance</li> <li>• Marketing</li> <li>• Media</li> <li>• Members Support</li> <li>• Scrutiny</li> </ul>	<ul style="list-style-type: none"> <li>• ICT Strategy</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Change Programme Management</li> <li>• Capital Programme monitoring</li> <li>• Corporate Policy</li> <li>• Performance Management</li> <li>• Risk Management and Business Continuity</li> <li>• Strategic Partnerships</li> <li>• Customer Services</li> </ul>

2. With regard to all services provided the Organisation and Governance directorate has two main objectives:

- to ensure that Council processes are robust and that all council activities are undertaken in line with legislation (a 'policing' role); and
- to provide advice, guidance and support to service areas to support them to deliver the Vision for Middlesbrough (a support role).

### **Delivering the Mayor's Vision**

3. Local authorities are democratic organisations that are accountable to the public. The public have a right to efficient and effective local services and for those who deliver those services to be held accountable for the actions that they take.
4. Organisation and Governance is key to ensuring that democratic accountability takes place. In supporting services to deliver the Mayor's vision for the town the Organisation and Governance Directorate takes a key role in ensuring that legislative requirements are met and best practice adhered to.

### **Potential barriers**

5. While the directorate can police the processes that staff go through to prepare issues for decision, ultimately the decision making powers lie with members who need to understand often complex, legislative and organisational requirements and adhere to them.
6. Achieving a balance between ensuring streamlined processes to reduce bureaucracy while ensuring processes are sufficiently robust to meet minimum legislative and organisational requirements.
7. Delivering services that ensure the Council keeps abreast of new developments particularly in fast moving and technically complex areas such as ICT and national legislative changes.
8. Need to reduce costs by 50% while demand across the whole service is increasing, for example the scale and scope of transformation projects, the impact from the deprivation of liberty supreme court

case, rise in freedom of information requests and data protection issues and a high number of ICT projects needed to support the changes needed.

9. Scale and scope of change that services within this outcome need to deliver that have impact across the Council.

### Critical Success Factors

10. The critical success factors for the service area are as follows:

- Capacity and skills retained within the organisation to ensure compliance with all legislative requirements to ensure difficult decisions are delivered and implemented in line with planned timetables.
- Willingness of Councillors to work differently.
- Middlesbrough Managers understand the responsibilities and effectively deliver their roles.
- Cultural change across all services in order to move forwards, in particular through self-serve.
- ICT developments to support the business are implemented to timescale.
- Successful delivery of change programme to facilitate organisation wide change enabled by other services within the outcome.

### Savings challenges

11. Challenging savings targets that need to be achieved while providing services that are seeing increased demand because they are key to delivering savings in projects across the Change Programme.
12. Dependencies on successful delivery of key Council-wide projects to enable delivery of savings e.g. Middlesbrough manager, procurement cards, business change in Children’s services etc.
13. Successful delivery of changed ways of working for Councillors and staff both within the service and across the Council for services delivered by Organisation and Governance.

### Further information

14. Further information in relation to the issues identified above can be found in the following documents:

- [Mayor's Vision](#)
- Change Programme 2015-2018
- [ICT Strategy](#)
- [Middlesbrough Health and Wellbeing Strategy](#)
- People plan (reviewed annually)
- [Annual Workforce Monitoring report](#).

### Where we are now

15. A summary analysis of the services and functions *currently* provided by Organisation and Governance is set out below.

Service Grouping	Service	Delivery Model	Unit cost rating
Legal Services	Legal Services	In-house	Green
	Coroners Service	In-house	Red
	Registrars Service	In-house	Green

Service Grouping	Service	Delivery Model	Unit cost rating
Democratic Services	Communications & Marketing	In-house	Green
	Corporate Complaints	In-house	Green
	Electoral Services	In-house	Red
	Executive Support	In-house	Green
	Freedom of Information	In-house	Green
	Information Governance	In-house	Green
	Members Support	In-house	Green
	Scrutiny	In-house	Green
Human Resources	HR Policy & Strategy	In-house	Green
	Workforce Development	In-house	Green
ICT and Capital Programmes	ICT	Mixed	Green
Performance and Partnerships	Corporate Policy	In-house	Green
	Performance Management	In-house	Green

