

The commission on the future of public services in **Chorley**



Report and Recommendations 2015



Foreword



I was extremely pleased to be invited to chair the Commission on the future of public services in Chorley. I, alongside my fellow commission members, have found the process fascinating and have been pleased by the commitment that has been evident amongst those who submitted responses to the call for evidence.

Public services are under an increasing amount of pressure, with decreasing budgets and increasing demand for services. These trends are set to continue for the foreseeable future, and so it is important that public services change to remain sustainable and be able to meet the demands that will be

faced in the future. Continuing with the approaches and service delivery models that have worked in the past will no longer be sufficient; real and transformational change is necessary.

Chorley Council and their partners who engaged in this process should be congratulated. It is an ambitious and brave organisation that sets out the challenges that are ahead and is open to the suggestions of others about what should be done in response. The partners in Chorley demonstrated that openness and it should support them into the future.

I have already expressed my disappointment about the decision of Lancashire County Council not to engage in the process. I understand the enormous challenges they face, and that a combined authority for Lancashire may answer some of the issues. However, given the engagement of every other major public sector organisation, the commission provided a great opportunity to examine those challenges and look collectively for solutions.

I want the work of the commission and this report to lead to action across public services in Chorley. The recommendations are challenging but should be achievable if everyone in Chorley, partners and residents, engage.

Change in public services is coming. Chorley is well-placed to respond and I hope that this report will support the work that is needed.

Professor Steven Broomhead
Chair – Commission on the Future of Public Services in Chorley.



Key messages

Change in public services is coming.

All public services must swiftly innovate and change. Without action, a decline in service quality and outcomes is inevitable.

The **current system is fragmented, cumbersome and clunky.** It does not work well for service users.

Partnerships will need real commitment, to deliver the change that is needed.

There is a need to act now, to develop new and deeper relationships, between public service organisations and different geographies.

There needs to be a **clear vision for change.**

Coproduction and codesign of services need to become central in services to engage service users and residents.

Public services need to work for Chorley, not individual organisations.

Services need to **focus on early intervention and be centred around individuals and communities.**

Decision making and service delivery should be **based at the lowest possible level** not on organisational boundaries.

Chorley is well-placed to respond, in terms of acumen and drive, but there are significant barriers to change.

A **step change is needed to deliver the change required**

Summary

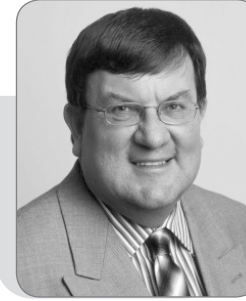
The independent Commission on the Future of Public Services in Chorley was established to support and challenge organisations involved in public services as they look to address the challenges in the years ahead.

The commission members were drawn from a range of backgrounds, all working in senior and influential positions around public services. They received evidence about the issues that will need to be tackled in the coming years and proposals for potential responses. Using that evidence, and their own expertise and experience, this report sets out the findings and recommendations of the commission. The report cannot provide a definitive answer for the challenges faced, but it is clear that the status quo is not an option and so the findings and recommendations aims to stimulate further discussion and action.

The full findings and recommendations can be found in the main body of the report but, in summary, the recommendations are:

- 1** Articulate a new collective vision for public services in Chorley
- 2** Strengthen and empower partnership working to act collectively
- 3** Hold a 'Chorley conversation' to talk about the future with residents and service users
- 4** Information and intelligence should be freely shared
- 5** 'Test-beds' for action and transformation should be identified
- 6** Public services should agree a model of locality-based working
- 7** Discuss and decide which neighbouring areas to work with to benefit Chorley
- 8** Embed a single culture across public services
- 9** Focus on early intervention and prevention
- 10** All partners must fully engage

Commission members



Professor Steven Broomhead
- Chair
Chief Executive
Warrington Borough Council



Becky Booth
Chief Executive
Spice



David Fillingham CBE
Chief Executive, AQuA



Neil McInroy
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Peter Colclough
First Chief Executive,
Torbay Care Trust and
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Professor John Diamond
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for Public Policy and
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Edge Hill University



Peter Wilding OBE
Managing Partner, Public Service
Transformation Network (North)

Introduction and background

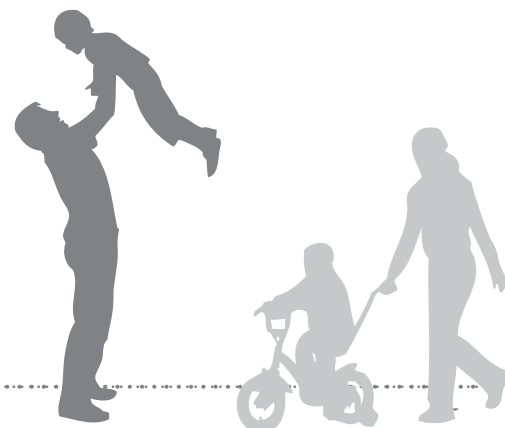
Public services are changing. Reducing budgets and increasing and changing demand mean that the public services that are currently available cannot continue to be delivered in the same way. Everyone involved in public services needs to be prepared to act to meet the challenges ahead. Chorley is not unique in the challenges that it faces, but the council and its partners should be applauded for the proactive and open approach they have taken in looking to the future.

This commission, set up by the council, to look at the future of public services in Chorley demonstrates their commitment to ensuring that the borough continues to be well-served by sustainable public services.

The commission was established and supported by Chorley Council, with support from its partners, but this report is the report of the commission members and is independent of the council.

The report is split into four main stages:

- 1** Chorley and its public services
- 2** Background and approach to the Commission
- 3** Findings
- 4** Recommendations



