

BABERGH DISTRICT COUNCIL

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DCLG PATHFINDER BID SUBMISSION

WORKING DRAFT

DCLG Pathfinder Bid Submission
Working Draft

Pioneering an Innovative Three-Tier Model for Suffolk

“Seamless public services, shaped by the people and delivered in partnership”

A proposal from the following Local Authorities of Suffolk:

Babergh District Council
Forest Heath District Council
Mid Suffolk District Council
St Edmundsbury Borough Council
Suffolk Coastal District Council
Suffolk County Council
Waveney District Council

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CONTENTS

INTRODUCTION	3
Our Proposal – Actions and Outcomes	4
Indicative Financials	5
GOVERNANCE, LEADERSHIP AND ACCOUNTABILITY	6
Local Government in Suffolk: A New Vision.....	6
Why an enhanced three-tier model rather than a unitary ?.....	6
Key Elements	8
Government – Legislative barriers to explore with DCLG	10
Future Challenges for Suffolk	11
Enhanced three-tier and the larger urban hubs	12
SERVICE INTEGRATION	14
Service Reconfiguration	15
Procurement Law considerations	17
Legislative & Procurement barriers to explore with Government.....	17
<u>ANNEXES</u>	
ANNEX 1: “Suffolk Concordat”	20
ANNEX 2: Pathfinder Principles	21
ANNEX 3: Governance transformation – Immediate timetable	23
ANNEX 4: Case studies. Examples of potential new governance dialogue -	24
ANNEX 5: Service Integration – examples	27
ANNEX 6: Service Integration - Prioritisation approach	31
ANNEX 7: Performance Management Framework	36
ANNEX 8: Suffolk Speaks – Public consultation 2006.....	38
ANNEX 9: List of other consultees.....	40
ANNEX 10: Terms explained.....	41

Introduction

We welcome the recent Local Government White Paper 'Strong and Prosperous Communities', and its vision for local government. Many of the proposals in the paper provide the opportunity to build on and expand ideas that will deliver Suffolk's vision for the future. Our vision for local government in Suffolk is one that marries the proposals in the White Paper to the specific needs of Suffolk's diverse communities. Suffolk councils will lead their communities and co-ordinate wider public sector agencies to deliver improved outcomes for Suffolk that meet local need.

The following summarises why we, the Suffolk Pathfinder partners, believe our bid should be chosen for Pathfinder status:

- *The Suffolk Councils and partners are clear that work in this area is needed, whether our bid is successful or not. Prior to the invitation to bid, the Suffolk Leaders and Chief Executives' groups had established two workstreams both led by Chief Executive Officers, to focus on development of proposals on Governance and Service Integration.*
- *We recognise that the 'status quo' is not an option - citizens, communities and businesses ask and expect more from our services and the Comprehensive Spending Review 2007 will require us to now establish a major step change in working collectively and achieving significant efficiency gains for the coming years.*
- *We believe that we owe it to the people of Suffolk to rise to this challenge and that we are best placed to both redefine local government in Suffolk and develop service solutions that inform change elsewhere in the country and will provide a model for wider public service integration / governance.*
- *Through strong Councillor and Chief Officer leadership we have established an urgency and commitment to reshaping our models of **Governance** towards stronger accountability and leadership for place shaping, coupled with an approach to building greater **Service Integration** through unifying delivery for service users, integrating our service delivery mechanisms and sharing back office functions. This urgency, commitment and drive are necessary in order to achieve the real, quantifiable and major outcome changes needed in efficiency, quality and improvement over the next five years.*
- *All seven principal councils in Suffolk support this bid. The eighth, Ipswich Borough Council, is submitting its own Unitary Bid but even if successful has stated that it would like to work with us in our service integration programme. A number of our partner organisations have also expressed support for what we are trying to achieve.*
- *This document focuses on our local authorities in line with the Department for Communities and Local Government (DCLG) invitation to bid for 'Two-Tier' Pathfinder status. However, we recognise that in practice our model will be one of 'three-tier' design to accommodate both our interface with Central Government and our joint work with other partners and stakeholders, including Town & Parish councils, the NHS, Police, Job Centre Plus, Suffolk Development Agency, Learning and Skills Council and Suffolk's Third Sector.*
- *This bid sets out how we plan to take forward a transformation agenda for Governance and Service Integration and how we will act with appropriate due diligence in determining and establishing a pioneering three-tier governance model and a 'no one-size-fits-all' approach to service integration. Our direction of travel longer term is to extend this model beyond local government to wider public services within and beyond Suffolk.*
- *The 'status quo' is not an option and we hope that this bid is successful so that we can move our agenda forward collectively with DCLG to help shape evolving policies and legislation more rapidly for the improvement of Suffolk, our region and our country.*

Our proposal – Actions and Outcomes:

What we plan to do:	In order to achieve:
<p>Governance:</p> <ul style="list-style-type: none"> • Investigate the establishment of a single strategic body and seven locality (district) based bodies to develop a new system of governance within principal councils. • Explore the pooling of government grant for Suffolk through a single channel (the Local Area Agreement) to be allocated by the single strategic body. • Devolve decision-making to the appropriate level (both up and down). • Seek government approval to allow district councils operating alternative arrangements to have the ability to empower individual Councillors to carry out delegated functions. 	<ul style="list-style-type: none"> • Greater leadership for place shaping. • Stronger accountability. • Enhanced ability to reflect diversity in strategy. • Less confusion for service users regarding accountability. • Consistent local leadership across the county. • Increased partnership working. • Greater public involvement in decision-making. • Greater clarity and increased efficiency by relating lines of accountability to functions.
<p>Service Integration:</p> <ul style="list-style-type: none"> • Unify delivery for service users – physical co-location of a range of services. • Share back office functions – delivery of the same services between two or more authorities using appropriate delivery models including shared management and shared systems or merger. • Integrate our service delivery mechanisms – delivery of different services in an integrated manner. • Work with wider public sector service providers. • Re-engineer public access channels to meet customer need. 	<ul style="list-style-type: none"> • Efficiency and improved access for customers. • Optimum levels of service delivery, overcoming existing artificial barriers and boundaries. • Maximising use of resources and expertise leading to less duplicated working and increased efficiencies. • Integrated services providing efficiency and greater clarity for service users. • Greater service integration and efficiency gains. • Deliver better public access at lower cost.
<p>Our Pathfinder approach:</p> <ul style="list-style-type: none"> • Working in partnership with our councils and stakeholders to establish an 'enhanced three-tier' structure. • Develop a variable approach to very local level commissioning through Parish and Town Councils and community groups. • Develop a single performance management channel (the LAA) for Suffolk . 	<ul style="list-style-type: none"> • Evolution taking account of different cultures and processes rather than a 'big bang' change that impacts performance. • Recognises substantial diversity and character of Suffolk. • Maintains the dependency between urban and rural locations that are so intrinsically linked. • 'Future-proof' Suffolk to address and prioritise longer term issues. • Greater efficiency in managing performance for all stakeholders.

Indicative financials

Suffolk Councils have a strong track record of driving forward improvement and efficiency in service delivery, listening to Suffolk people and delivering better service for less. The Pathfinder presents a significant opportunity for Suffolk Councils to continue this work whilst meeting Comprehensive Spending Review¹ targets. Through the Pathfinder we will continue to generate further efficiencies to be channelled into cost control and enhancing front-line services across Suffolk.

Indicative efficiency savings targets across the councils are estimated in the region of £140m to £160m over five years based on the extrapolation of figures outlined in Service examples shown in Annex 5. These figures cannot be given as firm targets at this stage. More work is required to identify actual savings projections for the next five years.

Financial Year:	07/08 (£m)	08/09 (£m)	09/10 (£m)	10/11 (£m)	11/12 (£m)	Cumulative Total over 5 years (£m)
Aspect:						
Unified Service Delivery and Integrated Service Delivery mechanisms						
Ie, Physical co-location of a range of services, such as via the Public Service Villages (PSVs), and delivery of different services in an integrated manner, such as via Waste Partnership.	0.3 - 0.4	1.0 - 2.9	1.8 - 3.7	2.1 - 4.0	2.3 - 4.2	7.1 - 15.2
Shared Back Office						
Ie, delivery of same services between two or more authorities, eg, via shared HR / Finance / ICT, Revs etc.	7.5	9.4	9.5	9.8	10.0	46.1
Efficiencies programmes						
Ie, Pathfinder councils efficiency and modernisation programmes.	17.8	17.9 - 18.9	17.9 - 18.9	18.6 - 19.6	18.8 - 19.8	91.1 - 95.1
Sub-totals:	25.6 - 25.7	28.3 - 31.2	29.3 - 32.1	30.6 - 33.4	31.1 - 33.9	144.3 - 156.3
Analysis (based on low end of range, £m)	25.6	28.3	29.3	30.6	31.1	144.3
As a percentage of total local government expenditure in Suffolk ²	5.5%	6.0%	6.2%	6.5%	6.6%	6.2% ³

The above figures have been provided as a guide to potential areas of efficiency savings and in all cases are estimated and provisional. Significant due diligence on and refinement of these figures will be required as part of the analysis and design phases.

As well as service-related efficiencies, efficiencies would include a variety of internal savings programmes that could benefit partners, such as development of the Suffolk Councils' strategic role as an enabler and capacity building across local government Pathfinder partners in Suffolk.

¹ The Comprehensive Spending Review is due to report later in 2007 and will contain efficiency targets for local government.

² Based on 06/07 figures, total net budget requirement for Suffolk Councils was £469,117,288

³ Based on 06/07 figures, average percentage over 5 years

Governance, Leadership and Accountability

Local Government in Suffolk: A New Vision

"The two-tier is not an issue as long as we know how to rectify problems"
Suffolk Resident, December 2006.

Partners in Suffolk believe that elements of the current arrangements for local public services hinder partnership models of delivery. For example, the seemingly arbitrary division of functions between different tiers of local government; the muddle of accountability; duplication across the tiers. In Suffolk, we are committed to moving forward collectively to address this and establish an **'enhanced three-tier system'**.

Why an enhanced three-tier model rather than a unitary ?