16. The services contribute the achievement of the overarching outcome as set out below.

**Legal Services** – The most cost effective way to provide Legal Services is via in-house delivery. The service will move away from the use of external barristers especially in the area of childcare and in-house solicitors with ‘higher rights’ will provide this service. In addition to undertaking the work previously delivered by external barristers the staff in these new council posts will be able to provide high quality advice and ensure continuity of advice. The use of external advice will be restricted to limited cases which are highly technical. The service will require managers to take responsibility for taking decisions, without legal advice, in those areas where they have the technical expertise.

**Democratic Services** – Democratic services are at the heart of the council. A small team will ensure that key democratic processes run smoothly and that governance is open and transparent. Teams will be merged and roles become more generic so that staff are able to support a number of different democratic processes.

**Human Resources** – The Council will have successfully implemented the Middlesbrough Manager Model thus changing the amount of support required and the way in which it is provided. Managers will be expected to deal with high volumes, low complexity issues using the electronic toolkit, for more difficult scenarios advice will be available by telephone, with face-to-face support only available for the most complex of issues. Self-serve will enable managers to access employee data without the need to access operational HR advisers and some routine tasks e.g. annual leave and sickness absence will be managed electronically. Support currently provided from a number of different locations will be consolidated.

**ICT** – ICT strategy is key to business change and a small team will work with directorates to ensure that the business needs of the organisation are understood, translated into the ICT strategy and delivered. Delivery will be, mainly, via external contracts. Support currently provided from a number of different locations will be consolidated.

**Performance and Partnerships and the Change Programme** – Support currently provided from a number of different locations will be consolidated. The focus will be on a small set of key performance measures, essential to management of the business. Where possible processes will be automated and information available in ‘real time’ to managers. The service will provide a co-ordination and awareness raising role to ensure awareness and compliance with legislative requirements.

17. The strengths, weaknesses, opportunities and threats of current arrangements are summarised in the table below:



Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• There is a complementary mix of services within the outcome that will improve service delivery.</li> <li>• The service enables successful delivery in other areas.</li> <li>• The service has made significant progress to move towards generic teams which enables the service to maximise its flexibility within smaller budget constraints.</li> <li>• Staff are committed and enthusiastic and willing to be flexible and innovative.</li> </ul>	<ul style="list-style-type: none"> <li>• Some ICT solutions are highly technical, requiring in-depth knowledge. The service does not have the capacity to permanently employ, at market rate, all the specialists required to deliver, embed and maintain ICT change currently.</li> <li>• There are lower levels of staff resilience within the service as it has reduced. In some cases one member of staff leaving the organisation could result in loss of all staff dealing with a specialist area of work.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Reductions in workforce provide opportunities to move towards different models of service delivery which will increase the ability of the service to affect change.</li> <li>• There is an opportunity to reshape delivery for services delivered by Service Middlesbrough once the current public/private partnership contract with Mouchel ends.</li> </ul>	<ul style="list-style-type: none"> <li>• If the service fails to deliver transformation of ICT services within the Council, the ability to deliver the aims of the Change Programme across the Council will be severely compromised.</li> <li>• Reduced capacity without changed ways of working across the Council could increase the risk of successful legal challenges to Council decisions, increasing unplanned costs.</li> </ul>