Chorley and its public services

Population

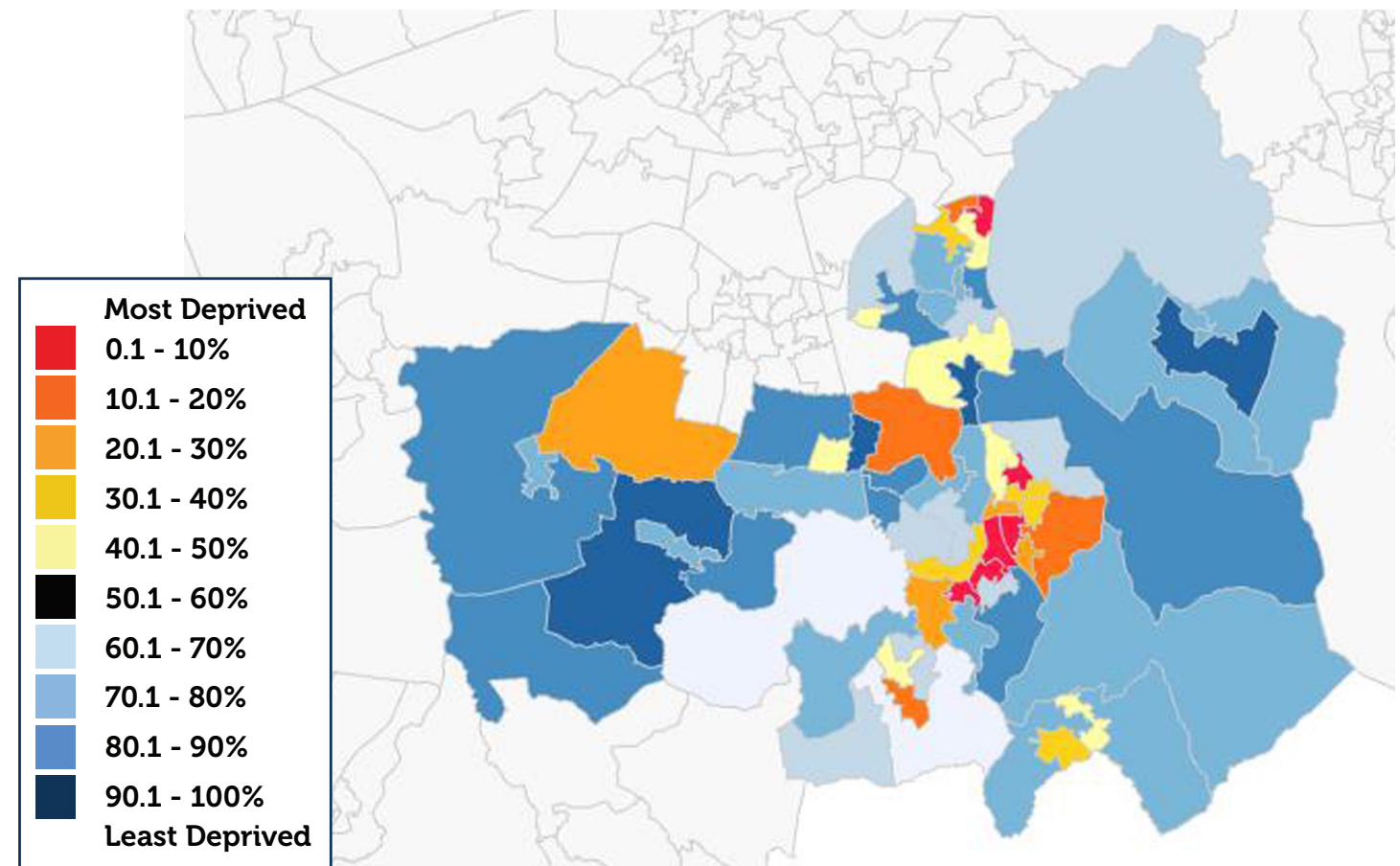
Chorley is at the centre of the North West, situated right on the M61, M6 and M65 motorways with easy access to the West Coast mainline, and airports at Manchester and Liverpool.

Chorley is bordered by Preston to the north and Blackburn to the east, with Wigan and Bolton to the south. Major cities Manchester and Liverpool are just over half an hour away offering easy access, while benefitting from the advantages of Lancashire.

The borough has a total population of 110,500. Chorley is predicted to have the fastest rate of population growth of any of the Lancashire districts between 2012 and 2037, with its population expected to rise to 125,400 by 2037. In addition, the population will grow older, with the proportion of the population aged over 85 years more than doubling between 2012 and 2037 to, 5.6%.

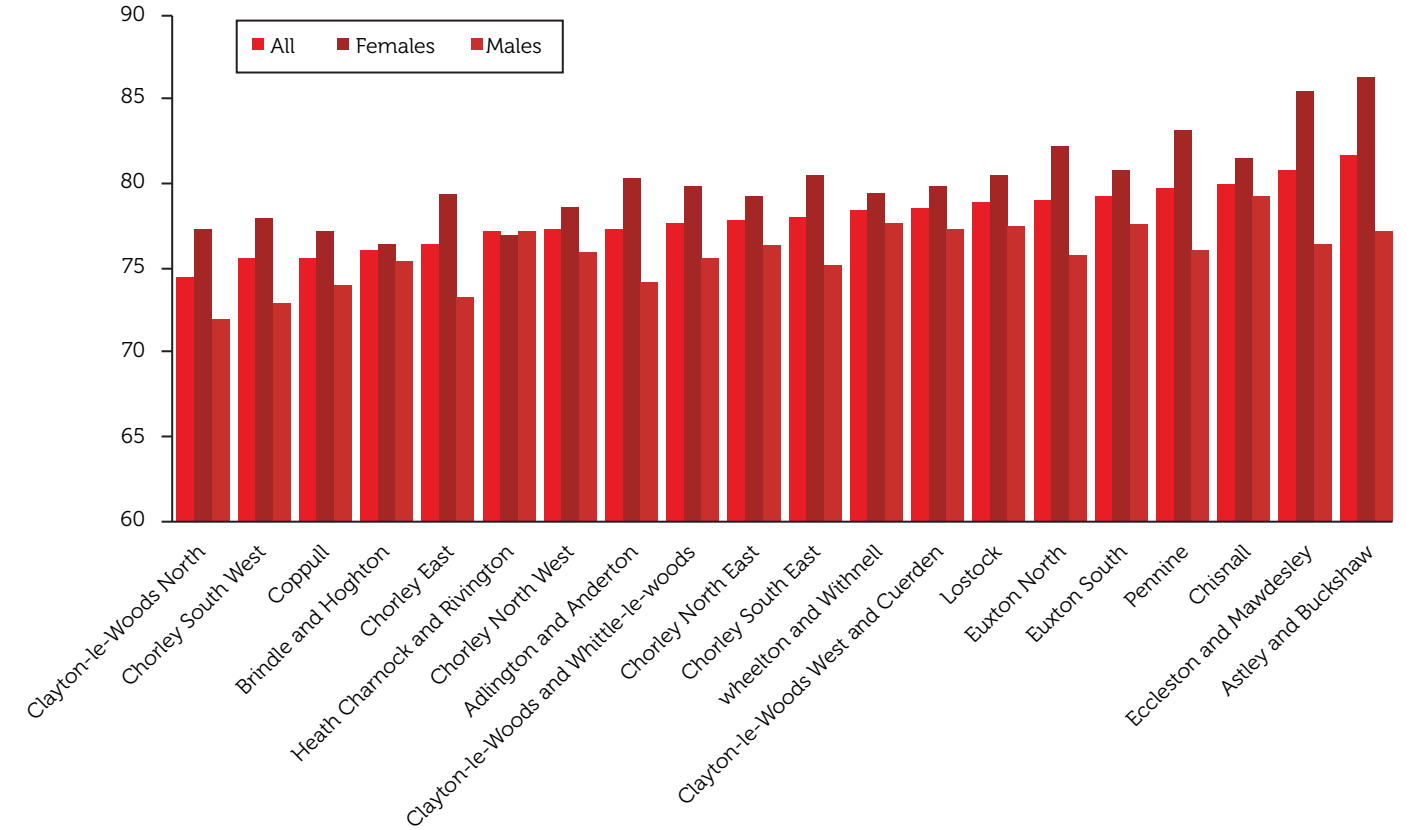
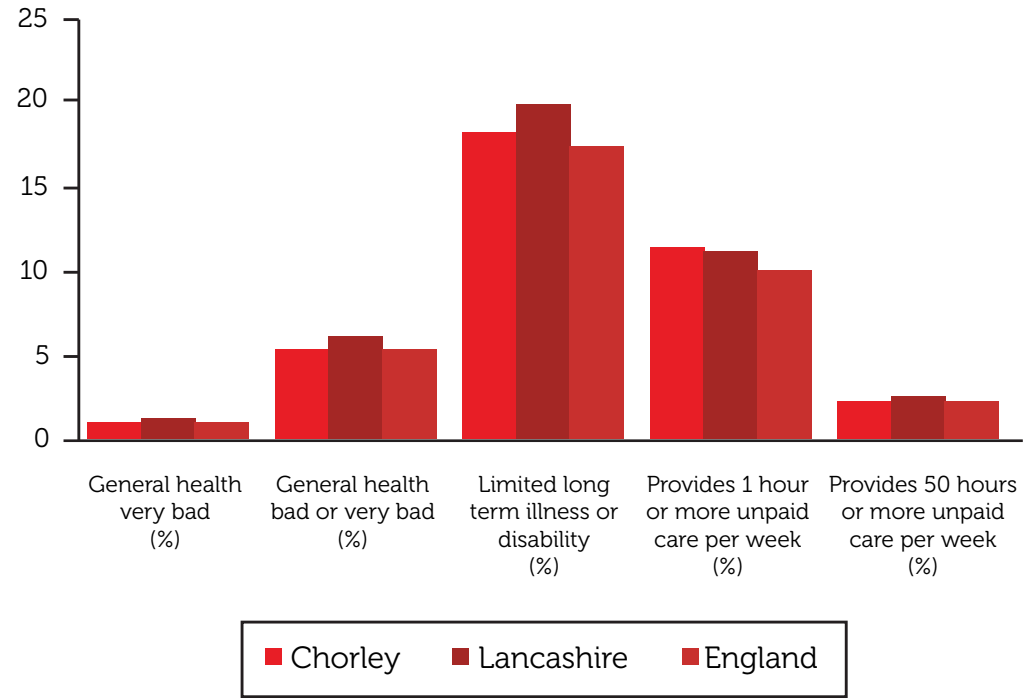
Chorley is the 173rd most deprived out of 326 local authority areas, with deprivation concentrated in particular parts of the borough, as shown in the map below.

