

CUMBERLAND JOINT COMMITTEE

Meeting date: 12 May 2022

Report of: Kim Rennie, LGR Programme Director

Subject: Implementation Plan

1.0 SUMMARY:

1.1 This report updates Members about the Implementation Plan and Programme Governance that has been developed by officers of the County Council, the Cumberland Councils and the Westmorland and Furness Councils, to ensure an effective transition to the new unitary Councils for Cumberland, and Westmorland and Furness on Vesting Day, 1 April 2023. This reflects the requirements in The Cumbria (Structural Changes) Order 2022.

2.0 RECOMMENDATIONS:

2.1 That the updated Implementation Plan (April 2022) attached at Appendix 1 be noted, pending the establishment of the two Shadow Authorities in May 2022.

3.0 BACKGROUND, INTRODUCTION AND CONSIDERATIONS:

3.1 Members will recall that in July 2021 the Secretary of State announced his decision, subject to Parliamentary approval, to implement a two unitary pattern of Local Government in Cumbria based on an East-West geography. The Cumbria (Structural Changes) Order 2022 (SCO) gives effect to that decision and came into force on 18 March 2022.

3.2 Under Article 24 of the Order, the Joint Committees must each prepare, keep under review, and revise as necessary, an Implementation Plan, including any plans and timetables that they consider necessary to secure the effective, efficient, and timely transfer of functions, property, rights, and liabilities to the successor Councils.

3.3 With the dissolution of the Joint Committees, (the day following that on which the Shadow Authorities for each area holds its first meeting), the Shadow Authorities then assume responsibility for keeping the Implementation Plan that has been prepared under review and revised as necessary.

3.4 At the meeting of this Committee on 30 March 2022 Members received a report on Implementation Plan and Programme Governance, made comments on the detail of this, including in relation to the importance of task and finish groups, and resolved that the Implementation Plan be amended to include all of the options considered for the delivery of services, including the Fire and Rescue Service, for the two new authorities, and that the

Implementation Plan be submitted to the Joint Committee at its meeting on 12 May 2022.

4.0 CURRENT POSITION

4.1 Progress has continued to be made in delivering the LGR Programme, and the Implementation Plan has subsequently been updated to reflect the progress made and in the light of comments made by the Joint Committees. The updated Implementation Plan is attached at Appendix 1 and will continue to be kept under review.

4.2 Since Members last considered the Implementation Plan progress has included:

- The embedding of the programme structure, and associated leadership and governance model together with agreed ways of working, developed as part of the Reset of arrangements in February
- Continuation of the three-way Senior Responsible Officer(s) (SROs) arrangement with accountability for programme delivery, and continuation of the Chief Executive level LGR Programme Board, as the Implementation Team, to oversee and direct the work being done
- The operation of thematic and cross cutting officer working groups, with the creation of new groups where appropriate, to provide service and technical expertise and deliver projects to support to the process
- The continued development of the Data-Hub, and analysis of the information it holds, providing a coordinated approach to data collection, analysis, and provision
- Use of internal resources has been supplemented by KPMG as the Strategic Partner to the Programme, adding capacity and expertise, and acting as advisors and critical friends to the programme. Most recently this has involved data analysis, support around day one readiness and identifying the “must have” deliverables, to ensure the councils can operate safely from Vesting Day in a consistent way. They have been helping to identifying the interfaces and tracking progress, helping to create generic guidance/training for/on the development of Blueprints, and providing some quality assurance to work that is being undertaken on assets, including how the recommendations as to future locations of Headquarters will be determined
- The further development of the overall Programme Timeline and the approach to the Implementation Phase of the Programme
- The selection process for the Interim Statutory Officers required to be designated at the first meetings of the Shadow Authorities
- On-going work to collate HR data and policies, and engage and consult with staff and unions
- The formal establishment of the Programme Management Team incorporating a Programme Management Office to coordinate the delivery of the programme, with Programme and Project Management, and Support staff formally seconded/transferred to the Programme from 1 April 2022, and a further recruitment process underway

- The continued operation of the LGR Implementation Reserve in line with the agreed Memorandum of Understanding governing the operation of this fund
- On-going work to support the Joint Committees and develop the work programmes/forward plans of the Shadow Authorities from May
- Continued work to evaluate the options for Day 1 delivery of services and to develop draft Blueprints for Shadow Authority consideration
- Representations made to Government on the draft Section 24 Direction that is proposed for all Councils/areas in this phase of Local Government Re-Organisation
- The continued delivery of communications plans for staff, Members, and key partners/stakeholders.