### **Where we will be in 2018**

18. Organisation and Governance will move towards models of working across the service which maximise use of digital by default and self-serve in the first instance through projects such as Middlesbrough Manager.
19. As such the service will cease providing:
  - Face-to-face advice in HR day-to-day scenarios, relying on the self-serve solution and focusing residual HR resources on complex, high risk cases.
  - 'Low level' legal advice in areas where managers should have the professional expertise.
20. Member support services will transform. Solutions will be put in place to reduce and consolidate staff support requirements, automating support processes where possible. For example it is planned that committee papers will be circulated electronically to members and all members will be offered mobile devices for this purpose.
21. Marketing and communications services will be consolidated within a revised model that maximises internal capacity while retaining resources to support specialist publicity demands that may need to be procured externally.
22. The service will work with Mouchel to change the way administration support is provided across the Council in line with the move towards self-serve where possible.
23. Coroner's services will be delivered within a different partnership arrangement to increase resilience and continue to improve on outcomes being achieved by the service within a reduced cost envelope.
24. Legal services will stop using external barristers (except in a very limited number of specialist areas) and directly employ staff because this is the most cost effective method of service delivery. The service has taken steps to increase resilience and reduce reliance on external legal advice which will manage costs going forward.
25. ICT infrastructure will be transformed to enable the above projects.
26. It is expected that all services will change to become more customer focused and IT enabled, it is not envisaged that any service will be delivered in the same way as currently. It is not possible to deliver savings of 50% and continue to deliver services in the same way.



27. Managers will be expected to be accountable for their areas of responsibility and deliver services with greater autonomy as a result of Middlesbrough Manager. As a result there may be an increase in the number of managers unable to meet required standards. A comprehensive training programme has been put in place to assist managers moving towards the Middlesbrough Manager model and a programme of further support would be put in place for those struggling to adapt in the first instance.

28. The move to digital by default may have an adverse impact on those who do not have the ability to access to the internet. Studies have shown that levels of access to the internet via mobile devices is high in Middlesbrough which will minimise this impact. In addition internet points will be embedded within community hubs to support the public in this transition. Conversely increased provision of on line services, available 24 hours a day will have a positive impact on those less able to travel to access services either because of disability or work commitments.

29. There will be less staff directly employed in support services.

30. The key changes over the next three years are summarised in the following table:

Service area	Where we are now	Where will be in 2018
Legal Services	<ul style="list-style-type: none"> <li>Majority of services delivered in-house with significant levels of informal advice provided by staff to internal customers.</li> </ul>	<ul style="list-style-type: none"> <li>Consolidated and reduced Legal services provision in line with Middlesbrough Manager and provision of legal advice to internal customers focussed on high risk complex cases.</li> </ul>
Democratic Services	<ul style="list-style-type: none"> <li>Members' office and Executive Office staffing split.</li> <li>Communications resources sitting in a number of areas across the Council.</li> </ul>	<ul style="list-style-type: none"> <li>Consolidated and reduced level of member support within generic support teams.</li> <li>Consolidated model for communications support.</li> </ul>
Human Resources	<ul style="list-style-type: none"> <li>HR advisors provided by Mouchel.</li> <li>HR policy team sits within the Council.</li> <li>Middlesbrough Manager being rolled out to change.</li> </ul>	<ul style="list-style-type: none"> <li>Consolidated and reduced HR provision in line with Middlesbrough Manager.</li> </ul>
ICT	<ul style="list-style-type: none"> <li>ICT client team and Mouchel service delivery.</li> </ul>	<ul style="list-style-type: none"> <li>Improved ICT solutions implemented that support the Council's new operating model.</li> </ul>
Performance and Partnerships and Change Programme	<ul style="list-style-type: none"> <li>Process to consolidate performance and partnership functions commenced.</li> <li>Redesigned capital programme function to support the Change Programme.</li> </ul>	<ul style="list-style-type: none"> <li>Consolidated and reduced Performance and Partnerships support provision in line with Middlesbrough Manager and the aims of the Balanced Scorecard.</li> <li>Effective Capital programme monitoring that is closely aligned to the Change Programme has identified and funded projects that positively impact on achievement of the Mayor's Vision and achievement of Change Programme saving targets.</li> </ul>

### Aligning with Change Programme

Change Programme Principle	Service Direction	Impact
Develop new, more cooperative public services	The service manages the Council's strategic partnership arrangements, and will aim to work with Council services and partners across sectors to develop public services focused on co-production.	Greater shared understanding of local public service challenges and increased public involvement in services.