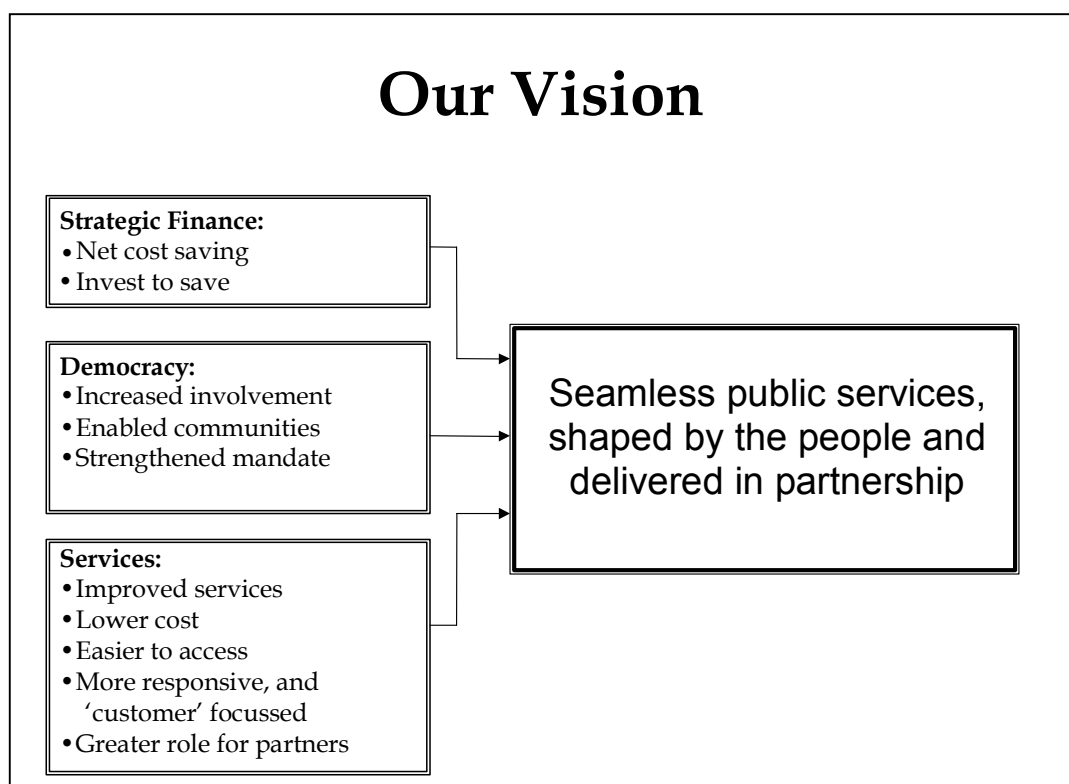
There is little doubt that unitary local government structures are administratively more convenient than two-tier from the officer point of view and simpler for Whitehall to deal with.

However, it has also become clear that within any sizeable unitary structure there is a need to 'reinvent' additional tiers to engage with local communities. In reality this means two sets of changes in moving from two-tier to effective unitary – the first is structural from two to one tier; the second re-creates the 'local' tier in order to engage with local communities. Such change can lead to high set-up costs as well as reduction in service performance. In Suffolk we already have the tiers of government, three in fact, necessary to deliver our vision – 'seamless public services, shaped by the people and delivered in partnership'.

In Suffolk we are interested in a process of evolution rather than revolution. The benefit of Pathfinder status would be to undertake a process of organic change as opposed to major structural change and the associated dip in performance. We want to bring together issues of service delivery and place and ensure that decision-making at all levels weighs these issues against each other. We need to balance the diverse needs of the different communities of Suffolk with the need to deliver cost-effective services tailored to local need.

Three-tier local government can have distinct advantages. For example, it allows smaller communities to have choice and flexibility over a number of local services through their local district councils, such as recycling, environmental services and community leisure facilities. Larger services such as education and social care services are managed by county councils. In Suffolk where there are a number of areas with different community issues, three-tier local government can provide the right balance of local working, whilst larger services are dealt with by the county who are able to lower costs through working on a bigger scale, whilst also preventing a 'postcode lottery' of these essential services across the county.

In Suffolk we want to reconfigure services and locality arrangements to meet current and future need. An increased emphasis on 'place' in service provision combined with the need for far greater cost effectiveness, means that we need to redefine what should be commissioned and delivered at what level and by whom. Pathfinder status will make this easier and quicker to achieve. Annex 3 outlines our proposed immediate timetable for taking this work forward after submission of this bid.



The current model of local governance in Suffolk does not allow for sufficient local variation in order to fulfil the potential of place shaping. It lacks a meaningful mechanism by which to devolve powers to a local level; accountability is divided in a rather piecemeal fashion between the county, district and parish councils; and leadership is vested in a number of overlapping and sometimes competing mandates. The challenge for the pathfinder model is therefore to build a model of governance that is able to combine a strong coordinated voice for Suffolk with local variation and clear and easy-to-understand access.

