



Rising to the challenge

Customer Focus Communities First Streamlining the Business Better Services People and Performance

Root and Branch Reviews

Project Mandate

VERSION HISTORY

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1 PURPOSE THIS DOCUMENT

The purpose of this document is to bring together the key information needed to start the Root and Branch Reviews Project on a sound basis and to convey that information to all concerned with the project.

It addresses:

- What the project is aiming to achieve
- The key products the project will deliver
- Why is it important to achieve it?
- Who is going to be involved in managing the process and what are their responsibilities?
- What risks are to be faced and how will they be managed?
- How and when is it all going to happen?
- The information Project governance groups need to manage the project
- A baseline against which the progress of the project can be measured

2 MANDATE

2.1 Why the Reviews are required

The Root and Branch Review Programme, which forms part of Rising to the Challenge, has been included within the Council's Medium Term Financial Strategy, approved by Council on 3rd February 2012. The Council also agreed to allocate £1.2m of the 2012/13 Council Tax grant as a one-off Transformation Fund to support the Reviews and other transformational activity.

The Root and Branch Review Programme is required for the following reasons:

- **Building on our achievements** - Rising to the Challenge has helped us to reduce operating costs and to make significant improvements to the way that we work, whilst also protecting front line services. It will remain the framework for the next two years. We will continue to deliver what we have said we will – but we must go much further. We will also continue to strengthen our evolving partnership arrangements
- **Rethinking the role of public services** – there is a new relationship between Government and local government and between public services and local people, defined by localism and less “top down” prescription. This new paradigm requires us to rethink the role of the Council as a community leader and to review the role of public services in Herefordshire and what we expect people and communities to do for themselves
- **Facing the challenges ahead** - as a country and in Herefordshire, we are facing major changes. These changes involve a bigger financial challenge over the next decade that we must prepare for. We are also seeing many social changes that raise fundamental questions about the role of public services in the future. These challenges require a fundamental review of everything we do, to question whether we need to do things at all and whether there are better ways of service delivery

- **Long term planning** - the Root and Branch Reviews will provide us with a long term plan for meeting the financial and social challenges ahead for Herefordshire. We will look and feel very different and we will be well placed to respond to further changes to 2020 and beyond

2.2 Project objectives

The objectives of the project are to:

1. Build on the Rising to the Challenge framework
2. Seek to “blend” current (in flight) projects with more fundamental thinking about what we provide in the future
3. Place engagement (resident, Member, employee, partner) at their heart
4. Follow a common methodology for rigour, challenge and consistency, using five gateways for quality assurance purposes
5. Ask fundamental questions about why we provide services, not just how we do things differently and save money
6. Ensure that programme support will be developed using existing skills and knowledge, working in partnership with Hoople

Aims of the Reviews

The Reviews will continue to deliver the Rising to the Challenge Outcomes:

- *Greater Integration*
- *Increasing efficiency & productivity*
- *Managing with less funding*
- *Better outcomes for residents*

But the Reviews will also deliver three additional outcomes, reflecting the fundamental purpose of the Reviews:

- *Redefine the role of Herefordshire Council and other public services*
- *Set out the priorities for the next decade*
- *Rebuild budgets, with clear links between spend and results*

Key Principles

Root and Branch Reviews will be far reaching and comprehensive. In order to ensure that the Reviews achieve the Outcomes and that we have a consistent approach across all the Review areas five key principles will be adopted by Review teams:

- **Challenge everything...** *Reviews will question all that we do, why we do it, how we do it, whether others can do it better and how residents can be more self reliant*

- **Think differently...** *the challenges ahead require a radical rethink about how the needs of Herefordshire residents are met in the future, , including different models of delivery and how we use the totality of resources across Herefordshire*
- **Focus on outcomes...** *it is vital that Reviews focus on the benefits of services for residents and communities and what outcomes will be required for the future*
- **Evidence based solutions...** *decisions about using resources in the future must be based on evidence of what works and what provides the greatest public value*
- **Engage and involve...** *at all stages of the Reviews we will demonstrate how services users, employees and partners have been involved*

2.3 Roles and Responsibilities

The Project Sponsor is Dean Taylor, Deputy Chief Executive & Director of Corporate Services. This project has been commissioned to fundamentally review and consider alternative options in how services are delivered to customers. Executive sponsors for each of the Reviews will be identified in the resource plan.