Change Programme Principle	Service Direction	Impact
Build services around resident and community needs	The forthcoming Customer Strategy supported by the ICT Strategy will drive improved service to customers.  The <i>Service Promise</i> project will promote improved customer focus within internal support services.	All customers and stakeholders will be appropriately involved in the development of future service support models and as such customer needs are more likely to be fulfilled and change implemented more effectively.
Focus investment principally on core business	Challenging budget reduction targets means that there will be a greater focus on statutory compliance and promoting manager and employee self-serve.	Service levels will be modified in some areas. Any reductions in service will be agreed by LMT through the service promise process.
Direct resources into early intervention	Where possible managers will be encouraged to take responsibility and use toolkits to avoid problems with processes or employment issues.  A proactive approach to corporate programme management will be implemented.	Manager's toolkits and other self-serve initiatives will reduce dependency on and enable reductions in support services.  Enhanced programme management will provide improved early warnings of potential issues and allow them to be addressed in a timely manner.
Encourage and support others to take on and deliver services	The service manages the Council's strategic partnership arrangements, and will aim to work with Council services and partners across sectors to develop public services focused on co-production.	Greater shared understanding of local public service challenges and increased public involvement in services.
Do not provide competing services if there is an effective local market	Where options in the local market provide better value than the current arrangements <i>and</i> risk can be mitigated, some current in-house services may be commissioned.	A more mixed economy of service provision may emerge, providing better value to the Council.
Become 'digital by default'	The forthcoming Customer Strategy supported by the ICT Strategy will drive 'digital by default' across the Council.	All appropriate transactions will be shifted to electronic channels, providing improved customer service and enabling reductions in support services.
Empower managers to deliver outcomes	The Middlesbrough Manager project being delivered by O&G sets out a framework that clarifies performance expectations of managers and supports them to deliver.	Managers will develop the skills and behaviours required to effectively deliver outcomes within their areas of responsibility.
Optimise the use of technology and flexible working	The ICT strategy will enable delivery of solutions which are digital by default and which enable self-serve. HR policies will be developed to promote flexible working in line with business needs.	Employees will be able to work more flexibly and provide improved customer service.
Ensure scrutiny of value for money	Governance of the Change and Capital Programmes sit within O&G. Frameworks are being put in place which will ensure value for money is achieved.  Work will be undertaken to better link the work of Scrutiny within the Council to service transformation.	Enhanced programme management will provide improved early warnings of potential issues and allow them to be addressed in a timely manner.

## **Roadmap**

31. The table below provides a summary the key projects and associated milestones for the implementation of the target operating model for Organisation and Governance. A detailed milestone plan for each project is included within the overall Change Programme Plan accessible via the Council's intranet. This plan is currently under review and will be updated in the next iteration of this document.

Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Legal Services</b>												
Agree and implement service promise				■	■							
<b>Register Office Review</b>												
Scope to Change Programme Board						■						
OBC to Change Programme Board						■						
Agreed proposals considered by Executive						■						
Implementation plan to CP Board						■						
Implementation milestones added into plan						■						
<b>Administration</b>												
ISU implemented				■								
TUPE process				■	■	■						
Agree Service Promise for Administration					■							
Services and staff transfer back to MBC							■					
Review Administration arrangements							■	■	■			
<b>Democratic Services</b>												
Agree service promise for Democratic Services				■	■							
Design new structure to meet promises						■						
Employee consultation							■	■				
Implement new service structures / models									■			
<b>Marketing and Communications</b>												
Agree M&C service promise				■	■							
Design new structure to meet promises					■							
Employee consultation					■	■						
Implement new service structures / models							■					
<b>Human Resources</b>												
TUPE process				■	■	■						
Agree Service Promise for HR					■							
Services and staff transfer back to MBC							■					
Consolidate HR Service							■	■	■			
<b>Middlesbrough Manager / Employee</b>												
Next steps approach to LMT (Frontline & ME)					■							
Frontline managers and ME programme						■	■					
Learning Management System launched						■	■					
<b>Payroll</b>												
TUPE process				■	■	■						
Agree Service Promise for Payroll					■							
Services and staff transfer back to MBC							■					
Consolidate Payroll Service							■	■	■			
<b>ICT</b>												
TUPE process				■	■	■						
Agree Service Promise for ICT					■							
Services and staff transfer back to MBC							■					
Consolidate ICT Service							■	■	■			