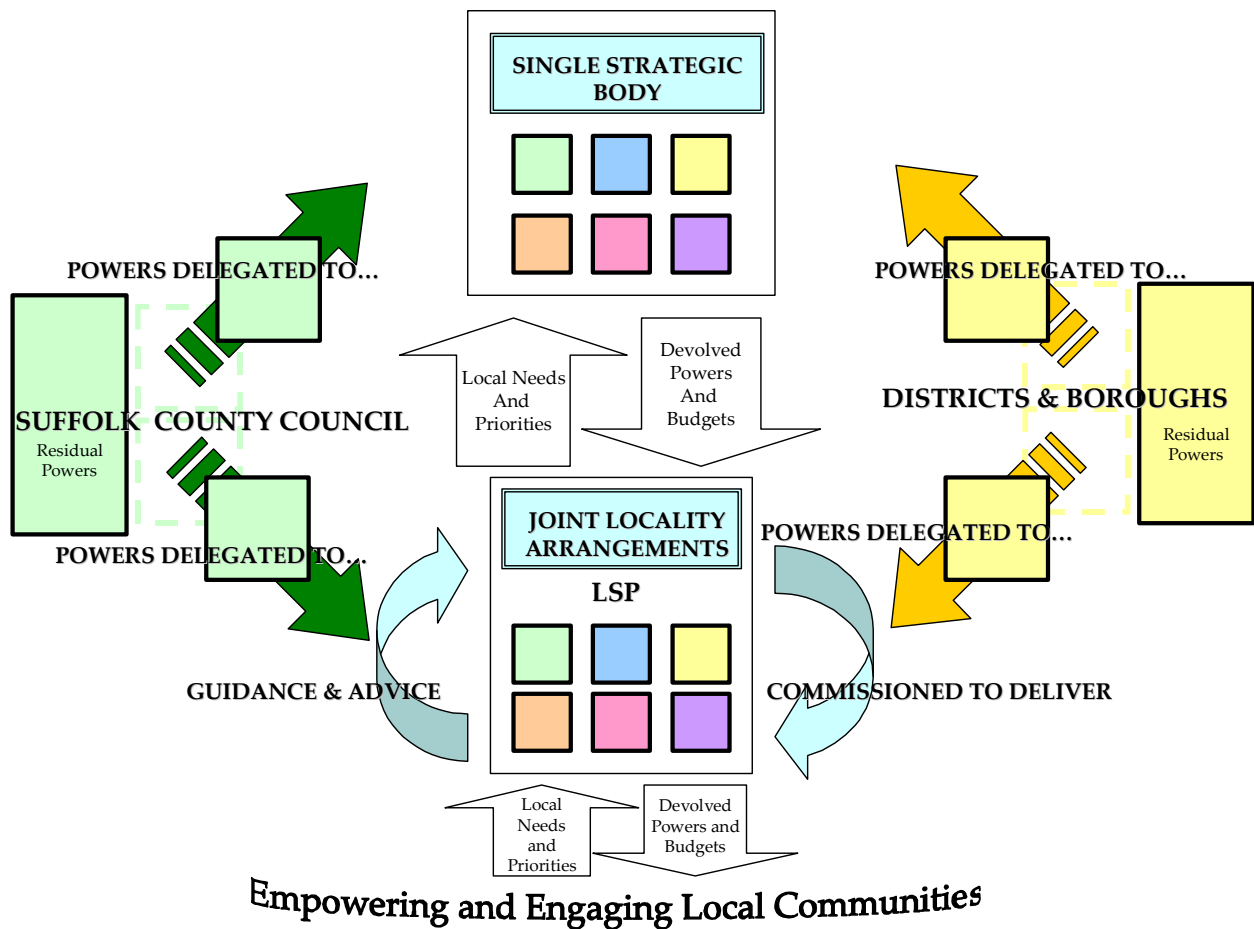
Our vision for the future of local governance in Suffolk is one in which:

- Every community will be able to have a greater say in the running of services.
 - Allowing, where possible, ownership or management to be transferred to local people, or on their behalf to a local social enterprise or voluntary group.
- Local people will have greater access to, and information about, their local representative, who in turn will have greater power with which to represent their local community.
 - Not only through the new 'Community Call for Action', but also through a clearly understandable, strong mandate and visibly devolved areas of responsibility.

- A new contract and alignment between the strategic level, district level authorities, and those that sit closer to the community can be forged.

At a broader level, and as explained in the key elements below, our model might look like this:

Principles of Governance



Key Elements:

1. The development of a single strategic body for the county based around the Local Area Agreement (see 3 below)

The local government 'core' of this body would comprise:

- District/Borough representatives (most likely their leaders) responsible for 'place'; and
- County Portfolio Holders responsible for service themes (e.g. Children and Young People).¹

¹ We will need to explore the weighting / voting arrangements for members of this body.

This will strengthen the decision making process giving districts and boroughs a voice relating to statutory countywide functions and also aims to avoid duplication of statutory roles of County Council Portfolio Holders.

Through this body we would seek to create a single place where the local government 'core' can contribute to community needs analysis, prioritisation and pooling of effort and budgets across public services in local government, other statutory sectors, and the third sector.

This new body would be responsible for:

- Setting the broad strategic direction for Suffolk (allowing for local variation).
- Convening the LAA (see 3 below) together with partners.
- Strategic accountability for integrating functions to deliver significant efficiency savings and that benefit from genuine economies of scale (procurement, consultation).
- Driving forward the integration agenda across local public services in Suffolk, and taking public services wider than public sector, for example, to include new emphasis on local public health and Suffolk's Children's Trust.
- Ensuring that local 'place' issues are brought in at the early stages of service planning.

2. The development of shared locality arrangements, initially across local government and potentially across the whole of public services in order to:

- Be the accountable body for all services and functions organised or commissioned at the local level. (There is a commitment that all (commissioning) service boundaries will conform with district/borough boundaries).
- Act as a bridge between the single strategic body and local communities, without which the gap between countywide elected representatives and local champions may be too great.
- Act as advocates of the communities that speak up for themselves and champions of the communities that do not.
- Strengthen the community champion role of locally-elected councillors.
- Empower local people and local communities and allow them to shape the decisions that affect their lives.
- Be based on the existing district or borough council boundaries.
- Consist of elected county and district or borough councillors in that area.²

3. Engaging local communities through the devolution of decision-making by:

- Creating an opportunity for parish or neighbourhood councils to take on greater devolved powers over community issues (such as potholes, local green spaces etc).
- Acting as the vehicle for community ownership of resources or facilities, where necessary.
- Ensuring primacy of 'place' in local decision making.

² This would need to accommodate those Councils operating 4th Option alternative arrangements

4. A renewed and enlarged Local Area Agreement would sit at the heart of this new model; Local Strategic Partnerships could serve as locality arrangements.

The LAA would:

- Become the 'single conversation' between central government (and its local agents) and Suffolk and the mechanism by which government grant and priority outcomes are channelled.
- Act as the mechanism between the single strategic body and locality arrangements to ensure local need informs strategic decisions and strategic priorities are delivered at the local level.
- Explore the pooling of budgets across local public services.
- Replace all existing performance management structures and become the basis for Comprehensive Area Assessment.