4.3 In terms of the development of draft Blueprints, the advice is now that these will be an Executive function of the Shadow Authorities, and it is anticipated that when established, Members of Shadow Authorities will want to have the benefit of and give early consideration to the work done to date. Members will be able to discuss and steer this through a range of informal and more formal mechanisms (e.g., task and finish groups, presentations, Committees etc.), to enable further development over the spring/summer, and beyond as part of the Strategic Planning process, (integrating the corporate planning (Council Plan), financial planning and service planning cycles).

4.4 For each Shadow Authority the draft Blueprint will pull together at a high level, the work done on baselining and options appraisal to date, also with that done on budget disaggregation/aggregation, (in line with the principles highlighted in the last report), to provide a baseline statement as to what services, staff and budget is envisaged each Authority is likely to have on Vesting Day. In a number of service areas transitional arrangements may be required/recommended pending any preferred option being deliverable. The focus of draft Blueprints will be on making the transition to the new Authorities a safe, legal, and smooth one, whilst paving the way for further transformation, and longer-term options development/consideration should Authorities so wish. The development of draft Blueprints is further described in the updated Implementation Plan attached at Appendix 1.

4.5 In respect of Cumbria Fire and Rescue service the Government's continued intention is that the fire service should be provided on a county basis with two potential options to achieve this. The first is for the functions to be transferred to the Police and Crime Commissioner for Cumbria by Order made under section 4A of the Fire and Rescue services Act 2004, should the Secretary of State be satisfied that the relevant statutory tests are met. The second option is for the Secretary of State to create a new combined fire and rescue authority. However, all options remain in scope at this time and discussions are on-going with Civil Servants in relation to these to enable effective planning in the context of the Structural Changes Order. Work as required is being developed through the Cumbria Fire and Rescue Service Transition Board.

5.0 OPTIONS, INCLUDING ALTERNATIVES (IF ANY)

5.1 It is recommended that Members note the updated Implementation Plan at Appendix 1, in line with the Structural Changes Order requirement to prepare, keep under review and revise this as necessary.

5.2 The Shadow Authorities will hold their first meetings on 17 May, and should the Committee so wish any agreed comments can be brought to the attention of the Members of the Authority.

6.0 IMPLICATIONS:

6.1 Financial and Procurement:

6.1.1 The funding available to deliver the Implementation Plan is through the LGR Implementation Reserve. This has been described in detail in a previous report.

6.1.2 Any funding required to support transformational change will need to be agreed as part of the budget setting processes for the two new Unitary Councils.

6.2 Staffing:

6.2.1 There are no direct implications associated with this report.

6.3 Legal:

6.3.1 To comply with the Cumbria (Structural Changes) Order 2022 the following Articles are relevant that relate to the Implementation Plan.

6.3.3 Article 22 provides that all Councils have an additional function, exercisable only in the transitional period beginning on the coming into force of the Order and ending on the fourteenth day after the 2022 election day, of preparing for and facilitating the economic, effective, efficient, and timely transfer to the, of such of its functions, property, rights, and liabilities as relate to the new Unitary Councils.

6.3.4 Article 24 further provides that the Joint Committees each prepare, keep under review, and revise as necessary, an Implementation Plan which must include—

(a) such plans and timetables as are in the opinion of each Joint Committee necessary to secure the effective, efficient, and timely discharge of the article 22 functions (referenced above); and

(b) such budgets and plans as it considers necessary or desirable to facilitate the economic, effective, efficient, and timely discharge, on and after 1st April 2023, of the functions that, before that date, are functions of the County Council, the Cumberland councils, or the Westmorland and Furness councils.

6.3.5 For the purposes of (a) preparing, reviewing, and revising the Implementation Plan, (b) discharging the article 22 functions, and (c)

discharging such other functions as may be conferred on it, each Joint Committee must have regard to the information supplied to the Secretary of State in support of the proposal for single tier local government in Cumbria.

6.3.6 The report presents an updated Implementation Plan for noting by the Joint Committee. This will be kept under review and considered further by the Shadow Authorities.

6.3.7 The Terms of Reference reflect the above requirements.

6.4 Information Governance:

6.4.1 There are no direct Information Governance implications associated with this report.

7.0 HEALTH AND SUSTAINABILITY IMPACT:

7.1 There are no direct implications associated with this report.

8.0 EQUALITY AND DIVERSITY IMPACT:

8.1 There are no direct implications associated with this report.

9.0 RISKS:

9.1 There is a legal obligation to prepare, keep under review and revise as necessary an Implementation Plan as described at 6.3 above. Not doing so would be a contravention of the legal requirements of the SCO. Approval of the recommendations of the report will enable legal requirements to be met, in mitigation of this risk.