Milestones	2014/15				2015/16				2016/17			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>ICT</b>												
Procure and implement ICT ADM												
<b>Performance and Partnerships</b>												
Agree P&P service promises												
Design new structure to meet promises												
Employee consultation												
Implement new service structures / models												
<b>Performance Management Framework</b>												
Agree with Executive plans for 2016-2018												
Finalised ODPs to LMT												
Executive approves Outcome Delivery Plans												
Proposed PMF to LMT												
Proposed PMF to Pre-Executive												
Proposed PMF to Executive												
Implementation of new PMF												
<b>Customer Strategy</b>												
Draft OBC to LMT												
OBC Finalised												
Present OBC to Pre-Executive												
Customer Strategy to Executive												
<b>Customer Access</b>												
TUPE process												
Agree Service Promise for Customer Access												
Services and staff transfer back to MBC												
Review Customer Access arrangements												

## **Resources**

### **Revenue budget**

Net revenue budget	2015/16	2016/17	2017/18
Net	£10.208m	£7.260m	£7.204m

32. The net revenue budget for the service area will continue to reduce over the period to 2018, reflecting the allocation of a 50% savings target on the 2012/13 baseline allocated to Support Services within the first phase of the Change Programme. The great majority of unit costs are now all green rated.

33. The above figures represent the overall budget envelope available to the Assistant Director to deliver the key measures of success for this outcome area. The Assistant Director has the flexibility to allocate these resources as they see fit in order to best achieve these key measures of success.

### **Revenue investment**

34. The service has been allocated revenue funding from the Council's Change Fund to support the following projects within the Change Programme:

- Agresso (£1,500,000)

- Middlesbrough Manager (£215,000)
- Learning Management System (£40,000)
- Customer Strategy (£44,000).

## Capital programme

Capital budget	2015/16	2016/17	2017/18
Total	£5.879m	£2.247m	£0m

35. One of the key outcomes that will be delivered by this service is transformation of the Council's ICT services. The focus of the investment in the Capital programme reflects this. Investment has been shaped by the ICT Strategy and the ICT requirements of the business identified by the Change Programme.

36. Investments are necessary to facilitate the move to digital by default and optimisation use of technology change programme principles.

37. Outcomes that will be achieved are:

- Resilient ICT infrastructure that is suitable and more able to respond to DR events without service interruption.
- Flexibility within the workplace through delivery of Desktop delivery to each service area.
- Improved data management through the information portal that complies with PSN requirements.
- Infrastructure in place to enable a wider range of online services to facilitate effective public interaction with officers linking directly into workflows to improve service delivery.
- Mobile ICT estate is refreshed to allow appropriate tariffs to be utilised and devices provided are appropriate for business needs.
- More effective alignment of ICT enterprise solutions to reduce duplication of applications and development that has previously occurred.

## Risks

38. The risks below have been identified as posing the greatest threat to the achievement of this outcome. The Council's Strategic Risk Register is currently under review and accordingly this section will be updated in the next iteration of this document.

Risk	Gross Score	Net Score	Target Score
If the <b>Change Programme and resultant fast pace of change have a negative impact on employee relations</b> it may become difficult to implement necessary organisational changes. There may also be a loss of productivity. The Change Programme and related redundancies may also result in a significant loss of knowledge and skills due to CR/ER/VR.	28	20	15
If the <b>Council fails to ensure the ICT infrastructure is sufficient to support the Change Programme</b> (due to lack of capacity, knowledge, or resources), then this may result in inability to meet the required efficiency savings, or result in services which are inadequate	20	15	10
If <b>unbudgeted financial expenditure is required following:</b> + national test cases, + changes to legislation, + non-compliance with legislation, + infrastructure changes within the Capital Programme, + or changes within the Council (e.g. workforce, redundancy/selection); then funding will need to be diverted from existing priorities.	35	15	15

