

Transformation Strategy 2016



Background

Public services face significant challenges in the coming years, with decreasing resources and increasing demand. In response to these challenges, the council has led work over the last year to examine governance models and approaches that could support the development of sustainable public services for Chorley.

This work led to the development of an evidence base and a report on future governance models for public services, with a series of recommendations to the council. These recommendations were accepted by the meeting of full council on 24 November. This strategy aims to support the organisation in undertaking the change that will be needed in the future.

Challenges and ambitions

The council has clearly identified and analysed the challenges faced by public services in its work on future governance models. They include:

- **A growing and changing population**
In the coming years, Chorley's population is projected to grow by at the fastest rate of all Lancashire districts. At the same time, Chorley's population will grow older, with the proportion of the population aged over 85 doubling to represent 5.6% of the population by 2037.
- **An economic area spanning the boundaries of different administrative areas**
Chorley's economic area extends to surrounding areas. 60% of the borough's working residents commute out of the borough to work, with South Ribble, Preston, Wigan and Bolton being the top destinations. This economic area needs to be considered to ensure that administrative boundaries do not constrain Chorley's future economic growth by making other areas more attractive because of policy differences.
- **Pockets of deprivation**
The borough of Chorley is generally fairly affluent. However, there are pockets of deprivation. Eight lower super output areas in the borough within the 20% most deprived in the country, with four of those in the 10% most deprived. This deprivation is often linked to other issues such as poor health. For example, the life expectancy in the most deprived areas of the borough is 9.6 years lower for men and 6.7 years lower for women compared to the least deprived.
- **Changing legislative and policy context**
The policy context for public services continues to change dramatically. The development of combined authorities and devolution deals continue to change the nature of decision making and approach in different areas of the country. This is likely to continue when the Cities and Local Government Bill receives Royal Assent in January. The need for integration of health and social care continues to pose a difficult problem for public services, with the NHS 5 year forward view, the Healthier Lancashire programme and the Better Care fund being some of the programmes and documents that are attempting to address it.
- **Budgetary pressures**
All public services are facing significant budgetary challenges, primarily caused by reductions and restrictions to funding and increasing demand for services. The comprehensive spending review announced in November and the local government settlement in December continued the restriction of local government finances, and have clearly indicated that the Revenue Support Grant will be phased out and greater reliance placed on locally raised revenue.

These challenges led the council to set out a clear purpose, and to accept the recommendations contained in the final report on future governance models for Chorley. The purpose and recommendations are set out below.

Purpose of Chorley Council

Chorley Council will provide leadership and services which protect vulnerable people and are focussed on preventing the need for a reliance on more expensive service provision. The council will:

- deliver high quality services that meet the needs of its residents and communities
- work with its partners to integrate services regardless of existing organisational boundaries
- focus on preventative services, and services which support communities and individuals to remain independent and self-sufficient
- promote Chorley as a great place to live, work and do business.

Recommendations from the Future Governance Models report

1. Chorley Council should adopt a clear statement of purpose that it sees itself as a community leader that will work across organisational boundaries to improve and protect public services.
2. Chorley Council should have a clear ambition to achieve integrated public services in Chorley, using the integrated district governance model as a foundation
3. Chorley Council should reshape its structure and organisation to enable and support change
4. Chorley Council should use the principles outlined in this report in its service delivery and to guide the development of new services and governance models
5. The council should work with Lancashire Care NHS Foundation Trust and other willing partners to develop an integrated community wellbeing service
6. Chorley should support the development of a combined authority for Lancashire, particularly for functions that are best based at the pan-Lancashire level
7. Chorley Council should work with neighbouring areas to explore the development of opportunities for radical public service reform across a wider geographic area
8. Chorley Council should work with others to create a vision for education in the borough

The impact of these recommendations will mean significant change for the way in which Chorley Council operates; the public services that it is involved in and its focus in the coming years. This Transformation Strategy aims to support the council through this change.

The key challenges for the organisation will be:

- Becoming more outwardly focussed, with closer and potentially more complex relationships with a range of public service partner organisations
- Providing leadership to all public services
- Taking a whole-system and whole-person approach to the delivery of services to focus on prevention and early intervention
- Making best use of technology to support the organisation and our customers and residents to change
- Implementing new governance models and approaches to service delivery to make public services more sustainable

Objectives

The overriding aim of the Transformation Strategy is to support the council to achieve its ambitions for public service reform. This means that it aims to support the organisation in achieving:

- a greater integration of public services, particularly around prevention and early intervention
- focus on prevention and early intervention across public services
- decision making and accountability at the lowest practical level
- the system-wide sharing of responsibility for management of demand and reduction of cost shunting between organisations.