9.2 There is a risk of being unable to deliver the LGR process to meet the requirement to ensure that the two new Councils can operate safe and legally on day 1. The preparation and on-going review of the Implementation Plan, and creation of the Implementation Reserve to provide core funding for the Programme, together with the governance arrangements outlined in this report mitigate against this risk.

10.0 CONCLUSION:

10.1 This report provides details of the requirements of The Cumbria (Structural Changes) Order 2022 and advises Members of how Councils are meeting the requirements in relation to the Implementation Plan in order to facilitate the transition to the respective new single tiers of local government and the Cumbria Fire and Rescue service the transfer of the District and County Councils functions, property, rights, and liabilities.

Report Authors

Kim Rennie, LGR Programme Director

APPENDIX

1. The Implementation Plan (April 2022). (Ref:20220222 LGR Programme Implementation Plan – April 22 v6.pptx).

Delivering Two Unitary Councils for Cumbria

LGR Implementation Plan
(April 2022)

Vision and Ambition for Cumbria



- We have a once-in-a-generation opportunity to shape the county's public services for the better.
- This implementation plan, which will develop overtime, will facilitate the development and the creation of two distinct councils focused on the specific communities they will serve.
- Vesting Day, on April 1, 2023 is a significant milestone and will be the start of the next stage of the journey, with the process of transformation continuing after this point.

Local Government
Reorganisation

Delivering Two New Councils
for Cumbria



Two New Councils for Cumbria

Our Vision for Cumbria is that in creating the two new Councils we will promote Cumbria with strong and fair representation for our communities and businesses. Our services will drive sustainable economic growth, enable safe and healthy lives and deliver value for money for everyone.

Our Ambition as we move through the LGR programme is that we create:

- Two new financially sustainable unitary authorities, that operate safely and legally from day one, whilst providing improved access to services, a seamless transition for our customers and stakeholders, and a great place to work for employees. We will ensure that on vesting day services operate to at least the standard they did before.
- Foundations to enable the new organisations to further transform and improve outcomes for residents, businesses, partners and the environment with Vesting Day being a milestone on a transformation journey which is likely to take 5-7 years.
- Governance structures that enable the two new councils to raise ambitions and become more successful in terms of place, so that the economy is transformed, and the opportunities and life chances of all residents are significantly improved.
- Ways of working that deliver local, responsive, accessible, high quality, services efficiently and in collaboration with our partners.
- Governance structures that realise the opportunities of creating two unitary authorities to reflect the distinctiveness of place, but also facilitate operating on a Cumbria wide basis when this will bring investment to the area or mean they function more effectively.
- Councils who share decisions and power with the communities of Cumbria.
- Councils who ensure staff are fully supported through the process and are able to see and benefit from the opportunities LGR presents.
- Councils who elect and induct Members to lead the new unitary authorities and provide community leadership.

Local Government
Reorganisation

Delivering Two New Councils
for Cumbria



Our Implementation Approach – Values

To achieve this, we have adopted a set of values to guide our work together, and a set of design principles to guide the transition of services to the two new Councils.

Underpinning this is a One team – One Programme – Two Plans approach.

Our **Core Values** are:

- Open and transparent
- Collaborative
- Supportive and strength based
- Put organisational boundaries aside
- Committed

...and we are committed to:

- Sharing resources (for the programme and to support service needs in the transition period)
- Using principles of co-design and production
- Being evidenced based and giving due consideration to professional expertise
- Once and together – a single hub model
- Remaining conscious of what is best for the communities of Cumbria, and the different needs and opportunities in Cumberland and Westmorland in Furness
- Acting and speaking collectively for the programme, whilst respecting the sovereignty of authorities



Our Implementation Approach – Design Principles

We have agreed to design our new Councils using the following Organisational Design Principles:

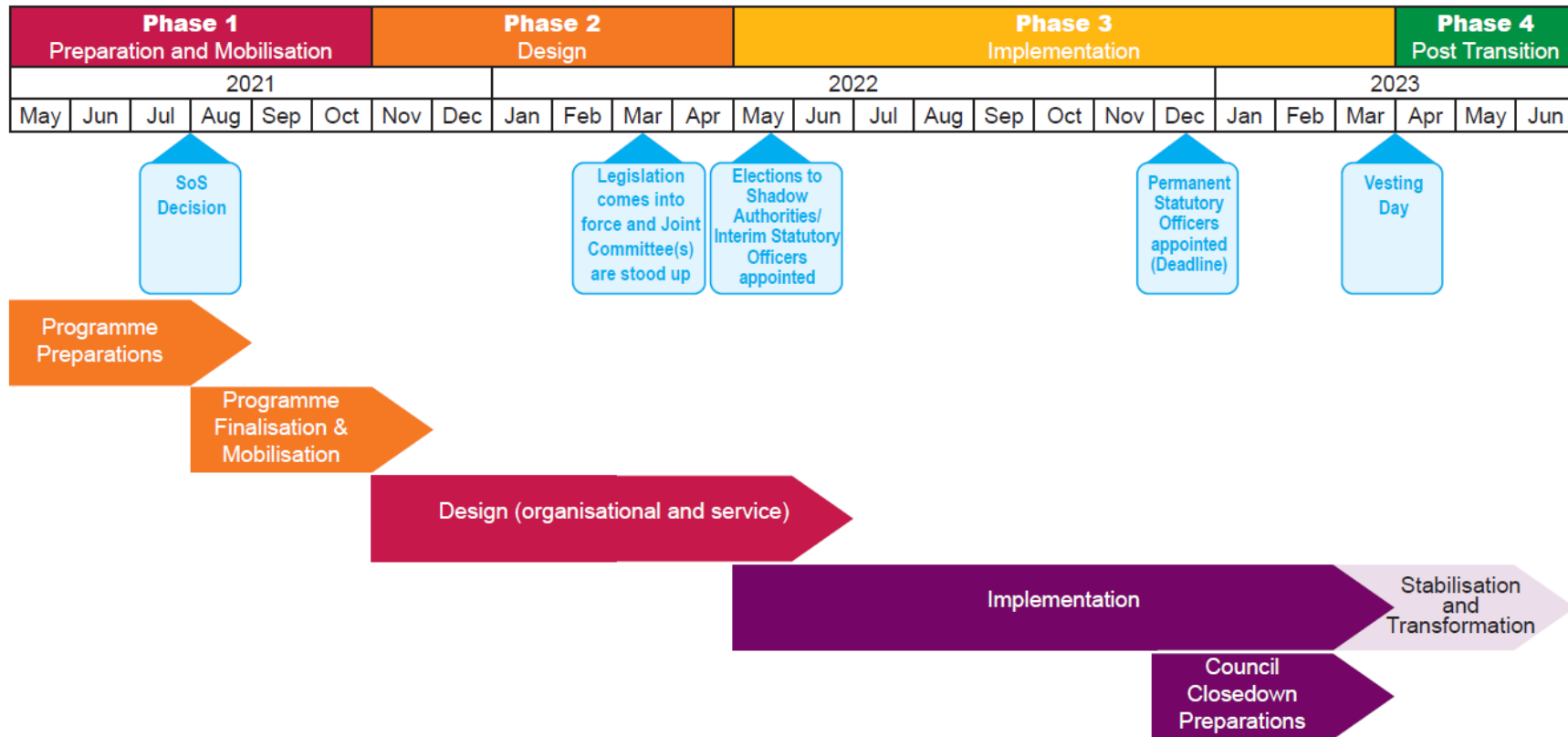
- **Creating Strong and Accountable Leadership** – at local and strategic level through effective member-led governance.
- **Outcome-focused** – a focus on delivering better outcomes and realising the benefits of local government reform.
- **Customer and community-focused** – ensuring that the needs and aspirations of customers and local communities are at the centre of the design of new structures.
- **Creating Sustainable Communities** – putting the creation and support of sustainable communities and sustainable development at the core –recognising the diversity of local communities, and the opportunities and challenges of the area’s rurality and unique geographies and landscapes.
- **Place-focused** – building on place-based approaches, local decision-making, co-production and community-based delivery mode.
- **Promoting Public Health approaches** – putting public health approaches at the centre of new models focusing on prevention and early intervention.
- **Climate and Environment-focused** – creating organisations and developing models of delivery with environmental sustainability, protecting and improving biodiversity, achieving net zero and the impacts of climate change at their core.
- **Promoting Inclusive Economy approaches** – focusing on both local and strategic approaches to build strong and inclusive economies, realising the benefits of collaboration to unlock inclusive economic growth.
- **Collaborative and Strength-based** – building on collaborative and strength-based approaches with individuals and families, with communities, and with local and strategic partners. Do with not do to.
- **Evidence-based** – informing decisions through a good understanding of the needs and aspirations of communities, and of best practice.
- **Modern, Innovative and Digitally-enabled** – unlocking innovation to modernise public services which are agile and adaptable. Ensuring digitally-enabled models fit for the 21st century.
- **Financial sustainability and Value for Money** – providing the best value for money through delivery of efficient and effective services and building long-term financially sustainable organisations.
- **Creating positive organisational cultures** – creating new organisations with cultures that promote positivity, creativity, flexibility, the building of positive relationships and emphasising the importance of being learning organisation
- **Valuing the Workforce** – valuing the skills, knowledge, capabilities and commitment of our greatest asset.