LSPs as locality arrangements could:

- Continue to develop as a mechanism for local community planning to develop the vision for the locality with input from all local partners to ensure joined up thinking and action on a range of local issues.
- Develop into a 'mini-LAA' between the single strategic body and the locality arrangements, whereby resources are devolved to the local level in line with strategic priorities and local need, and with clear agreement as to the outcomes that should result from the expenditure.

Our vision will involve the reconfiguration of most, if not all, local authority services and functions. Where appropriate, powers may be delegated upwards to a single strategic body. To balance this, there will be a strong emphasis on devolving powers and decisions to a district level locality arrangement, and where possible, very locally to the neighbourhood level. This means that local people will have a real say about the local services they receive and the decisions that affect their local communities. It will also mean that the role of the local councillor takes on a new significance, as envisaged in the White Paper. Annex 4 of this document provides a number of examples illustrating how the new dialogue of governance in our enhanced three-tier model might look.

Our vision includes extending this local accountability and devolution to existing plans to integrate services within Suffolk's Children's Trust and within the Adults and Healthier Communities Partnership in Suffolk. Working locally will not come at the expense of working across organisations to deliver services.

Governance - Legislative barriers to explore with DCLG

- Delegation of powers and spend to a strategic body:
 - The power for councils to delegate decision making to another body.
 - How would the other body need to be constituted?
 - Which would have legal primacy?
 - What would be the route for escalated discussion where we identify a specific power should be delegated but existing legislation states where it should reside?
- Government approval to allow district councils operating alternative arrangements

to have the ability to empower individual councillors to carry out delegated functions.

- New LAA and performance management framework:
 - Development of a new LAA to form a contract with Central Government.
 - Creation of a new performance management framework bringing together national, regional and local priorities with delivery through this new LAA.
 - Impact on existing regulatory and inspection frameworks in the transitional period to the new framework.
 - Implications on existing 'Star ratings', 'Direction of Travel' and 'Use of Resources' in the transition period.³

Future Challenges for Suffolk

Suffolk will face a number of significant challenges and opportunities over the next few years. These mostly relate to Suffolk as a 'place' rather than specific services. Part of the challenge for local government is to capitalise on these opportunities and provide genuine leadership for the local community. Our model puts 'place' at the heart of decision-making both at the local and strategic level and will put Suffolk in a much better position to meet these challenges in the short, medium and long-term. Outlined below are some examples of how our new approach will address some of these issues and improve outcomes.

Challenge	Improve economic competitiveness
Solution	<ul style="list-style-type: none"> - Stronger local leadership - Simplified accountability
Benefits of Suffolk Model	<ul style="list-style-type: none"> - Stronger powers to economic hubs to drive forward integrated growth agenda - Ability to move resources to focus on areas of greatest potential - Diversity of 'place' becomes a stronger element of policy making

Challenge	Increased diversity and demographic change
Solution	<ul style="list-style-type: none"> - Greater flexibility in service delivery - Move to a 'needs-led' model
Benefits of Suffolk Model	<ul style="list-style-type: none"> - Local communities have direct control over those services that affect their lives - Ability to tailor services to meet local need

Challenge	Balanced growth and a high quality environment
Solution	<ul style="list-style-type: none"> - Capitalise on dependency between rural and urban areas - Use the different characters of parts of the county as an asset
Benefits of Suffolk Model	<ul style="list-style-type: none"> - Balancing of aspiration and need at the strategic and local levels through the LAA mechanism

Challenge	Improving transport infrastructure
Solution	<ul style="list-style-type: none"> - Clarity of leadership
Benefits of Suffolk Model	<ul style="list-style-type: none"> - Suffolk Councils speaking with a single voice and negotiating as one

³ To include retaining flexibility for Councils to improve their existing 'Star rating'.

The benefits of our proposed approach have been reinforced by responses we have received to our consultation with stakeholders:

"A single 'strategic body' providing increased strategic direction and decision making on issues of countywide importance is also to be welcomed. Too often there seems to be competition rather than co-operation amongst local authorities and in a relatively small county such as Suffolk this cannot be good in the long run. We hope that this will apply in areas affecting planning, economic development and especially highways issues." Extract from letter from Federation of Small Businesses in response to stakeholder consultation, December 2006

Enhanced three-tier and the larger urban hubs

The Suffolk model puts the diverse nature of our county and the interdependency between urban and rural areas at its heart. Our rural and urban areas are fundamentally interconnected. Decisions relating to our urban areas should not be made without a profound understanding of the impact on the surrounding area, and vice versa. Our proposal will offer the larger towns in Suffolk the autonomy to create their own vision and objectives, particularly with regards to issues such as infrastructure, economic development, transport and housing. This would stretch beyond their current geographical area into neighbouring rural areas.

Our proposals accord with the findings in the recent 'State of the English Cities' report⁴ commissioned by the Government under the leadership of Professor Michael Parkinson. It is widely recognised as the definitive study on the economic performance of English cities and what will influence performance in the future. This states: "City-regional working is best encouraged through informal processes and networking rather than institutional change. The message from Europe is that structural change will not be worth the political time and effort."

Under improved three-tier working, a locality would have a clear mandate and the autonomy to set out its own vision and drive forward improvement. Urban areas such as Ipswich and Lowestoft would have greater opportunity to act as the economic driver for their communities.

As the county town, Ipswich also has a wider strategic role in relation to sub-regional development. It forms one of two urban growth nodes in the Haven Gateway (the other is Colchester). Ipswich is also one of six key towns within the Regional Cities East programme, aimed at exploiting collaborative advantage in addressing the challenges of accommodating growth in a sustainable manner. In addition, the development of the Waterfront and University Campus Suffolk in Ipswich; the expansion of the Haven Ports, growth of Adastral Park and 'Suffolk Innovation Park' and the potential major leisure attraction 'SnOasis' will contribute to the continuing economic growth of Suffolk.