The Senior Users for this project are the Council Assistant Directors. Each of the Assistant Directors will be responsible for delivering the reviews.

The interim Senior Supplier will be Steve Crooks whose main duty will be to set up the programme, establish the change management approaches required to support each stage of the reviews, develop and implement the resource plan, and ensure the gateways and governance is integrated into the RTTC governance structure. This should be completed by June 2012. Delivery of the overall Root & Branch Reviews needs to be considered as part of the resource plan.

There will also be key stakeholders including those from across the Council, Members and external partners who will have influential leadership roles during the project. Each review is likely to be different and therefore the detail will be included in the resource plan. The principle of having a lead Cabinet Member for each review has been established.

The need for external suppliers to work on the project will be assessed for each review and will be built into the resource plan.

2.4 Scope

The project scope includes all services provided by Herefordshire Council The Reviews will consist of three phases of 6 months (some flexibility will be required) from April 2012 to September 2013 as follows and will include a pathfinder project.

The pathfinder review in phase one is Housing, Economy and Regulation which is operating to slightly different timescales of January 2012 to July 2012.

A complete list of reviews included in each phase is set out below

It is anticipated that each of the Reviews will take 5 months, however there may be some differences in duration depending on their complexity.

Reviews will address six underpinning themes:

1. **Support services:** reviewed and adjusted as programme proceeds
2. **Sustainability:** are solutions future proofed and affordable in the long term
3. **Inequalities:** opportunities to address inequality of opportunity or outcomes
4. **Prevention:** including early intervention and increased social responsibility , a key driver for change in all Reviews
5. **Localities:** how Reviews can support the development/maturity of locality working, including community integration and responsibility/accountability
6. **Partnerships:** early engagement to establish opportunities for collaboration

The impact on corporate and support services will also be considered at the end as part of Herefordshire 2020 review.

The reviews will address:

- How the in scope budget can be reduced by 20% over 2 years
- How the in scope budget can be reduced by 30% over 5 years by prevention (with or without invest to save funding)
- The methodology includes a Review checklist of fundamental questions which will challenge existing thinking and behaviours
- The methodology is underpinned by the Commissioning Framework which will ensure rigour and consistency across all reviews
- Reviews will also be based on lessons learned during the Rising to the Challenge Programme

The project will deliver the following Products:

- a) Confirmed review scope
- b) Full service costs
- c) Discovery phase outcomes
- d) Findings from the Challenge phase
- e) Options appraisals with recommended approach
- f) Proposal(s)
- g) Benefits case
- h) Business case
- i) Delivery plans and supporting documentation
- j) Benefits delivery and realisation plan

The 12 review areas, undertaken in three phases from April 2012 to September 2013, are:

Phase 1		
Housing, Economy and Regulation		
Scope	Why	Key Issues
Economic development/inward investment Business support & services Housing strategy and provision All regulatory functions across People and Place Links with other agencies and providers	Top priority: economy and jobs Budget principle: cutting bureaucracy Growth in housing numbers In flight review Significant spend circa £16m	Future opportunities for jobs and increasing wages Links between housing, the economy and vulnerable people Challenge our future role in regulation Opportunities to rationalise processes and teams

Phase 1		
Older People in Herefordshire		
Scope	Why	Key Issues
Services and care pathway for older people Assessment, day, community and residential provision across all providers Links to the Strategic Delivery Plan for the Transformation of Adult Services and the CCG Operational Plan Benchmarking to inform Service Re-design opportunities	Top priority across Herefordshire Existing transformation strategy Major area of spend Consensus for change across all parties and agencies	Prevention and early intervention Empower older people to support themselves without reliance on statutory services Efficient use of resources: changing the way we do things Enable and support more care at home or in the community Changing the market Links to vulnerable people review Opportunities to build on the existing

		transformation strategy Ways to support delivery
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Phase 1		
Customer Services		
Scope	Why	Key Issues
All channels of customer contact (phone, face to face, web etc)	Commitment to review future models of delivery	Potential for a Herefordshire solution
Customer insight	High impact on residents	Hoople development
Communications	Need to join up contact channels	Use of insight to drive service change
Links to other agencies customer services	Opportunities for savings and improvements	Communications to drive behavioural change
Links to suppliers customer contact		