Timeline and Phasing

- The high level Programme timeline to deliver the unitary Councils of Cumberland and Westmorland and Furness is set out on the following slide.
- A Programme has been developed in a series of phases that will enable the two Councils to deliver improvements from day one (vesting day – the 1 April 2023), including in relation to ease of customer access. The Programme will ensure a smooth transition to the new arrangements, operation in a safe and legal fashion, and the building blocks for further transformation and delivery of benefits for local communities.

LGR Programme -Timeline and Phasing



Design Phase

- We have developed a design phase for the two new Councils and this involves a series of stages outlined on the following slide.
- At the time of writing, this phase of the Programme, involving developing officer recommendations for Shadow Authority consideration, is nearing completion. The work that has been done in this phase is being collated and assessed and will inform the development of draft Blueprints, describing the services, staff and budget each Council will have on vesting day.
- The development of these will be iterative as the detail will be developed through discussion with Members and incoming leadership teams and as part of the strategic planning process.



Design Phase

November	December	January	February	March	April	May
----------	----------	---------	----------	-------	-------	-----

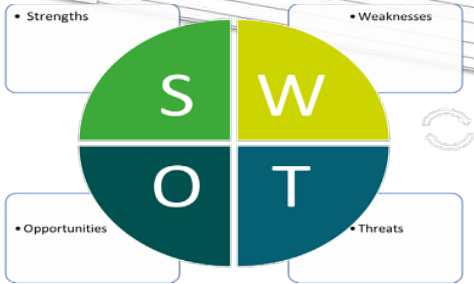
Stage 1: Scope of Themes, Introduction to services

Stage 2: Service Profile/Baselining, SWOT, Options Identification

Stage 3: Options Appraisal Review

Stage 4: Draft Blueprints Developed

Stage 2-4: Day 1 Requirements and Interdependencies Identified



Design Phase – Design Options, Day 1 Requirements and Initial Blueprints

- Over the last few months the process of considering the high level design options for services has followed the approach shown on the next slide.
- The starting point is to disaggregate, aggregate and integrate services into two separate Councils unless there is a compelling reason not to do so, to deliver the requirements of legislation.
- We continue to consider all options, evaluating these to arrive at a preferred option for each service on Day 1 to recommend to Members.
- Officer recommendations are being brought together in the draft Blueprints for how services in the new Councils will operate seamlessly from vesting day, so that they can be considered by the Members of Shadow Authorities once established.
- The design phase has also involved the identification of those critical elements without which services will not be able to function effectively on vesting day, (“Day 1 Requirements”), regardless of the design of the service.



Design Options

Working assumption
Programme is creating two new unitary councils, each with their own services

Other options may be considered where there is a strong case to do so (e.g. affordability)

Difference between Design (configuration of services) and Delivery vehicles (outsourcing, TECKAL etc.) which could be considered by the new authorities

1 Separate services

Each authority delivers its own service aligned to the geographical boundaries

Disaggregation

Split existing countywide service to unitary council (1 to 2)

Aggregation

Combine existing district services to unitary council (3 to 1)

Integration

Services currently provided by all councils' (mainly internal support/back office). Require disaggregation before integrating to unitary (7 to 2)