Urban centres such as Lowestoft are shaped economically by both local and sub-regional influences. Such centres are key to driving economic growth in Suffolk. Ipswich as a functional urban area is key to driving economic growth in Suffolk not least because of its position as the county's main urban centre, but also because of its position as the location for a number of the county's biggest employers. However,

⁴ Parkinson M (March 2006) "State of the English Cities" ODPM

because the current administrative boundary around Ipswich is quite tight, most of the larger strategic employment sites lie outside the actual Ipswich Borough boundaries. Equally, if significant efforts were made to attract high-quality, knowledge-based jobs to the centre of town there would also be greater demand for high-quality, suburban housing, again much of which lies beyond the borders of Ipswich Borough.

We already know that much of the additional housing (32%) to be accommodated in Suffolk over the Regional Spatial Strategy plan period would be provided in the Ipswich functional urban area, the majority on brownfield land. We understand too, the correlation between high performing transport links and economic prosperity, as identified in the Eddington Study. Enhanced three-tier working would create greater freedom for urban hubs to take responsibility for infrastructure development and services to support new growth. In the case of Ipswich, for example, the need to grow beyond existing boundaries is critical and the powers for urban locality arrangements will need to reflect this."

Additional powers for urban locality arrangements could include:

- Infrastructure development within the wider area.
- Strategic economic development, extending beyond existing boundaries.
- Transport integration across key transport corridors.
- Housing development both within and beyond existing boundaries.

Our approach will simplify partnership arrangements to ensure the effective delivery of housing and jobs targets together with the necessary supporting infrastructure. Rather than promoting the separation of urban centres from their surrounding area it will facilitate local autonomy whilst allowing these centres full access to the benefits of countywide working.

Service Integration

"We don't care who does it providing the service is good"
Suffolk Resident, December 2006.

Public service delivery in Suffolk is undergoing major change. Annex 5 provides just some of the examples of service transformation areas. From the delivery of 'Every Child Matters' through to driving improvement in recycling. There are many success stories in the county; with some councils topping the Gershon 'charts'; amongst the highest rates of recycling in the country and three star Adult Care in a period of major reconfiguration. However, we recognise the need to step up a gear and increase both the pace and scale of improvement. By bringing together these service improvement and efficiency agendas through the enhanced three-tier model outlined above we have a significant opportunity to deliver more and more quickly than we would otherwise be able to do. As part of the Pathfinder bid we would like to explore the following:

1. Turn the current situation on its head and make integrated services the default position, initially across Local Government and other statutory partners, and potentially across local public services, essentially making the local authority the convenor of all public services with an interest in that local area. Following a rigorous assessment (see below) this could mean a wide range of services joined up or split across tiers and delivered on either a wider or a more local basis in order to deliver significant savings, improve efficiency, strengthen the democratic process and lead to a degree of democratic renewal. Where local discretion and variability is not an issue, efficiency and quality would become the major consideration. The aim of the integration of local public services will be to make services more accountable to local people, enhance flexibility and responsiveness.
2. Put the customer at the heart of everything we do in delivering individual services. Eliminate confusion and complexity for the customer both in asking for services and in enabling them to do as much as they want for themselves in arranging their own public services. Service integration removes the onus from the customer to know which council provides which service before they are able to access them. Seamless working across departments is not only a more efficient way of working internally but also provides a more comprehensive, *holistic* customer experience.
3. Put communities at the heart of what we do in developing the sense of place. Use local knowledge and local priorities to enhance the quality of the local area, making it a safer and more pleasant place in which to live.
4. Reduce costs. Understand what individuals and communities need and carrying out a fundamental process redesign of services in order to deliver that and improve outcomes whilst driving down unit cost as part of a major savings programme over the medium term. This would deliver cashable savings in order to meet efficiency targets and would go beyond this to release resource for reinvestment into preventative services.

We see these areas for investigation falling under the Service Integration workstream of the Pathfinder. Our vision, in line with the principles outlined in Sir David Varney's

Service Transformation report,⁵ would be to have a coherent, actively managed customer strategy across public services, operating to high quality standards and joined up across the public sector.

We acknowledge that because of the varying size of councils and the urban and rural settings they serve, no one form of integration or shared back office will fit all circumstances. We expect to see the continuation of specific inter-organisation partnerships that suit local circumstances. However, in determining the best form of integration and shared back office, appropriate due diligence and business case assessments will be developed that will determine the style of 'partnership' arrangements, for example authority-authority, authority with third-party commercial, authority-third party voluntary sector, or authority-statutory partner sector.

In order to develop these aspirations the Suffolk Chief Executives' Group has established the Suffolk Integration Group (SIG) to drive and maintain momentum in the identification and assessment of Service Delivery and Shared Service partnerships. SIG is chaired by a Suffolk Chief Executive on behalf of all Councils who each provide an officer representative to attend. The process by which SIG will prioritise and progress this work is outlined in Annex 6.

Service Reconfiguration

The drivers for service reconfiguration and devolution at first glance appear to be contradictory. A trade-off needs to be made between:

1. Delivery of more effective and responsive services through integration and localisation; and
2. Delivery of significant and credible savings through reconfigured and shared services, joint procurement and strategic needs assessment.

These apparent conflicts can be resolved through effective analysis of needs which begin with local aspirations, local assessments and local choices, and also take into account a longer term vision for the quality of life of the whole area. Services can then be strategically commissioned in a cost-effective manner but delivered through local commissioning wherever practical. This will include consideration both of economies of scale and the importance of local control and local identity so that a balance can be struck with services that require very local accountability but require low unit cost through economies of scale.