Phase 1		
Herefordshire Streetscene		
Scope	Why	Key Issues
Roads and paths construction and maintenance	Significant spend circa £30m	What are the priorities for investment
Street cleaning, lighting, amenities	High resident priority	Relationship between spend and outcomes
Links with regeneration, LTP etc	Need for clear vision for streets in Herefordshire	Opportunities for collaboration, including with residents
Public sector property holdings, including locality asset plans	Significant impact on Council reputation	Opportunities for devolving services to parishes etc
	In flight review (Amey contract)	Links to Amey contract review

Phase 2		
Supporting Vulnerable People in Herefordshire		
Scope	Why	Key Issues
People out of work/low incomes Families at risk Learning disability Physical disability Sensory impairment	High priority area Budget principle: to protect vulnerable people and to target resources Safeguarding priority Scope for prevention and early intervention to reduce future spend	Potential for better joint working Links to older people and children's reviews Definition of vulnerable people varies across partners Engagement and building self reliance

Phase 2		
Transport and Travel in Herefordshire		
Scope	Why	Key Issues
All forms of transport (council, partners, community, private sector providers) Access to services Travel choices/ green travel Congestion Links to the LTP etc	High priority for residents Scope for reducing spend – VFM principle Links to economy, growth and jobs In flight review	Potential for joint solutions across the statutory sector Rationalisation of contracts Optimising route planning and vehicle utilisation How do we reduce travel e.g.: use of ICT Community solutions

Phase 2		
Children & Young People in Herefordshire		
Scope	Why	Key Issues
All services for C&YP (age banded) Children at risk Adoption/fostering Children's centres Youth services VCS provision	Safeguarding is a high priority Current reviews of youth service/children's centres Variable effectiveness of current provision Scope for prevention and early intervention to reduce future spend	Potential to improve performance/quality Potential to reduce placement costs Potential to reduce child protection cases Links to vulnerable people review and learning and working Striking a balance between cost and quality

Phase 2		
Safer and Stronger Herefordshire		
Scope	Why	Key Issues
Community safety/ASB Domestic violence Substance misuse services Emergency planning Community cohesion/equalities and human rights Volunteering Third sector	High resident priority Budget principle: self reliance Reducing inequalities Opportunities for reduced spend through prevention	Creation of multi agency teams/interventions in priority areas Opportunities for "big society" solutions Links to vulnerable people and regulatory services reviews

Phase 3		
Herefordshire's Environment		
Scope	Why	Key Issues
Landscape and natural environment Conservation Historic buildings and sites Historic records Countryside, footpaths and country parks Waste	High resident priority Visit Herefordshire priority Regeneration priority High cost of waste	Opportunities to promote healthier lifestyles Promotion of tourism and inward investment Contribution of local communities New models of deliver Links to living and wellbeing

Phase 3		
Learning and Skills in Herefordshire		
Scope	Why	Key Issues
Early years Schools Further and Higher education Adult and community education Apprenticeships, skills training	Linkages between learning, skills, work, income and growth High priority for the business community Development of the "Herefordshire education offer" A local response to national policy changes	Pathway from education to training to skills to work Strategic role of the Council in education Choice of FE/HE provision in the county How we target scarce resources across the County