The objectives are:

- To support the council to achieve its ambitions and the recommendations of the Future Governance Models for Chorley report.
- To support the delivery of the council's Medium Term Financial Strategy
- To position the borough and the council well to respond to future challenges and demands

Links to other strategies and plans

In addition to the work and reports on future governance models, the Transformation Strategy has close links to other existing plans and strategies. This strategy has therefore been written to ensure that it complements and aligns its objectives and actions with other strategies, including:

- Corporate Strategy
- Medium term Financial Strategy
- Digital Strategy
- Organisational Development Strategy

Business models and service design principles

As set out in the recommendations earlier in the document, the final report on future governance models for Chorley identified a series of recommendations.

This included an overall recommendation about the future governance model for public services in Chorley. This was to create a model of integrated public services which bring

together the public services more clearly based around the needs of individuals and communities rather than organisational silos.

In addition, there were a series of principles identified to guide the council in the services it provides or commissions or new services that the council develops with public service partners. They are set out below.

Service design principles

Providing excellent customer services

1. Services, however complex, should be dealt with as far as possible at the first point of contact
2. Customers who can should prefer to use digital channels as a straightforward and efficient way of managing services
3. The management and delivery of customer-related services should be managed end-to-end with as few hand-overs of requests as possible
4. Management information should be actively used to target resources
5. Customers should be able to access information and manage their service requests without having to interact with the council

Encouraging community action and coproduction

6. Everyone involved in delivering public services in Chorley should recognise people as assets.
7. Every service should provide opportunities for people to contribute and add value in their lives and local area.
8. Public services in Chorley should invest in building social networks and community capability
9. Services being reformed or redesigned should be designed with coproduction and community action as a central aim

Prevention and early intervention

10. Frontline workers will be empowered to work within localities and tailor services to the needs of the communities and individuals
11. Issues and problems faced by individuals, families or communities will be dealt with as far as possible without the need for a formal referral process
12. Self-management and peer support will be promoted and supported
13. Services will be codesigned and coproduced
14. There will be a focus on prevention and early intervention across all public services

These principles provide a key driver and backdrop to the transformation strategy, and its actions. In implementing changes through the strategy, the organisation should seek to apply these principles across all services and decisions.

Themes

In developing the strategy, it is useful to identify themes that address the challenges and that support the organisation in changing. The key themes are:

Customers and communities

Significant changes to public services will mean significant changes in the way in which residents access and experience services. This could be a negative experience, as services become more restricted and in some cases disappear. However, it could also present an opportunity. Research from elsewhere and the Chorley conversation suggest that individuals and communities would benefit from a changed relationship with public services which is based on a more equal basis, with coproduction at its heart. To do this, the council will need to build capacity in communities to support them to improve their local areas, support each other and better access services.

In addition, there is an opportunity to make services better in individual interactions between the council and customers. This could be achieved through more consistent management of the delivery of customer-related functions and in making use of digital technology. The council's digital strategy sets out an ambition that customer who can use digital channels should prefer to use them as the easiest and most straightforward way. In addition, the future governance model overview report set out principles for the council's approach to customer related functions, which will need changes in the management and approach to the delivery of services.

Councillors and staff

Councillors and staff will need to change in response to the proposals in the future governance models overview report and the external changes that are already taking place across public services. Decision making is likely to become more complex, with a greater number of public services delivered through partnership. The role of councillors may change in terms of roles around decision making, scrutiny and representing their residents.

The way in which services are delivered will also change (for example through an integrated community wellbeing service) and so employees will need to be provided with support in the change. This will affect all levels of the organisation, from senior manager to frontline worker.

Digital

Digital technology provides the organisation and public services with huge opportunities to improve efficiency and the experiences of residents and service users. Through the change and implementation of the strategy, the use of technology will need to be considered.

Governance models

The future governance models overview report set out recommendations for new governance models and services, such as the integrated community wellbeing service and a combined authority for Lancashire. Work now needs to be undertaken to develop decision making, staffing and other arrangements to be presented for approval.

Financial, performance management and business planning

The organisation's governance framework will need to change to reflect new governance models to ensure they are fit for purpose and able to support the organisation through change.

Delivering the strategy

An overview action plan will be developed alongside the implementation a new management structure for the organisation. It will be overseen by the Public Service Transformation Working Group, and where appropriate use the council's project management to deliver the individual projects.

Although the action plan will be developed later, the initial focus will include the following pieces of work:

1. Develop governance arrangements, structures and approach to the integrated community wellbeing service
2. Implement changed management structure – including subsequent changes to decision making and information sharing arrangements
3. Work to develop and implement the combined authority for Lancashire
4. Develop and implement a work smart programme, to maximise the use of digital information management and make more flexible working practises
5. Develop a Member support programme for changing governance, service delivery and decision making arrangements
6. Develop a new organisational development plan identifying the skill requirements – including for a new management team, frontline workers, and partnership working
7. Develop a customer services strategy to include implementation of the service design principles across the organisation and integration of customer-related functions.
8. Refresh the council's performance management and business planning frameworks to reflect the changing governance models
9. Develop a strategy for the implementation of a council-wide approach to encouraging community-action and coproduction
10. Refresh the council's internal communications strategy