Wholesale service change will be based on:

- Local communities able to influence local decisions.
- Better integration of provision around vulnerable groups, eg, joining-up benefits, housing and mental health.
- More powers to shape and develop the commercial sector, for example in public transport.
- Better intelligence gathering, information management and needs analysis.
- Simplification of funding; the integration of local spending decisions.
- New ways of delivering government priorities and policies.

⁵ Varney D (December 2006) ["Service transformation: A better service for citizens and businesses, a better deal for the taxpayer"](#) HM Treasury, TSO

- Addressing the complexities of local government decision-making, leading to faster adaptation through innovation and best practice.
- An end to the current two-tier service arrangements where there are obvious benefits to doing so, for example highways and waste management.

The *principles* of service reconfiguration within improved three-tier working then, are to increase the capability of services to respond to both local need *and* efficiency pressures, without compromising either factor, and also to provide joined up, seamless services.

The reconfiguration of services must also acknowledge that the delivery of significant and creditable savings may involve devolution not down to a more local level but up to a more strategic level, beyond that of Suffolk. For example, planning is already underway to evaluate the benefits of commissioning Fire and Rescue Services from a single provider formed through a voluntary merger of two or more Fire and Rescue Authorities. A similar rationale could apply to complex, highly individualised but very rare cases occurring within Children's Services and Adult Services.

All areas of service delivery will be considered as part of the transformation process, such as front office, back office, direct services and corporate service. Just some of the possible areas of service for devolution and reconfiguration could be:

- Planning and Development Control: Local flexibility but linked to the retention of strategic planning functions by local government. Planning decisions could be made at the level beyond which they would have no impact. In broader terms, for example housing, a strategic body should determine the overall requirement but with local influence over scale and composition of developments.
- Community Safety: Not criminal law enforcement but the likes of Community Support Officers, Community Wardens, ASBOs. However, there should also be an emphasis on prevention, with the community able to commission various support services for local families, schools, and young people.
- Schools: Schools working together can more easily offer the full-range of 'extended schools' services which would embed them further into the wider community, contributing to regeneration and providing more integrated support for vulnerable groups. This will require new forms of community involvement in school clusters which go beyond the traditional concerns of school governors.
- Licensing, Environmental Health and Trading Standards: Elements of all of these are very local, such as noise pollution and pest control but other aspects would be best delivered at a more strategic level. There is real potential for service integration across the tiers of government.
- Recreational and Leisure Activities: This could include the management of public open spaces and playing fields, as well as a mixed economy of community and leisure centres.
- Waste Management: Although waste disposal should be delivered against nationally agreed criteria and procured strategically, there is a role for local communities in recycling, including the encouragement of it.
- Primary Health and Care Services: There is a role for the local tier in identifying needs and the commissioning of services.
- Social/Affordable/Very Sheltered Housing: Local communities should be able to allocate land for such development and/or take responsibility for delivering schemes. It may be appropriate for the local tier to define a lettings policy and also one for self-build schemes, as well as having powers of intervention in respect of disused properties.

- Culture, Heritage and the Arts: Local promotion and investment in the Arts and influence over use, extent and preservation of built and natural heritage
- Voluntary & Community Sector: Services may be commissioned locally from the sector but the local tier might additionally invest in and support the sector.

Procurement Law considerations (Services)

We need to explore how we can further coordinate and collaborate on common procurement activity. For example, we will consider the benefits of the councils forming a 'Central Purchasing Body' (as per Public Contracts Regulations 2006), to act as a joint contracting authority for all Suffolk Councils.

Contracts awarded jointly by the councils might offer *collective* best value for money; but not offer best value for money to *individual* authorities. Under the Pathfinder we would wish to identify and resolve barriers preventing individual authorities entering into contractual arrangements 'for the common good', even if such arrangements are not in that authority's specific best interests.

European Union procurement law will apply to many of the forms of collaboration and shared services, and certainly any option under which a private sector partner is involved. One specific potential constraint concerns authority-authority arrangements, where one Suffolk authority might provide services to another Suffolk authority. Such relationships must be established via competitive procurement unless the 'Teckal in-house exception' applies. Under European Court of Justice (ECJ) case law, the procuring authority must exercise control over the providing entity similar to that which it exercises over its own departments; and the providing entity must conduct the essential part of its activities with the controlling authority.

Under the Pathfinder, we will investigate options by which the single strategic body might exercise sufficient control that the Teckal exception would apply – allowing service delivery *between* Suffolk authorities without the need for competitive procurement.

Under the 'Stadt Halle' ECJ judgement, the Teckal exception cannot apply where there is any private sector involvement in the service delivery. An issue requiring legal guidance is whether any third-sector involvement in service delivery similarly negates the Teckal exception.

Services-Legislative & Procurement barriers to explore with Government:

- Service delivery options – partnership vehicles (eg, Limited Liability Partnerships, Limited companies, authority-authority).
- Potential for creation of a Central Purchasing Body (as per Public Contracts Regulations 2006) to act for the Pathfinder Councils.
- EU Procurement and Teckal & Stadt Halle exceptions.
- Policy drivers, differing timelines and specific grant conditions from a range of central government departments that act as a brake on fast progress and prevent pooled/shared budgeting for joined up better working.

- Capital funding leading to increased revenue costs on councils' ongoing revenue budgets.
- Longer term financial and budgetary planning, to alleviate the 'spend by end year' to avoid budget loss or reductions in the following year.
- Legislative barrier to information sharing – Local Government Finance Act 1992, use or disclosure of council tax data limited solely to council tax administrative purposes – even utilising principles of Data Protection Act (1998), councils are not able to invite the citizen to give consent to allow their data to be shared because the citizen does not have the power to override this statutory bar.