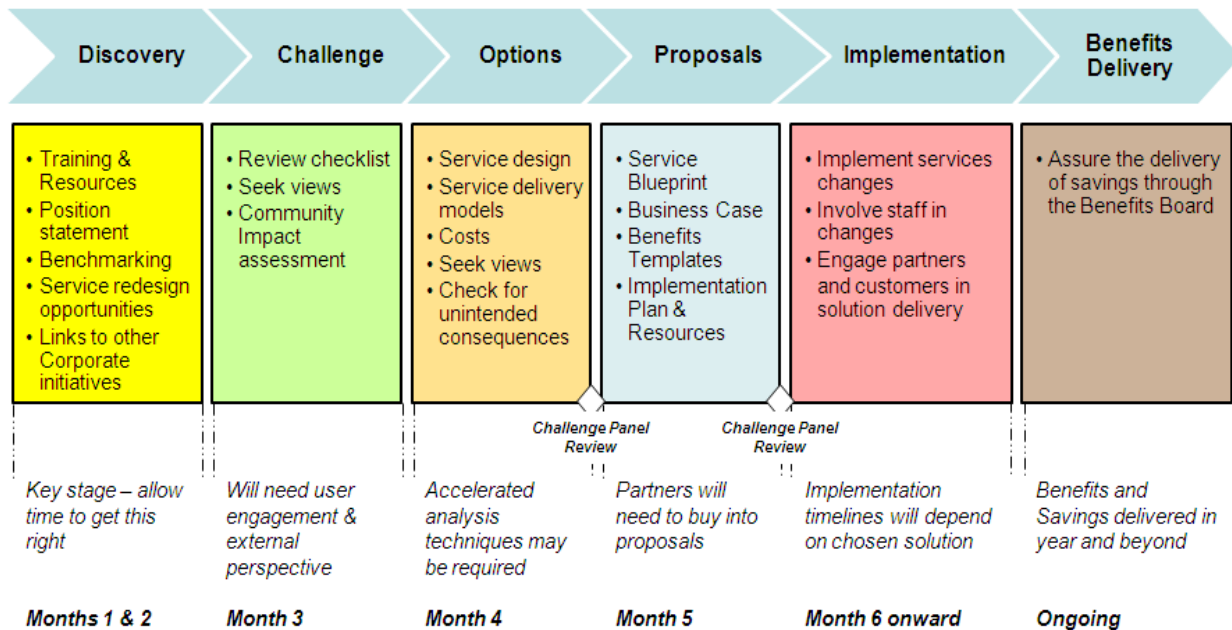
Phase 3		
Living & Wellbeing in Herefordshire		
Scope	Why	Key Issues
Culture and leisure services Community based health services Public health Links to services across other agencies, VCS and private sector providers	High priority: promotion of healthy lifestyles Budget principle: self reliance Opportunities for reduced spend through prevention	Strategies to change behaviour System leadership New public health responsibilities New models of service delivery Opportunities for collaboration Links to current review of cultural services

Phase 3		
Herefordshire 2020		
Scope	Why	Key Issues
Herefordshire Partnership(s) Council vision Council operating model Commissioning plan & market development New governance structures Links to other agencies	Partnership solutions to meet future challenges Council fit for the future Opportunities for further reduction in operating costs and third party spend Links to all other Reviews & underpinning themes	Defining the vision for 2020 – or beyond? A new operating model and locality structure Stop, Do, Buy decisions New models of delivery and markets Creating new partnerships across the county and beyond (including with residents)

2.5 Methodology

Reviews will follow a common methodology for rigour, challenge and consistency. The methodology has been designed to ask fundamental questions about why we provide services, not just how we do things differently and save money.

The methodology for the reviews consists of four phases: Discovery, Challenge, Options and Proposals as described in the following diagram and will be followed by Delivery and Benefits Realisation phases



The Discovery, Options and Recommendations phases of the reviews is expected to last around 5 months, however some may be shorter and some longer depending on complexity. The implementation (delivery) phase will start as soon as practical and may involve longer term actions. Implementation will be followed by Benefits Delivery which is a process to ensure that identified savings are delivered. Each review will be supported by the methodology as detailed above, the Commissioning Framework and a range of supporting templates, tools and checklists to ensure that each review is managed using a consistent approach.

2.6 Governance Arrangements

The governance arrangements for the project are detailed in Appendix 1.

For the purpose of reporting progress and issues, the Root and Branch Reviews will report in to the Rising to the Challenge Programme Board. For the delivery of savings the reviews will report in to the Benefits Board. Other governance arrangements are as defined Appendix 1.

2.7 Transformation Fund

The Council agreed to allocate £1.16m of the 2012/13 Council Tax grant as a one-off Transformation Fund to support the Reviews and other transformational activity, particularly ASC.

The Transformation Fund is designed to help deliver projects which support the emerging root and branch programme and the development of innovative services within the reduced funding envelope for local government. Significant elements of the transformation programme must help the Council deliver financial balance in 2012/13. This is a key risk for the Council going forward.