Deprivation by Ward



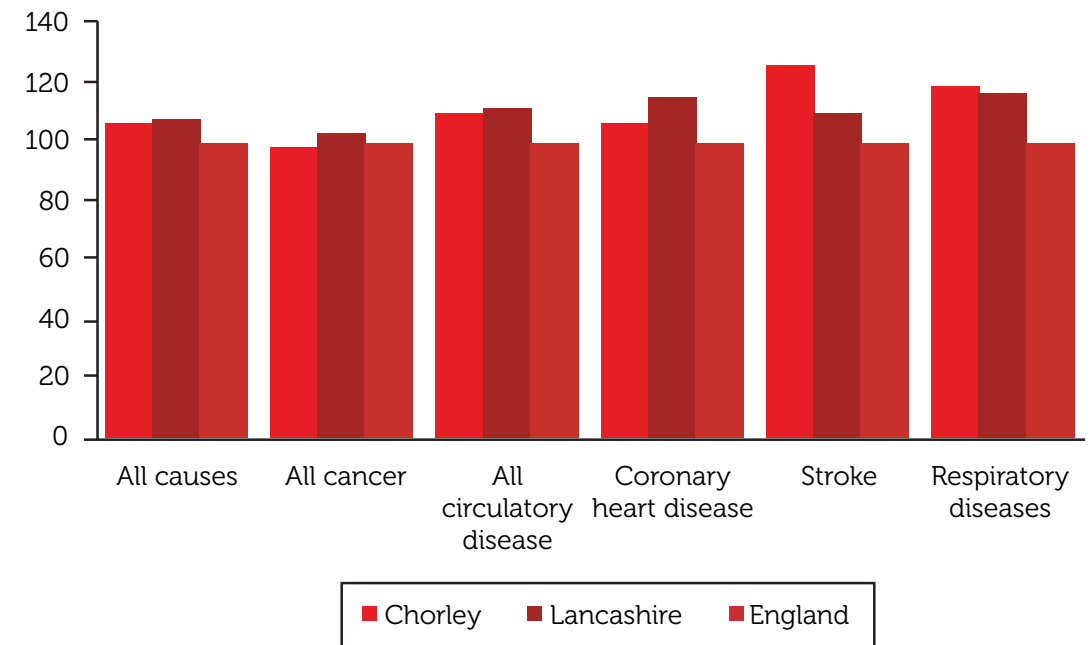
Health information

According to the 2011 census results, 5.5% of the population in Chorley have bad or very bad health, and 18.4% have a long term illness or disability. In addition 11.5% of the population provide one hour or more unpaid care per week, with 2.5% providing 50 or more.



Cause of death

The rate of deaths from stroke in Chorley is significantly higher than both Lancashire and all England, followed closely by respiratory diseases.



Life expectancy

Overall, life expectancy in Chorley is similar to the rest of Lancashire and England:

	Chorley	Lancashire	England
Males	78.3	77.7	78.9
Females	81.6	81.7	82.8

However, there is a marked gap in life expectancy with the borough that correlates with areas of deprivation. Four of the seven most deprived wards (Chorley East, Chorley South West, Clayton-Le-Woods North, and Coppull), feature in the five lowest wards for life expectancy. Men living in the least deprived ward can expect to live for 8.7 years longer than those in the most deprived area. For women, the gap is 7.2 years.

Economic information

Functional economic area

The whole of the borough of Chorley sits within the Preston Travel to Work Area (TTWA3), as defined by the 2001 Census TTWAs. However, although Chorley forms part of the Preston TTWA, the borough directly borders the Bolton, and Warrington & Wigan TTWAs, and it is evident from the 2011 Census data that significant commuting takes place across these boundaries too.