Risk	Gross Score	Net Score	Target Score
If the Council's need to rapidly transform and reduce staffing levels leads to officers with key knowledge and expertise leaving the Council, leaving the Council at risk of not being able to deliver its responsibilities and, where a regulatory framework exists, at risk of failing to comply with the regulatory framework then this could lead to reputation damage, fines or withdrawal of licences to undertake certain types of work	20	15	10
If the Council does not meet the revised requirements for Baseline Personnel Security Standard (BPSS) checks for PSN users for June 2014 & June 2015, the Council could lose access to Government networks that are essential for carrying out its statutory duties.	21	14	7

### **Measuring our success**

39. The following key indicators have been selected as providing the key measures of success in Organisation and Governance:

- Ensure all Human Resources policies are up-to-date and compliant.
- Ensure delivery of key Change Programme projects in line with the Council's strategy.
- Ensure delivery of key Capital Projects to the agreed programme.
- Deliver key projects identified within the ICT strategy by their agreed target dates to meet the business needs of the Council.
- Ensure a customer-focused Coroner service, which deals promptly with inquests.
- Ensure a customer-focused Registrars service that deals effectively with the registrations of births, marriages and deaths.
- Ensure customer-focused Electoral Services that effectively register voters and ensure elections are run in accordance with legislative standards.
- Deliver service support activities in line with Service Promise.

40. These measures will be part of the Balanced Scorecards for the service area, along with other key customer, business, financial and people measures. The measures for Organisation and Governance and its constituent service areas are set out below.

<b>Customer</b> <ul style="list-style-type: none"> <li>• Average customer rating of O&amp;G support services</li> <li>• FOI responses in time</li> <li>• Website quality rating</li> <li>• Upheld complaints</li> </ul>	<b>Business</b> <ul style="list-style-type: none"> <li>• Change projects projected to meet milestones</li> <li>• Capital projects projected to meet milestones</li> <li>• Risk mitigations projected to meet milestones</li> <li>• Service transactions undertaken via website</li> <li>• HR policies which are up-to-date and compliant</li> </ul>
<b>Finance</b> <ul style="list-style-type: none"> <li>• Performance against revenue budget</li> <li>• Performance against capital budget</li> <li>• Performance against savings targets</li> </ul>	<b>People</b> <ul style="list-style-type: none"> <li>• Staff with current appraisal</li> <li>• Managers scoring 3 and above on competencies</li> <li>• Employees scoring 3 and above on competencies</li> <li>• Sickness absence</li> <li>• Staff satisfaction</li> </ul>

41. To support the above, Level 3 Balanced Scorecards have been developed for the following constituent services:

- Democratic Services
- Human Resources
- ICT
- Legal Services
- Performance and Partnerships.

42. The Balanced Scorecards will be reviewed on a quarterly basis, with updates and (where appropriate) remedial action reported to Leadership Management Team, Overview and Scrutiny Board and the

Executive. Balanced Scorecard reports will be accessible via the Council's website. This plan will be updated each quarter following a review of progress towards the targets set out above.