2 Joint provision Shared services / collaboration

Shared service

Joint governance

Hosted

Led by one authority, each retains statutory duties

3 Strategic Sub-regional Governance Model

4 Provided by others

Alternate delivery model

 Separate entity, LATC, TECKAL

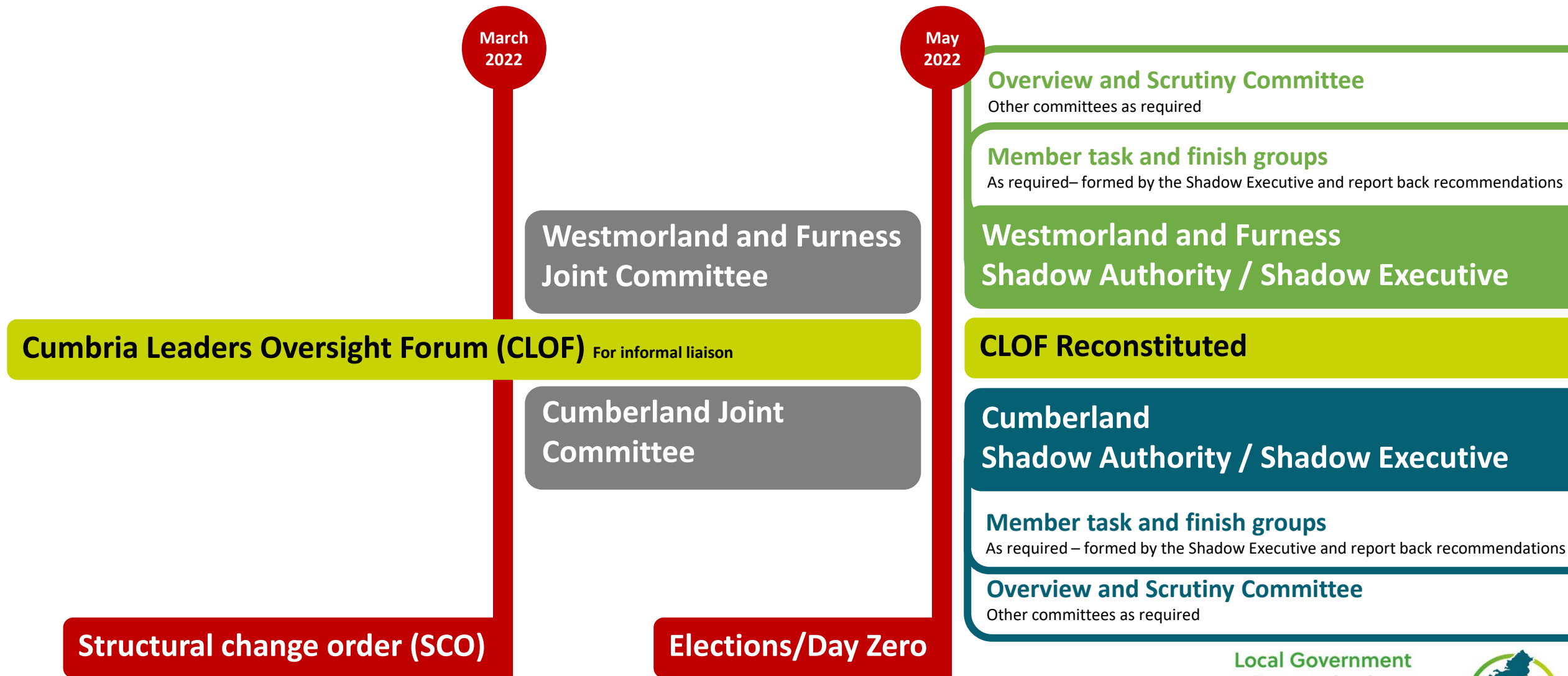
In some service areas a hybrid of options may be appropriate, and transitional arrangements may be recommended for day 1



Democratic and Programme Governance

- Democratic and programme governance arrangements are in place to oversee the transition to the two new Councils on 1 April 2023, and to ensure that they can operate safely and legally from day 1.
- The democratic governance structure involves the Joint Committees which had to be established no later than 14 days after the Structural Changes Order came into force, and which are stood down following the first meeting of Shadow Authorities on 17 May 2022.
- The Joint Committees with decision making powers (one for Cumberland and one for Westmorland and Furness) are/were charged with managing the transition to the two new Shadow Authorities, to be established in May 2022.
- Two Shadow Executives are to be appointed, and Interim Heads of Paid Service, Chief Finance and Monitoring Officers designated, within 14 days of the elections on 5 May 2022. Permanent Heads of Paid Service, Chief Finance Officers and Monitoring Officers are required to be appointed by 31.12.22. The two Shadow Authorities gain full powers on vesting day, 1.4.23.
- The next two slides describe the democratic governance structure, the first up to May 2022, the second to 1.4.23.

Democratic Governance to May 2022



Democratic Governance to April 2023

April
2023

Overview and Scrutiny Committee

Other committees as required

Member task and finish groups

As required – formed by the Shadow Executive and report back recommendations

Westmorland and Furness
Shadow Authority / Shadow Executive

CLOF Reconstituted

Cumberland
Shadow Authority / Shadow Executive

Member task and finish groups

As required – formed by the Shadow Executive and report back recommendations

Overview and Scrutiny Committee

Other committees as required

Day 1

Westmorland and Furness
Unitary Council

Cumberland
Unitary Council



Programme Governance and Structure cont.