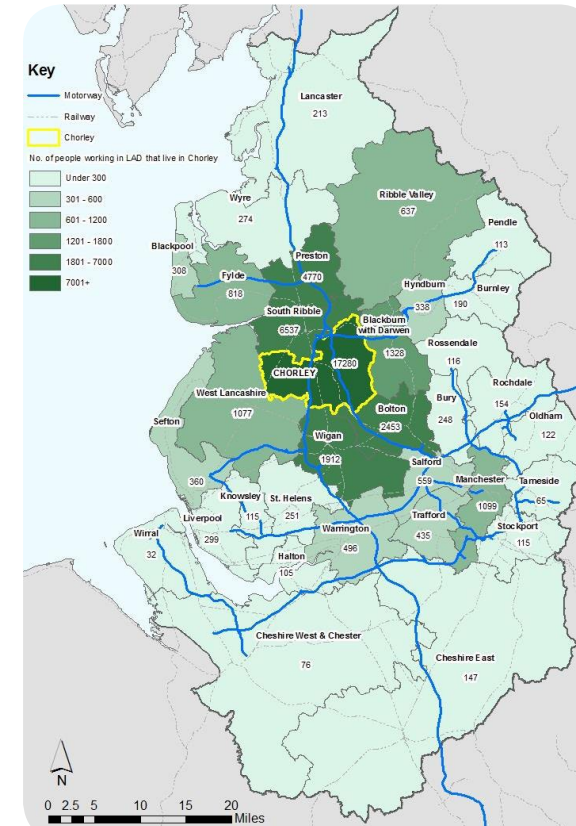
2001 Travel to Work Areas



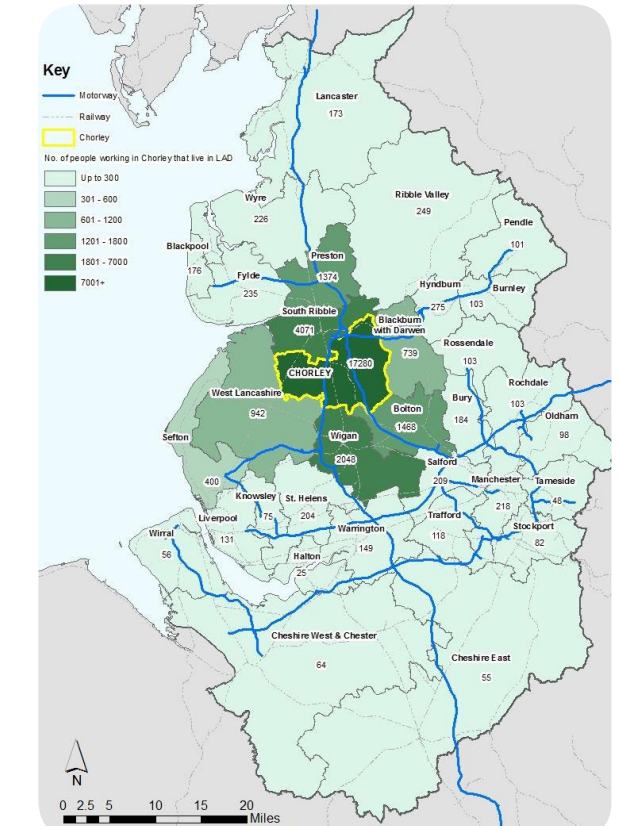
The most important geography for Chorley, in terms of work, is Chorley itself; some 40% of Chorley residents also work there, and 54% of Chorley's workers live there. For those residents of Chorley who work outside of the borough, South Ribble and Preston are the two most significant locations. But following close behind are Bolton and Wigan, with these being more important to Chorley in terms of in-commuting than Preston.

There is a distinct pattern of commuting along the M61 corridor. This includes Preston and South Ribble in the north with by far the largest net outflows, but also substantial net outflows of workers to local authority areas to the south east, predominantly Bolton, Wigan and other areas of greater Manchester, as demonstrated in the maps below.

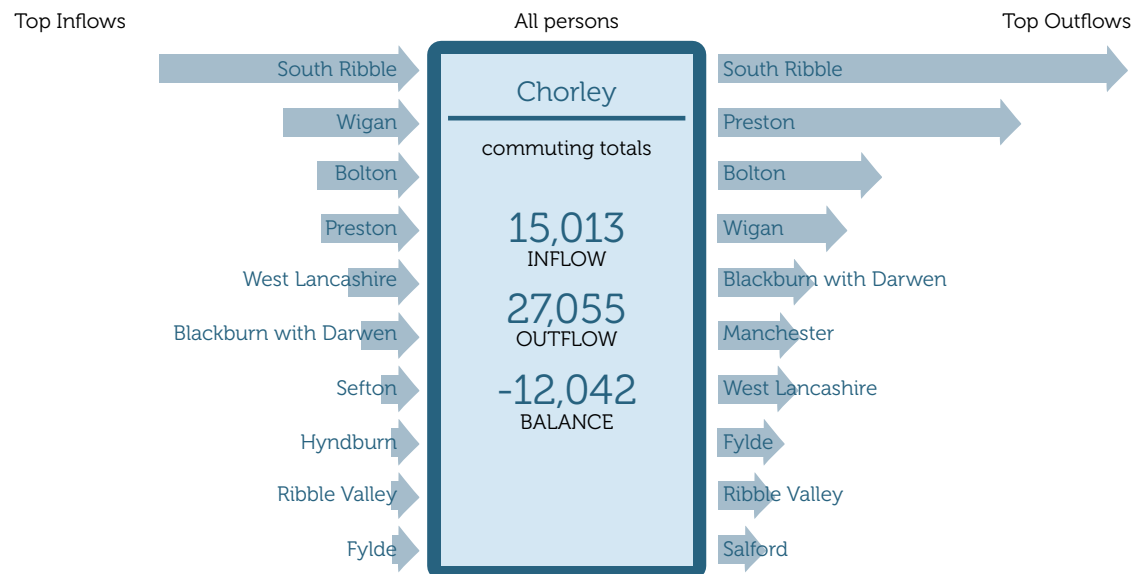
Destination of residents from Chorley



Origin of workers in Chorley



Inflow and Outflow of workers for Chorley, at the 2011 Census



Business sectors and occupations

Business administration and support services are particularly important in Chorley compared to elsewhere, employing over 6,000 people in 2013. The health sector is also more prominent in Chorley employing more than 7,000 people in 2013.

The concentration of managers, directors and senior officials in Chorley is notable and this category of occupations achieved the strongest growth during the period 2010 to 2014, rising from 3,600 to 6,200 workers. In absolute terms, professional occupations accounted for the largest cohort of workers in Chorley in 2014, with more than 7,000 people.

Earnings

For those living in the borough, median gross weekly pay was £490 in 2014. For those working in the borough, the median gross weekly pay was £456. Given that there is a significant net outflow of workers this suggests that, as well as commuting out for skilled jobs, residents also commute outside of the borough for higher paid jobs.