## Appendix F: Level 1: Initial screening assessment – Strategic Plan 2015-2018

<b>Subject of assessment:</b>	<b>Strategic Plan 2015-2018</b>			
<b>Coverage:</b>	Overarching / crosscutting			
<b>This is a decision relating to:</b>	<input checked="" type="checkbox"/> <b>Strategy</b>	<input type="checkbox"/> <b>Policy</b>	<input type="checkbox"/> <b>Service</b>	<input type="checkbox"/> <b>Function</b>
	<input type="checkbox"/> <b>Process/procedure</b>	<input checked="" type="checkbox"/> <b>Programme</b>	<input type="checkbox"/> <b>Project</b>	<input type="checkbox"/> <b>Review</b>
	<input type="checkbox"/> <b>Organisational change</b>	<input type="checkbox"/> <b>Other (please state)</b>		
<b>It is a:</b>	<b>New approach:</b>	<input type="checkbox"/>	<b>Revision of an existing approach:</b>	<input checked="" type="checkbox"/>
<b>It is driven by:</b>	<b>Legislation:</b>	<input checked="" type="checkbox"/>	<b>Local or corporate requirements:</b>	<input checked="" type="checkbox"/>
<b>Description:</b>	<p><a href="#">Key aims, objectives and activities</a>  This document sets out the Council's approach to maximising its contribution to the 2020 Vision for Middlesbrough during a period of financial contraction from 2015-2018. It provides the basis of the Council's corporate performance management framework. It communicates the Council's change plans to all stakeholders.</p> <p><a href="#">Statutory drivers (set out exact reference)</a>  Local Government Act 1999 – the programme represents a key element of the Council's approach to the delivery of Best Value. Equality Act 2010 – the performance management framework underpinning the programme incorporates the Council's agreed Equality Objectives.</p> <p><a href="#">Differences from any previous approach</a>  The programme reflects previously agreed design principles for the Change Programme. The implementation of the programme will see the Council's operating model move from that of a default provider of services, to a default commissioner of outcomes.</p> <p><a href="#">Key stakeholders and intended beneficiaries (internal and external as appropriate)</a>  Elected Members and Council employees, local communities and businesses, partners.</p> <p><a href="#">Intended outcomes</a>  To maximise the Council's contribution to the 2020 Vision while addressing financial pressures from Central Government budget austerity, a growing demand for services and increasing costs.</p>			



<b>Live date:</b>	As soon as the report is approved.			
<b>Lifespan:</b>	Financial years 2015-16 to 2017-18.			
<b>Date of next review:</b>	The Programme will be monitored on a monthly basis and reviewed annually.			
Screening questions	Response			Evidence
	No	Yes	Uncertain	
<b>Human Rights</b> Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No activity to be delivered within the Strategic Plan will contravene Human Rights as identified in national legislation.
<b>Equality</b> Could the decision result in adverse differential impacts on groups or individuals with characteristics protected in UK equality law? Could the decision impact differently on other commonly disadvantaged groups?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>No. The programme ensures that due regard is given to the need to promote equality in relation to access, provision, uptake and outcomes. Outcome Delivery Plans (ODPs) are in place for each of the nine outcomes which underpin the 2020 vision for Middlesbrough. These plans set out steps that will be taken over the next three years to contribute towards the achievement of each outcome.</p> <p>Progress against key performance indicators identified in each ODP will be monitored via the Council's revised performance management framework.</p> <p>As a result there are no concerns that the proposed plan and associated frameworks could have a disproportionate adverse impact on a group or individuals because they held a protected characteristic.</p>
<b>Community cohesion</b> Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>No. Community cohesion and the Council's contribution towards continued community cohesion are detailed in the relevant ODPs. ODPs are in place for each of the nine outcomes which underpin the 2020 vision for Middlesbrough. Community cohesion principles are embedded within that vision. ODPs plans set out steps that will be taken over the next three years to contribute towards the achievement of each outcome.</p> <p>Progress against key performance indicators identified in each ODP will be monitored via the Council's revised performance management framework.</p> <p>As a result there are no concerns that the proposed plan could have an adverse impact on community cohesion.</p>

Screening questions	Response			Evidence
	No	Yes	Uncertain	
<b>2020 Vision for Middlesbrough</b> Could the decision impact negatively on the achievement of the vision for Middlesbrough? Does the decision impact on statutory duties associated with these key objectives?	☒	☐	☐	No. The programme positively supports the achievement of the Vision by clearly articulating the Council's contribution and a process allocating specific responsibility for the delivery of this contribution within the Council. The programme will enable the Council to continue to fulfil all statutory requirements.
<b>Organisational management / transformation</b> Could the decision impact negatively on organisational management or the transformation of the Council's services as set out in its transformation programme?	☒	☐	☐	No. The document articulates the Council's transformation programme and fully complies with design principles for change previously agreed by the Council.

<b>Assessment completed by:</b>	Paul Stephens	<b>LMT approver:</b>	Karen Whitmore
<b>Date:</b>	1 June 2015	<b>Date:</b>	1 June 2015