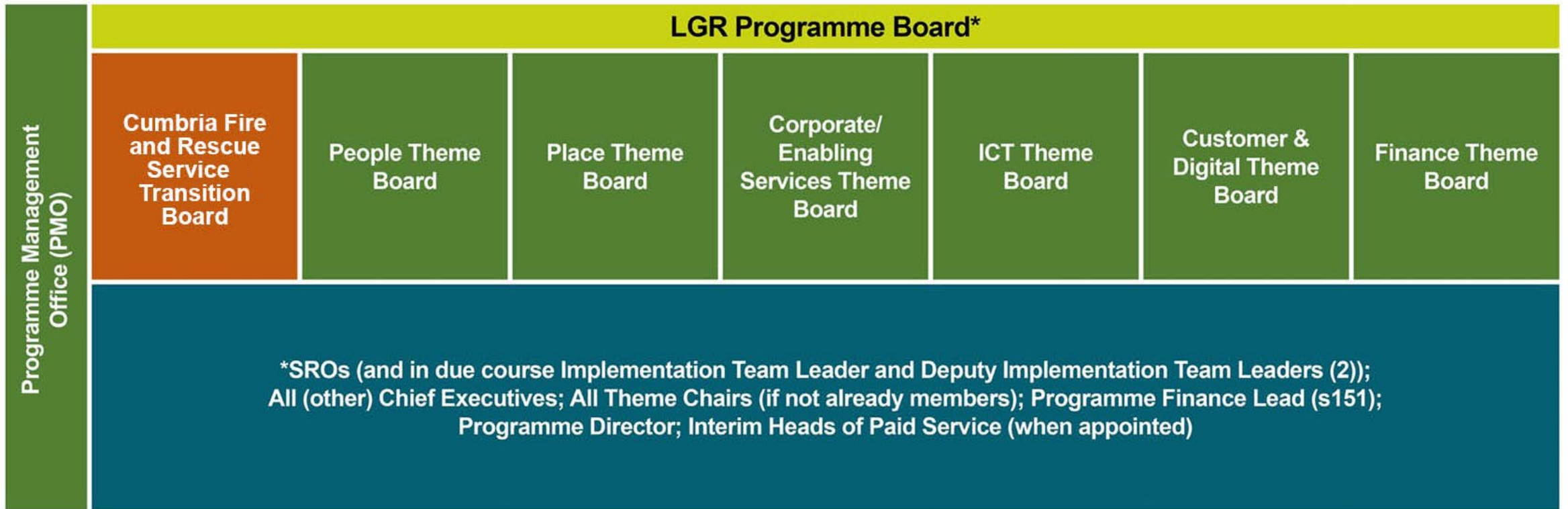
- In terms of officer level programme governance, the work to move to the two new Councils is currently organised in a series of themes, with representation from all Councils, complemented by individual pieces of cross cutting work, for example in relation to economy and devolution. There is also an aligned piece of change work in relation to the options for the future of the Cumbria Fire and Rescue Service.
- A series of thematic officer boards have been established, involving senior representatives of the County Council, and from the Cumberland and Westmorland and Furness Councils, together with subject matter experts to oversee the work involved in setting up the new councils. There are six boards currently, with a series of workstreams/work packages in each. The number and focus of the boards is reviewed periodically to ensure they remain fit for purpose.
- LGR Programme as a whole is overseen by an LGR Programme Board at the most senior level of representation from sovereign councils. The arrangements are shown diagrammatically on the next two slides.



Programme Structure

CUMBRIA FIRE AND RESCUE SERVICE (Aligned programme)	THEMES					
	PEOPLE	PLACE	CORPORATE/ ENABLING SERVICES	ICT	CUSTOMER & DIGITAL	FINANCE
	Adults / Children & Families / Public Health	Environment / Economy & Devolution / Community & Locality / Safety, Resilience and Public Protection	Strategic Core / Change Facilitators / Transactional Services	Infrastructure / Applications / Technical Architecture / Security / Service Continuity	Customer and Digital Strategy / Customer and Digital Service Functions / Website / On-line Services	Disaggregation of Budgets / Creation of balance sheets / Financial & Commercial Stability / Benefit Realisation
Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)	

Programme Governance



Implementation Phase

- The next phase of the programme to be embarked upon is the Implementation Phase.
- The slide that follows describes the high level time line for this phase of the LGR programme.
- As described in preceding slides, Day 1 Readiness Planning involves identifying the must haves for day one, what achieving these relies on (interdependencies), and the order in which these need to be addressed. Detailed critical paths are also in place/under development for different workstreams/work-packages as part of Day 1 planning. This will enable more detailed reporting on the Programme over the coming months.
- In the design phase the draft Blueprints that are being developed (April to May), will contain the details of the resources available to each service based on 2022/23 budgets. Work over May/June, to look at budget disaggregation/aggregation, including savings proposals, will result in costed Blueprints, for consideration of Shadow Authorities for taking into the Strategic and Service Planning processes over the summer/early autumn period.