Skills

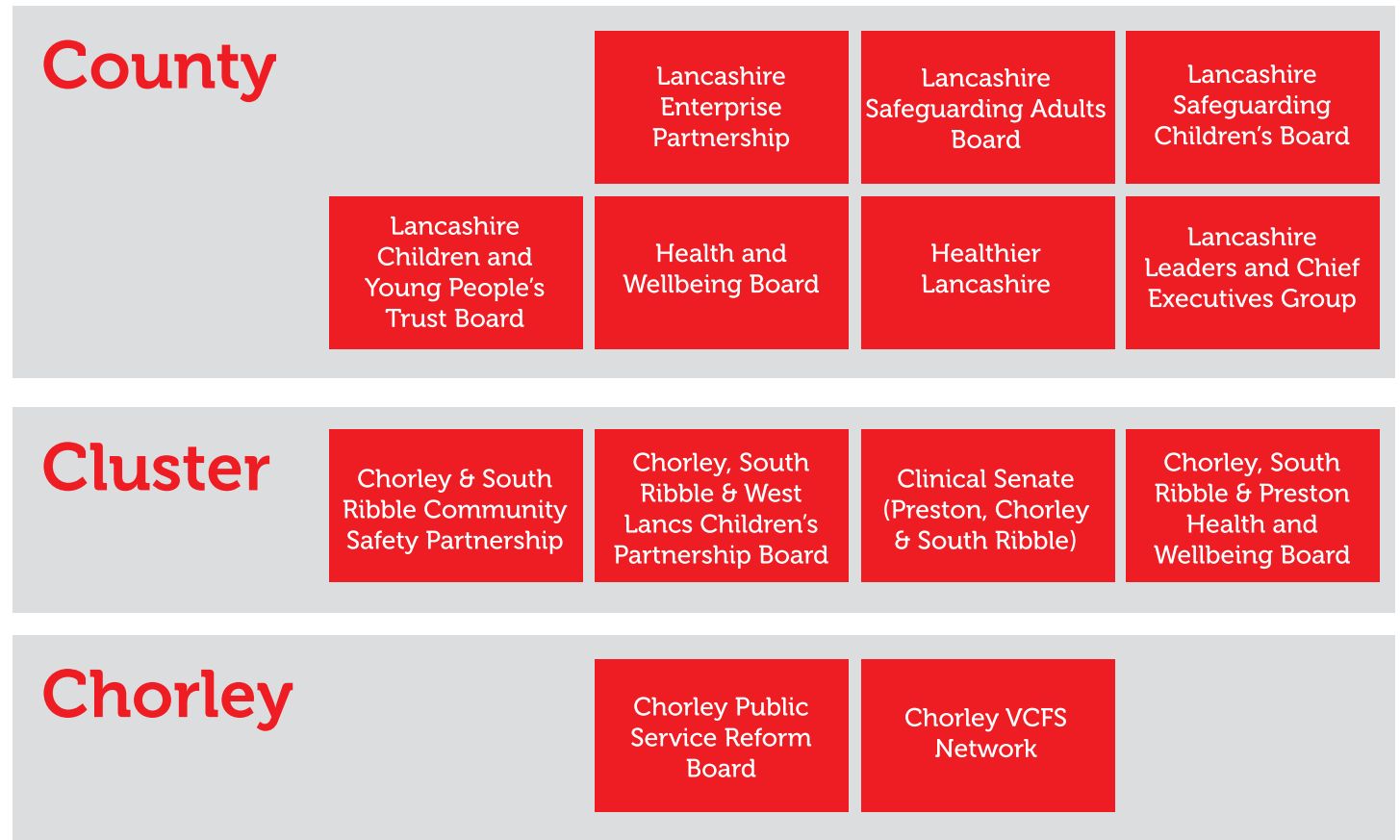
Education in Chorley is strong. Chorley has a well-qualified workforce: 35.9% of the population are qualified to Level 4 (Higher Education) or above (compared with 31% regionally and 35.2% nationally). Only 6.9% of the population has no qualifications (compared with 11% regionally and 9.3% nationally). In 2012/13, 66.8% of pupils achieved five or more GCSE A*-C (including English and Maths), well ahead of the Lancashire average of 60.4%.

Public Services

The organisation of public services serving Chorley is complex, with different organisations serving different footprints. This is illustrated by the public sector organisations that work in Chorley:

	Sector	Geography
Parish Councils	Local Authority	Parished areas of the borough
Chorley Council	Local Authority	Borough of Chorley
Lancashire County Council	Local Authority	Lancashire County
Chorley & South Ribble CCG	Clinical Commissioning Group	Chorley and South Ribble
Lancashire Teaching Hospitals NHS Trust	Acute Services Provider	Greater Preston, Chorley & South Ribble
Lancashire Care Foundation Trust	Community Services Provider	County
Lancashire Constabulary	Police	County
Lancashire Fire and Rescue Service	Fire and Rescue Service	County

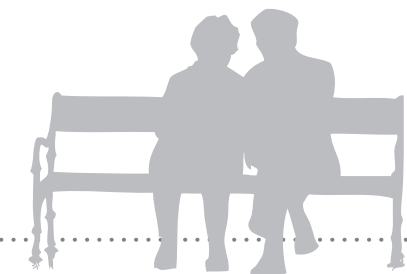
In a similar manner to the organisation of public services organisations, the partnerships that serve Chorley demonstrate complex arrangements in terms of geography, scope and engagement, as shown in the diagram below.



Public services have reduced costs and coped with increased demands in the past few years. This pressure is expected to increase in the coming years, with public sector organisations anticipating a significant budget gap in the coming years. This includes, for example:

- Chorley Council: a projected gap of £2.5 million by 2017/18
- Lancashire County Council: a projected gap of £241 million by 2017/18
- Lancashire Care Foundation Trust: savings of £48 million over the next three years
- Lancashire Fire and Rescue: a projected gap of £4.4 million by 2017/18
- Lancashire Police: a projected gap of £19.7 million by 2017/18
- Lancashire Teaching Hospitals: a budget deficit of £47 million in 2015/16

Each of the examples above relate to the full organisational budget, not just the Chorley borough. The partners have in place plans to manage most of the budget gaps identified. However, the savings required give an illustration of the level of change and challenge that will be faced in the coming years.



Background and approach to the commission

Chorley Council created the commission as part of its work to examine future governance models for public services in the borough. It developed terms of reference for the commission and invited its partners to take part. All of the main public sector organisations for the borough chose to get involved, with the exception of Lancashire County Council.

Terms of reference

The terms of reference for the commission set out some key aims. These were:

- To understand the challenges facing the delivery of public services in Chorley over the coming years and how this might affect residents and businesses in the borough.
- To propose high level models for how sustainable public services could be delivered in Chorley based on:
 - Early intervention
 - Protection of vulnerable people
 - Fully integrated working
 - Coproduction
- To identify likely barriers to the reform of public services in Chorley, and provide an assessment of the strengths and weaknesses of local partnership working

A series of key questions were also included to guide the work of the commission, although the terms of reference gave freedom for the commission to consider other questions if they deemed them appropriate. The initial guiding questions were:

- What are the key challenges facing public services in Chorley over the medium to long term?
- How should public services be delivered in Chorley to make them sustainable and to meet the future needs of the borough? Particular reference could be given to:
 - the needs of older people
 - individuals and families with complex needs
 - supporting people to stay healthy, have the right skills and find the right job
 - economic development and business growth
- What are the key enablers that will make radical change in the delivery of public services in Chorley possible?
- What are the barriers to reaching the vision for this work?

Commission membership

The membership of the commission was drawn from senior figures across public services who would be able to gather evidence from partners in Chorley in a supportive manner while challenging and testing submissions against best practice across the country and elsewhere. The commission members were:

- Chair: Professor Steven Broomhead: Chief Executive, Warrington Council

- Becky Booth: Chief Executive, Spice
- David Fillingham CBE: Chief Executive, Advancing Quality Alliance (AQuA)
- Professor John Diamond: Institute Director, Institute of Public Policy and Professional Practice, Edge Hill University
- Neil McInroy: Chief Executive, Centre for Local Economic Strategies (CLES)
- Peter Colclough: Consultant on integrated care and first Chief Executive of Torbay Care Trust
- Peter Wilding OBE: Managing Partner, Public Service Transformation Network North

Call for evidence

A call for evidence to inform the work of the commission was made at the beginning of January. The call for evidence was posted on the council's website and social media feeds, and was also sent directly to the following organisations:

Adactus / CCH
Age UK Lancashire
Alzheimer's Society
AQuA
Association of Directors of Adult Social Care
Association of Directors of Children's Services
Chorley and South Ribble CCG
Chorley Council
Chorley VCFS Network
District and unitary councils in Lancashire
Early Intervention Foundation
Healthier Lancashire
HealthWatch Lancashire
iNetwork
Institute for Public Policy and Professional Practice - Edge Hill University
Lancashire Association of Local Councils
Lancashire Association of School Governing Bodies
Lancashire Branch of National Association of Head teachers
Lancashire Care NHS Trust
Lancashire Constabulary
Lancashire County Council
Lancashire Fire and Rescue
Lancashire Health and Well-Being Board
Lancashire Local Enterprise Partnership
Lancashire Sport
Lancashire Teaching Hospitals
Local Government Association
North and Western Lancashire Chamber of Commerce
North West Coast Academic Health Sciences Network
Parish Councils in Chorley
Runshaw College
Wigan Council
Well North



There were two versions of the call for evidence; one for organisations who know or work in Chorley, and another for organisations who did not. The basic questions posed were:

Local organisations

- 1 What are the challenges facing public services in Chorley over the medium to long term?
- 2 What doesn't work well at the moment in the delivery of Chorley's public services?
- 3 What does work well at the moment in the delivery of Chorley's public services?
- 4 How should public services be delivered in Chorley to make them sustainable and to meet the future needs of the borough?
- 5 Are there any examples of innovation in public services elsewhere that Chorley should adopt?
- 6 What are the barriers to change?
- 7 Have you anything else you would like to add?

Non-local organisations

- 1 What are the key challenges facing public services over the medium to long term?
- 2 What doesn't work well at the moment in the delivery of public services?
- 3 What does work well at the moment in the delivery of public services?
- 4 What are the key changes that need to be made to local service delivery to make them sustainable? Are there examples of best practice elsewhere that Chorley should adopt?
- 5 What governance and organisational structures will be needed to drive change in service delivery?
- 6 What are the barriers to change?

22 responses to the call for evidence were received and were presented to the commission. The responses to the call for evidence have been published on the council's website, and a full list of organisations responding is at the end of this document.

Commission proceedings

The main proceedings of the commission were held over a two day period on the 4 and 5 March. Over the two days, the members of the commission had the opportunity to hear evidence and question 17 individuals representing 11 organisations involved in public services in Chorley.

There were four evidence gathering sessions, where participants were given an opportunity to set out what they saw as the challenges facing public services, and potential responses. These suggestions and ideas were then explored through questioning with the commission.

The sessions were held in public, and public service organisations were also invited to attend the event. Over 50 people watched the proceedings over the two days.

The proceedings were minuted. These minutes have been published on Chorley Council's website.

Findings

There is a need to act now

The financial challenges that each of the organisations involved in public services face over the coming years will be more difficult to manage than the reductions experienced over the past five years. The budget gap identified in the earlier section illustrates the collective challenge that is faced, with the resources available to the system as a whole continuing to reduce significantly. Continuing to manage reductions within individual organisations will have increasingly adverse and unplanned effects on other parts of the system.

Chorley has a window of opportunity to put in place changes and reforms to the system now that will help to ensure that the borough continues to be a good place to live and work, and that public services are sustainable. Without collective action and leadership, and investment in the development of new models of working, there is a clear risk that the standard of public services will deteriorate.

Firm foundations are in place

Chorley as a place, and the public service organisations that serve its residents, has a strong track-record in working collectively to bring about improvements. Good working relationships between most partners was demonstrated through the evidence gathering stage of the commission, with most reporting that they found that they were able to highlight and discuss issues with other organisations locally to develop solutions.

However, while there are some excellent examples of work and good relationships, it was not comprehensive and deep. The commission received evidence from a range of partners from different sectors which indicated that decision making is often based on individual agreements and arrangements, and true and deep joint integrated working is limited.

In addition, most witnesses to the commission referred to good personal relationships when pressed on the basis for the strong partnership working in place. This is a good starting point, but a step-change will be needed to ensure that these partnerships are strong and committed enough to deliver transformational change.

Public services are fragmented

A clear message from the evidence presented is that public services in Chorley are fragmented, in terms of both the delivery of services for individuals and decision making.

Although relationships between public service organisations are positive, a significant amount of evidence was presented around how the current approaches to decision-making are often cumbersome and rigid; delaying and potentially blocking transformation and change.

Key example: Friday Street Health Centre

A number of written responses to the call for evidence and witnesses to the commission used the proposed Friday Street Health Centre to illustrate the cumbersome nature of decision making caused by fragmentation in the current system.

Friday Street is the location identified for a new health centre in one of the most deprived wards in the borough. A need for a new health centre to replace GP premises that were not fit for purpose was first identified and agreed over 10 years ago. Despite the engagement of a significant number of partners, the health centre is still not built and final agreement on the services to provide has still been made. Witnesses argued that a key cause of these delays was the complex and fragmented decision making needed to agree a new health centre when a range of partners are involved.

A number of witnesses argued that the current two-tier (or three-tier, including parish councils) system of local government is one of the key barriers to change, claiming that it is more challenging to get decisions, change and flexibility in county-wide decision making than in service areas that are the responsibility of the borough council. The background information given earlier in the report also illustrates this, with a range of different organisational footprints and partnership structures in place and making decisions that affect Chorley. There is further discussion later in this report about appropriate spatial levels for decision making, but it is evident that the current system does not lend itself easily to service transformation.

It is clear that the status quo and current system will not be sustainable. We think that it should be pragmatic and achievable to work within the current arrangements and deliver radical change, without significant reorganisation. However, this will only be possible if all partners are prepared to fully commit and engage in the change in Chorley, at whatever the right spatial level is for the function being delivered.

Public services need to be focussed on outcomes with system-wide leadership

The focus in designing and delivering public services should be on improving outcomes for residents. Services should be more joined-up for citizens than they currently are, and this will take collaborative leadership across the system as a whole, rather than individual organisations and actors having responsibility and oversight of individual elements.

All of the contributors to the commission agreed that there was a need for public services to collaborate more and to be innovative in the approaches taken to delivering services. This will be more achievable if all of public services are able to focus on delivering improved outcomes across the whole system.

In the evidence presented, there were some examples of developing collective capacity, or example in a jointly funded post to support the public service reform board, and in the development of integrated neighbourhood teams. However, there is a need to develop this further to build collective capacity for change and cross-system reforms. This capacity needs to support the development and delivery of transformation that is across the system.

There needs to be deep and meaningful commitment in partnership

In order to deliver the transformation of public services that all of the witnesses agreed will be needed in the coming years, there will be need to be a high degree of cooperation and commitment from everyone involved in public services. This needs to go beyond the current partnerships that are in place.

While the Public Service Reform Board and other partnership initiatives in Chorley provide a good starting point, the governance arrangements and commitments from individual organisations need to match the challenges ahead. The fragmented nature of the governance means that there is a diffuse focus on Chorley in decision making and this stymies the function of partnerships. As a starting point, the partnership structures, focus and ambition need to be reviewed to ensure that they support transformational change. This will include:

- **Develop a compelling case for full engagement:** given the current structures, there needs to be strong reasons for involvement in partnership working. Test beds should be developed to demonstrate how and why organisations should fully engage in partnerships.
- **The right people at the right time:** the roles and responsibilities of different actors within public services need to be better defined – from non-executive and executive decision making to operational delivery. Attendance at meetings is currently inconsistent, and it is not evident whether all partners are engaging to the same degree by ensuring that the right representative in terms of decision making autonomy or knowledge of service delivery engages in partnership working. It is also essential that decisions are filtered down organisations, with the right people allocated to turning strategy into delivery.
- **Devolution of resources and decision making:** public services in Chorley do not currently devolve decision making or resources to provide a single, integrated approach to delivering public services on a consistent basis. Partners should consider pooled budgets and devolution of decision making if they are committed to the transformation of public services.
- **A clear vision and mandate for integration:** the evidence received points to a level of ambition and a consistent vision for public services in Chorley. This needs to be clearly articulated to Chorley's citizens and then delivered on.