The priorities for the Transformation Fund will be to support:

- a. Delivery of the Root and Branch Review Programme
- b. Projects to implement the outcome from the root and branch review
- c. Projects that seek to change service delivery and so reduce the longer term costs to the council of services, and
- d. Projects that support the delivery of financial balance

See Appendix 2 for further details.

2.8 Constraints and Assumptions

The identified constraints of this project are:

- Lack of staff understanding of what the Root and Branch Reviews aim to achieve limiting the level of staff engagement achieved
- Availability of business leaders and the willingness of staff to become involved in and contribute to the reviews
- Ability of the business to be able to focus on the reviews whilst also ensuring effective operational management and delivery of 2012/13 savings.
- Timely, accurate and consistent communications to all affected parties aligned to an agreed communications strategy and plan
- Sponsorship and support by senior stakeholders
- Engagement of members and wider stakeholders

The identified assumptions of this project are:

- Senior staff will be made available to lead and support reviews
- Key (internal and external) data is there and of a quality to be of use during the reviews
- Funding remains available to backfill key resources and bring in external support where required
- There is a clear understanding of the need for change and the urgency required to deliver Reviews to agreed timelines

2.9 Risks and Issues

The identified risks of this project are:

Risk	Mitigation
Resources	
Availability of key members of staff to lead and support the reviews	Ensure that key members of staff are made available to support the reviews and back fill their current roles as and where required
Key members of staff required during the implementation phase are tied up on subsequent reviews	Phase reviews to ensure that key team members are available as, when, and where required to ensure reviews and implementations progress to plan
Insufficient experienced resource to deliver the reviews and subsequent implementations	Understand resource requirements as soon as possible for each review to ensure that key resources are freed up by the business and back filled as required
Availability of experienced project and change management resource	Use members of the Corporate Transformation Services team where available to mentor review leads and delivery teams on an as and when required basis during the reviews and subsequent implementations
Implementation	
Insufficient focus on implementation during the design and scoping stage of the reviews	Ensure that consideration is given to implementation requirements during each stage of the reviews
Understanding and managing the links between reviews	Throughout each review ensure that review sponsors and leads are looking for and understand links to other reviews and are aware of potential areas of conflict and links between reviews
Availability and quality of key (internal) data to support reviews	Work with internal teams as appropriate to ensure that relevant data is available and of a level of quality to be of use to the review teams
Availability and cost of relevant external benchmark data	Engage external data providers to ensure that relevant data is available during the Discovery stage of each review
Potential additional complexity and conflict as a result of 'dual leadership' of reviews	Ensure that the right combination of individuals is in place before each review commences. Make sure that roles and responsibilities are understood.
Methodology is not sufficiently well developed and robust enough to support the reviews	Sufficient time will be given at the beginning of the project to ensure that the methodology and supporting tools and templates are fit for purpose
Non delivery of identified savings to achieve ROI	The Benefits Board supported by the finance team will provide assurance that savings are delivered as agreed in business cases

Insufficient challenge and/or different solutions from the reviews	Ensure that external challenge from within and outside of the Council is used to push the boundaries during reviews
Non delivery to the agreed timeframe	Each review will be managed as a project in its own right and leads will be supported where/when required by experienced Corporate Transformation Service staff
Business Conflict	
Conflict between the reviews and business as usual could lead to slippage in the schedule	Ensure that the commitment of review leads and team members is understood and committed to buy the business and backfill where required to manage business as usual workload.
Recently let contracts or contracts soon to be competed could be in conflict with services being reviewed	Ensure that there is alignment between current commercial and procurement initiatives and the reviews to minimise impact of change and limiting options available during reviews.
Impact on the level and standard of services	Aim to sustain services to a high standard during the reviews, any subsequent implementation and during any period of transition.
Reputational as partners may not agree with recommended proposals	Early involvement and discussions with partner organisations to ensure understanding, support and buy-in.
Alignment between Reviews & the Future Vision	
Not having a clear enough understanding of the 2020 Vision which is required as an input to the review process	Early engagement with relevant stakeholders to ensure that the 2020 Vision is developed and understood to inform subsequent reviews
Options from the reviews do not match the Council's Vision	As soon as there is a clear understanding of the Vision ensure that it is communicated to and understood by review leads and their teams
Engagement	
Ensuring that communications are accurate and timely	Communications will be managed in accordance with an agreed Communications Strategy and Plan
Stakeholder buy-in (including Cabinet)	Early transparent engagement of all stakeholders to ensure understanding, buy-in and commitment delivered in line with agreed plans
Failure to engage effectively with residents, service users and partners	Design and agree an engagement plan and act upon it

The identified issues of this project are to be completed once there is greater clarity and the reviews have commenced.