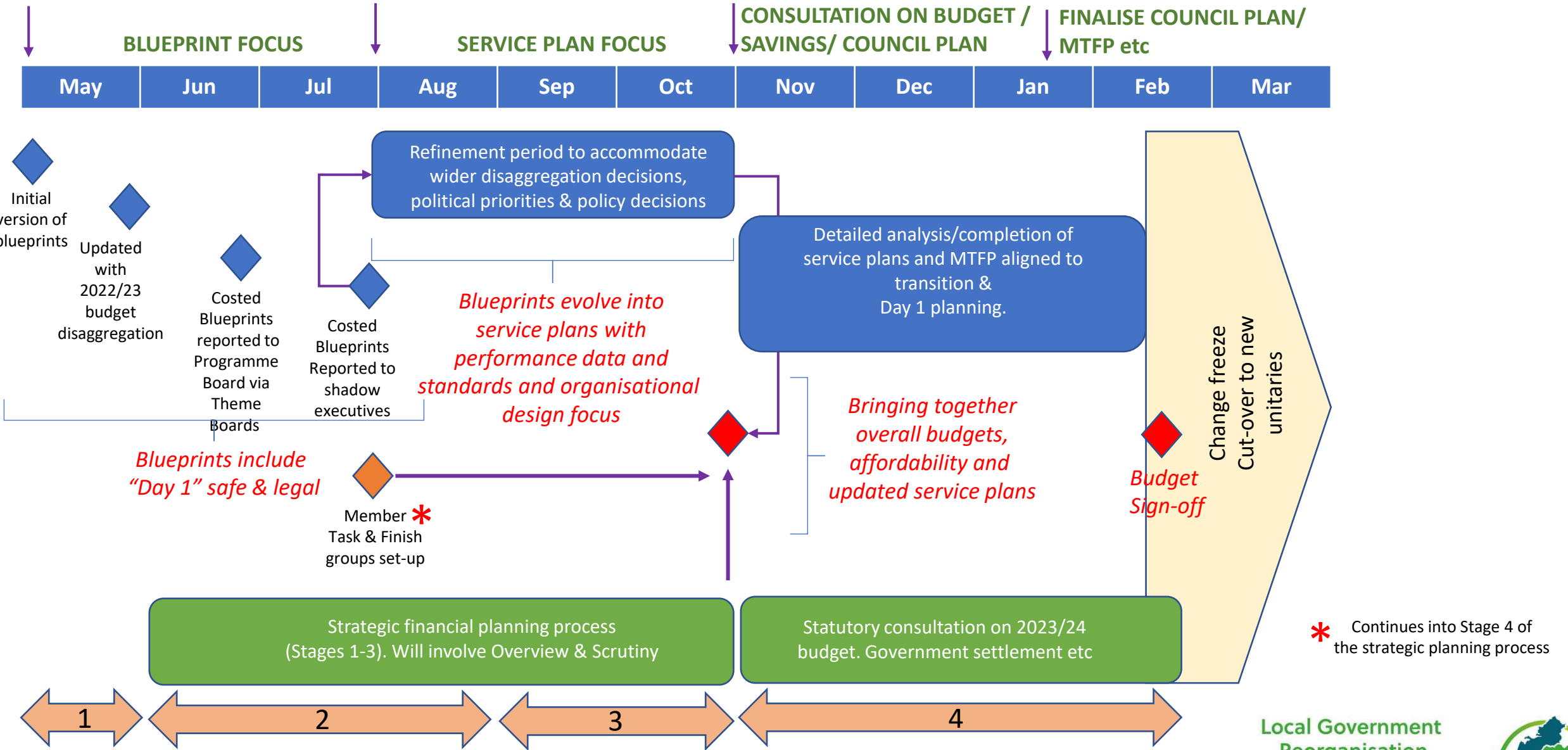


Implementation Phase – High Level Timeline

	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
	2022								2023			
Day 1 Readiness	Day 1 plans for Cumberland, and Westmorland and Furness refined and delivered (two plans with some joint and some specific requirements)											
Blueprint / Service Planning	Draft blueprints considered, refined, and adopted by Shadow Authorities			Discussion of draft blueprints and refinement of service plans through budget process								
Corporate plans / policies	Development of Council Plan and required Day 1 policies and plans, in tandem with budget process											
Organisational structure	Interim statutory officers designated	Recruitment of Chief Executives/ Senior structure options developed			Consultation and filling of structures to meet statutory requirements and operational needs							
Strategic Planning (other)	See next slide											



Blueprints, service plans and strategic financial planning



Strategic financial planning stages



Next steps

- The next steps in the programme will be to refine Day 1 plans, finalise the officer recommendations on options for Day 1 operation, and the development of draft Blueprints for Shadow Authority consideration.
- Preparations for operation of Shadow Authorities (Day 0 work) and vesting day (Day 1 work) including laying the foundations for future transformation will continue.
- The Implementation Plan will be kept under review, and progress reported to the new Shadow Authorities.
- The One Programme approach will continue – with two sets of plans developing overtime.