The right governance arrangements and structures need to be put in place with the full commitment of all partners to ensure that when the financial challenges grow further over the next few years partnership working can still deliver good quality public services. However, it is important that activity to reform public services and increase integration continues and intensifies. The commission heard a great deal of evidence about how some issues, such as supporting people with mental health issues, draw on a large amount of resources of a large range of organisations. This, or a similar issue, could be the basis for 'test-bed' work to drive the integration of services.

Early intervention and prevention are key to making public services sustainable

The commission received evidence that demonstrated that the key to managing public services with fewer resources and increasing demand is to target effort and resources to services and interventions that will either prevent future need, or limit the costs of dealing with problems later. Across the whole of public services early intervention, particularly where it is effectively targeted is a proven method for reducing the costs of delivering services while improving outcomes at the same time. Too often, public services are still focussed

on responding to demands that arise from a failure instead of preventing the need in the first instance. Examples given to the commission of effective early intervention in Chorley included the Working Together with Families programme, and the approach taken by Lancashire Fire and Rescue Service to prevent fires. These examples need to become the norm across the whole system.

Use test-beds to build the compelling case for change

The challenges that are faced will mean that there will need to be a step-change in the way that public services are delivered and the organisations are managed. However, it is important that partners in Chorley ensure that action is taken now to make improvements to services for citizens.

This is vital to ensure that public services improve outcomes and effectively manage demand, but also to demonstrate the benefits that could be gained from wider and deeper change.

Partners should decide locally what is the focus, but they should aim to ensure that it supports the principles of joining-up services, supporting early intervention and managing demand across the system (rather than within organisations). Determining and initiating these 'test beds' should be a priority area for action for partners in the short term suggestions, based on the evidence the commission received, could include:

- **managing mental health**
- **locality working, focussed on deprived neighbourhoods**
- **health and well-being**

These test beds may focus on the most vulnerable people, who already have complex needs and requirements from public services. Developing more integrated services that support these individuals and communities to remain more independent is not in conflict with the principles of early intervention, and should support the management of the demand across the system.

Key example: Mental Health support

An area of public services that was mentioned by a wide number of contributors to the process as demonstrating the challenges faced within the current public services system is support for people with mental health conditions.

For example, healthcare providers noted that access to services could sometimes be difficult, because of the stigmas associated with mental health. Emergency services argued that a disproportionate amount of time and resources was dedicated to providing support to people and situations when they had reached crisis point. Representatives from the education system felt that they had an increased pressure over recent years, and that the lack of a system-wide approach had detrimental effects on the outcomes for individuals. Many witnesses felt that the demand for services would be better managed across the system as a whole, and that improvements could be made by taking a system-wide approach.

These areas should be driven and delivered by joint investment and capacity across the system. There should be collective investment in delivering sustainable improvements across the areas of focus which should improve outcomes and provide approaches that can then be applied across the system.

Find the right locality for decision making and delivery

Much of the debate about whether a unitary authority for Chorley is suitable is based around scale and size. The same is true of discussions around public service reform. The commission received evidence that suggests that there is a feeling that, when considering matters relating to Chorley, decision making at a county level is at the moment cumbersome and inflexible, and often does not adapt to suit local circumstances. Witnesses also noted that there are some services that are best delivered on a wider basis, for example specialist health services, elements of economic development and emergency services.

Key example: Healthcare

Witnesses discussed with the commission how different functions may be suited to working on different spatial levels. One example given was around healthcare. There was a common view that some functions, particularly primary and community-based care and well-being, were best suited to local decision making and delivery.

However, other functions, such as specialised services were better suited to larger catchment area to provide economies of scale and greater ability for staff and organisations to specialise.

Most of the witnesses felt that the borough of Chorley potentially provides a suitable population size to base the design and decision making of many public services – particularly around community safety, health and well-being, environmental services and community engagement and leadership. Many of these services could, and should, be delivered on an even smaller basis, around agreed localities – empowering frontline workers to deliver services that are based around the needs of individuals and communities. For example, evidence suggests that a population of around 20,000 to 70,000 provide a good basis for the integration of health and social care teams.

There is no single right spatial level to deliver services. At present, the organisational structures and responsibilities drive decisions about this, rather than the right level being determined by the need of the function that is being delivered. Public services in Chorley need to work together to deliver services and decision making at the lowest practicable level driven by function.

Build democracy and accountability into the system

There is a risk with increasing complexity in public service delivery and pooling of sovereignty among organisations that the accountability for the delivery of key services is lost or confused. The role of elected members, politicians and non-executive directors needs to be considered in the development of the future system.

At the moment, elected representatives are included in some elements of partnership structures, but not in others. Their role is inconsistent and not structured. The current fundamental principle is that ultimate decision making is retained by individual organisations. This is a barrier to real change and integration in the system. A consistent and clear role needs to be developed for elected representatives and non-executive roles to ensure that oversight, scrutiny and democratic accountability are maintained and developed in new structures that are established.

Key example: Public Service Reform Board

The Chorley public service reform board illustrates the lack of consistency in democratic representation in partnership and joint working in the borough. The board is chaired by the Leader of the borough council, and includes an Executive Member from Lancashire County Council. The rest of the membership of the board is made up of senior managers. There are no clear mechanisms in place for the roles that different representatives play, or for accountability and scrutiny of decision making.

You all work for Chorley

Change cannot just be delivered through agreements and new structures and governance arrangements. There will need to be a radical shift in the cultures and behaviours of everyone involved in public services, at all levels.

When asked, witnesses to the commission generally said that residents would recognise and identify with their local town or village, but that they would identify with the borough of Chorley as a place where public services were delivered.

An overriding principle should be that everyone involved in public services in Chorley works for Chorley; not their individual organisation. This should guide decision making at the strategic level as well as in the frontline delivery of services.

As well as setting out a vision for the transformation of services, partners involved in public services will also need to set out clearly the expected behaviours and cultures of those working in public services in Chorley – to ensure that there is a seamless approach to how services are delivered. This needs to be articulated and then partners need to work together to implement and embed a new approach across their workforce.

There needs to be a development of collaborative leadership in the delivery of public services in Chorley. This will need a change in the culture of organisations, and an investment of time and resources to develop and embed.

Listen to the voice of residents and service users

The commission heard compelling evidence from a community activist who described how communities can be supported to improve services and local areas themselves, using the assets that are available locally to drive change. The community and service users need to be given the opportunity and tools to be able to engage in the development and delivery of services that affect them. The stories of service users need to be used to understand the issues and to inspire the involvement and engagement of others. Plans developed and explained from the perspective of service users will be more compelling.

Public services in Chorley need to find a consistent approach to ensuring that service users can take an active role in codesigning and coproducing services. This will be supported by ensuring that frontline workers are empowered and that the culture and behaviour change in public services is developed and implemented.