2.10 Communications and Engagement Plan

Communication and engagement will be a central feature of the Root and Branch Review Programme covering, residents, services users, employees, Members and partners.

The key features of our approach on communication and engagement are as follows:

- Engagement is central to all reviews and must inform decision making about options for the future
- Community engagement will be based on three interlinked processes:
 - The Herefordshire Quality of Life Survey: a postal based survey largely based on question we have used before to give trend data but with the addition of questions about future priorities
 - “Your community, your say”: a qualitative process designed to establish a deeper picture of local people’s views across each of the 9 localities and to reach harder to engage groups in the county
 - Review based engagement: targeted consultation with service users and interest groups linked to each Review
- Member engagement will be through:
 - Lead Cabinet Member for each Review
 - Overview and Scrutiny Committee
 - Local Members – through locality discussions as appropriate
- Employee engagement will be through a variety of means, including:
 - Team Talk
 - The “Why?” initiative
 - Change Champions network
 - Employee engagement in individual reviews
- Partner and other stakeholder engagement will be through existing partnership such as the Herefordshire Partnership and sub regional groupings

The proposed communications and engagement framework is set out in Appendix 3.

The objectives of this Communications and Engagement Plan are to:

- Ensure effective communication with stakeholders
- Promote employee ownership of the programme and its projects, keep staff informed and give timely opportunities for staff to engage and feedback
- Promote best practice in communication and engagement.

The Communications and Engagement Plan sets out the approach we will take to the formal aspects of communication and engagement with the wide range of stakeholders that we will be

working with throughout this project. The Plan summarises how we will seek to communicate effectively with members, partners, suppliers and our own staff and will help us to manage public perception and our reputation. In using this approach we will be able to better manage the delivery of the recommended option(s).

The Plan will be owned by the Assistant Director, Customer Services and Communications and once established and approved, under his guidance it will be managed and maintained by members of the Communications Team.

2.11 Scoping Stage Action Plan

A high level action plan (a day to day working document) for the scoping stage has been developed and is as set out in Appendix 4.

2.12 High Level Project Plan

A high level project plan for the reviews has been developed and is as set out in Appendix 5.

2.13 Outline Business Case

The anticipated financial benefits of this project are as follows:

- **Cashable:** a reduction of in scope budgets, to be assessed at the proposal stage of each Review and contained in the final report to Cabinet
- **Non Cashable:** increased efficiency and productivity from a flexible and resilient organisation that quickly adapts to market demands and delivers relevant and appropriate services to customers (via an appropriate channel) to the high levels of quality expected

A Transformation Fund of £1.16M has been established to ensure that the Root and Branch Review programme and other transformational change can be delivered. The approach proposed to access the Fund is detailed in the Project Mandate (Appendix 1).

2.14 Resources

Each review will have a team structure as follows:

- One Cabinet Portfolio Lead
- One or more Director level sponsor
- Two Assistant Directors or one Assistant Director and a Senior Manager
- Project Manager, and a
- Support team (details to be defined)

Lead roles are as set out Appendix 6.

A detailed resources plan is to be established as part of the programme setup.

3 Appendices

Appendix 1 Governance Arrangements



Root and Branch
Governance Model

Appendix 2 Transformation Fund



Process for use of
Transformation Fund

Appendix 3 Communication and Engagement Plan



Consultation Plan for
Root and Branch Rev

Appendix 4 Scoping Stage Action Plan



Root and Branch
High Level Action Plan

Appendix 5 High Level Project Plan



High Level Plan

Appendix 6 Resources



Root and Branch
Reviews - Lead Roles