Key example: Travel to work

As set out the earlier section of the report, 50% of residents of Chorley commute out of the borough to work. The pattern of commuting follows the M61, with significant numbers commuting to South Ribble and Preston to the north and to Bolton and Wigan in the south. Workers from other areas, particularly South Ribble, Bolton and Wigan, commute into Chorley. This demonstrates that Chorley's economy and residents are limited by existing administrative boundaries, and this needs to be recognised in the approaches taken to engaging other areas.

Chorley needs to face in different ways to get the best for residents

Chorley's geography means that it is a 'between' place. It is located to the immediate north of Greater Manchester and the current focus of the Northern Powerhouse; it is part of Lancashire and on major transport links making access to and from the borough very easy.

Chorley needs to be flexible in how it engages with neighbouring areas, and not precluded from considering options because of administrative boundaries. For example, this may mean working with neighbouring areas in Greater Manchester on economic growth, alongside engagement with the rest of Lancashire. The borough may be best served by engaging across the region, and this does not need to take away from any feeling of place that already exists.

Chorley Council and its partners serve the borough well

Chorley Council deserves recognition and praise for its level of ambition for the borough and its willingness to tackle the challenges ahead. The development of this commission and the work around it demonstrates a willingness and openness to change. It was evident throughout the commission that the council is well-regarded and viewed as a strong partner for its residents with a flexible and ambitious approach.

In the same way, the key public service partners who engaged in the process should also be praised. They also demonstrated willingness to change, and recognition that change is needed. All of these partners have been key to ensuring that the strong foundations of partnership working in Chorley are in place and provide a vehicle for future change.

It is disappointing that Lancashire County Council decided not to engage in the commission. While it is understandable that the County Council is facing huge resourcing pressures and change of its own, this was an opportunity to look forwards and work together to face those challenges. It is critical that the council works with other public service providers in Chorley to deliver new flexible ways of working that meet local needs. Without this engagement, the change needed will be significantly more difficult to achieve.

Chorley is not unique

The challenges that public services in Chorley face are not unique, and are evident elsewhere. However, the approach that is being taken, starting with this commission, should place Chorley in a good position to proactively change public services in a way that makes them sustainable into the future. Other areas of the country would benefit from noting the findings of this report, and in the response that will take place in Chorley as an example of whole-system change.

Recommendations

The commission has found that Chorley's ambition is fettered and constrained by its wider operating context, and level of power and resource which Chorley Council has. While some things are beyond Chorley's control, these recommendations present a practical means of changing some of these constraints and driving public service reform.

1 Articulate a new collective vision for public services in Chorley

Partners should quickly and clearly articulate the aims for the transformation of public services in Chorley over the coming years. It should be outwardly facing, and concentrate on the outcomes that will be achieved rather than the structures that will be put in place to deliver it. It should be based on action and collective investment to deliver the change that will be needed in the coming years.

2 Strengthen and empower partnership working to act collectively

The Chorley Public Service Reform Board should be refocused and empowered to make decisions about public services in Chorley. Decision making should be devolved from organisations to the partnership and budgets should be pooled. The right representatives who can make autonomous decisions about services in Chorley need to be committed to the partnership, with a sense of collective leadership of public services in the borough.

3 Hold a 'Chorley conversation' to talk about the future with residents and service users

Service users and residents should be included in the development and design of changed services. The story from the community activist from one locality needs to be used to inspire others. An asset-based approach should be adopted, recognising that individuals and communities have the resources to change but need public services to support them by working with them rather than just providing transactional services.

4 Information and intelligence should be freely shared

The rich intelligence held across public services could be a key to driving real change. If public services in Chorley can more freely share data and intelligence, it would be far easier to establish services focussed around early intervention and prevention than services that respond to failures as is too often currently the case.

5 Test-beds' for action and transformation should be identified

Working across public services needs to remain focussed on delivering better outcomes for the residents of Chorley. It would be very easy to become focussed on developing new structures and so it is important that public services agree a series of 'test-bed' areas where action can be undertaken quickly to improve public services. One potential area could be around the issues caused in managing mental health effectively.

In addition, there is a need to work to better understand the totality of the resources available to public services in Chorley. This understanding would support partners to advance greater sharing and pooling of resources.

6 Public services should agree a model of locality-based working

Many services are best delivered and integrated on a neighbourhood basis, where individual frontline workers should be empowered to deliver the right service for individuals and communities. Public services should develop a common understanding and approach to locality-based working, starting with a single understanding of standard localities across the borough.

7 Discuss and decide which neighbouring areas to work with to benefit Chorley

Chorley needs to engage with all its neighbours, regardless of administrative boundaries, to get the best deal for the borough. Work should be undertaken to engage with other partners across the region to identify opportunities to strengthen Chorley's position, sustain public services and grow the economy.

8 Embed a shared culture across public services

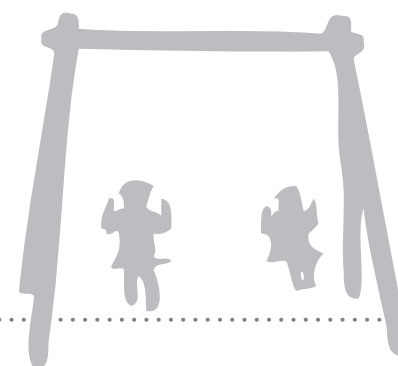
A common culture should be developed across public services in Chorley, with the focus on delivering for the borough rather than individual organisations. Work should be undertaken to develop a common culture and approach across public services. This needs to support the delivery of the vision for transformed public services and to embed a sense of collaborative leadership across the system.

9 Focus on early intervention and prevention

The work to develop new public services in Chorley should focus on the benefits that could be delivered by having services focussed on early intervention and preventing demand for services arising in the first place. Integrated and joint-working, with good data and intelligence sharing, would make early intervention more effective and efficient.

10 All partners must fully engage

Transformation in public services will not be achieved without significant commitment from all partners. The commitment needs to move beyond lip-service and short term promises. It needs to be meaningful and honest. If the recommendations above are to be successfully implemented, it will need the full commitment of partners, and all partners to be up-front about what they can and cannot accept in terms of change.



Representations to the commission

The following organisations and individuals made representations to the commission, either by responding to the call for evidence or speaking during the commission proceedings:

Age UK Lancashire

AQuA

Burnley Council

Chorley and South Ribble CCG

Chorley Council

Chorley VCFS Network

Cllr Alan Whittaker

Cllr Alistair Bradley

Cllr Peter Wilson

Community Pharmacy Lancashire

Donna Hussain

Healthier Lancashire

Healthwatch Lancashire

Heskin Parish Council

Institute for Public Policy and Professional Practice, Edge Hill University

Lancashire Association of School Governing Bodies

Lancashire Care NHS Foundation Trust

Lancashire Constabulary

Lancashire Fire and Rescue

Lancashire Teaching Hospitals NHS Trust

North and Western Lancashire Chamber of Commerce

North West Coast Academic Health Science Network

Runshaw College

Well North

Wheelton Parish Council

Wigan Council

The commission is grateful for the time and effort that each of the contributors made to the proceedings.