ANNEXES

ANNEX 1: The Suffolk Concordat

Suffolk Council Leaders state the following as a response to the possibility of Local Government Reorganisation plans mooted by Central Government:

- We do not believe that Ipswich Borough Council's pursuit of a Unitary Authority in isolation is in Suffolk's overall best interests. However we seek instead to work positively with Ipswich Borough Council towards a 'radical 2 tier' structure.
- That the present boundaries of Suffolk be maintained (as they relate to the District Council boundaries).
- That we will to drive down costs through more effective partnership working both between ourselves as Suffolk Councils and through cross county border working with neighbouring authorities.
- That we accept the principle of SCC devolving services and budgets to District Councils and that in turn District Councils would seek to work with Town/Parish Councils and LSPs to devolve services and budgets to them (if and as appropriate/desirable).
- The 'quid pro quo' of devolving services and budgets being that we seek to work together more effectively to share 'back office' functions such as legal services, asset management, communications, IT functions procurement, emergency planning, HR functions, etc.
- We would be happy to see District boundaries merge within Suffolk, if there is a strong business case for them (i.e. to achieve better/more cost efficient service provision) and there is an acceptance of/desire for this within the community.
- We will have a thorough review of all services and endeavour to end duplication where possible.
- That an effective 2 tier system can ensure that local LSPs are more properly engaged and that LAAs are focussed on local Suffolk, rather than national, targets.

July 2006

ANNEX 2: Pathfinder Principles

A Suffolk Pathfinder will aim to:

- ◆ provide strong and visible local leadership
- ◆ make local government more accountable
- ◆ transform local public services so that they can combine greater efficiency with greater responsiveness
- ◆ incorporate greater joined-up working, with formal partners, the third sector, and local groups and people.

To achieve this, as a model, it will:

1. Recognise the wider context of the big issues facing Suffolk which no one council can tackle alone
2. Build upon existing place-shaping and partnership working within Suffolk across all public services and the voluntary, community and business sectors
3. Using a variety of approaches, continue to drive down costs and improve quality and customer access through:
 - ◆ more effective partnership working, both between Suffolk Councils and agencies, and with neighbouring authorities
 - ◆ sharing 'back office' functions and integrating service delivery mechanisms where there is a strong business case to do so
 - ◆ unifying service delivery, with service users having no need to understand whether the county, district/borough, or indeed other service provider is responsible
4. Enhance the existing roles of frontline ward councillor and overview and scrutiny committees as champions of their local communities
5. Allow community empowerment and engagement to evolve naturally, within a framework that provides some minimum standards, rights and universal opportunities but, in the main, offers simple options for individuals and communities of place and interest to get involved on their own terms, facilitated by councils.
6. Propose a radical structure in Suffolk which meets the concept of 'virtual unitaries' envisaged in the White Paper and will be based upon two principles of devolution:
 - a) firstly, that the County Council will devolve certain responsibilities downwards to district/borough councils and Local Strategic Partnerships (LSPs) and, in turn, district/borough councils and LSPs will, where appropriate, work with town/parish councils and other local groups to devolve certain responsibilities to local communities; the aim being to achieve:
 - ◆ greater collaboration between complementary services currently delivered by different tiers of governance

- ◆ more joined-up decision-making, including involvement from Local Strategic Partnerships
 - ◆ more decision-making to take place at the local and very local level, facilitated by devolved powers to a locality structure
 - ◆ better value for money, more responsive and tailored services, and greater community engagement
 - ◆ more effective accountability arrangements so that people know who is responsible for what decision;
- b) secondly, that the County Council, district/borough councils and LSPs will devolve certain powers upwards to a single strategic body for Suffolk, based around the Local Area Agreement and with democratically elected representation from each of the principal authorities, which will provide coherent leadership for the people of Suffolk on county-wide issues.

ANNEX 3: Governance transformation – Immediate timetable

The broad governance proposals contained in this document describe the state of current thinking and outline how we propose to take this forward after the bid is submitted to Government on 25th January 2007.

Should the pathfinder bid be approved, any detailed proposals will be subject to extensive internal and external consultation prior to ratification by the pathfinder partner councils.

Decisions on new structures of governance will need appropriate time for full debate with all councils and with relevant stakeholders. This is especially relevant for parish and town councils that will want to understand and help shape the proposals, in accordance with their own ambitions and capacity.

In order to maintain our good collaborative working relationship amongst our partners in moving this agenda forward, we need to progress this work in an open, collective and structured way. We therefore propose to undertake the following activities immediately after submission of the bid:

Immediate Timetable	
Date	Activity
25 th Jan 2007	<ul style="list-style-type: none"> Deadline for this bid to be with DCLG.
Feb – May 2007	<ul style="list-style-type: none"> Identify a process to agree councillor nominations to a single cross-tier, cross-party Working Group to review, debate and help shape both the Strategic and Locality model proposals for Full Council approval. Officer Drafting Team mobilised, reporting initially to Leaders and Chief Executives. Working Group membership refined to include appropriate wider representation (eg, Parish, Police). Discussion documents with detailed options produced for new Governance Model. Initial feedback from DCLG as to the status of this Pathfinder bid to inform ongoing work.
May 2007	<ul style="list-style-type: none"> Council elections. Appointment of councillor representatives to Working Group.
June 2007	<ul style="list-style-type: none"> First meeting of Working Group to consider draft proposal. Plan for progression of proposal in September 2007 through all Pathfinder Full Councils and relevant partner approval authorities.

ANNEX 4: Example case studies

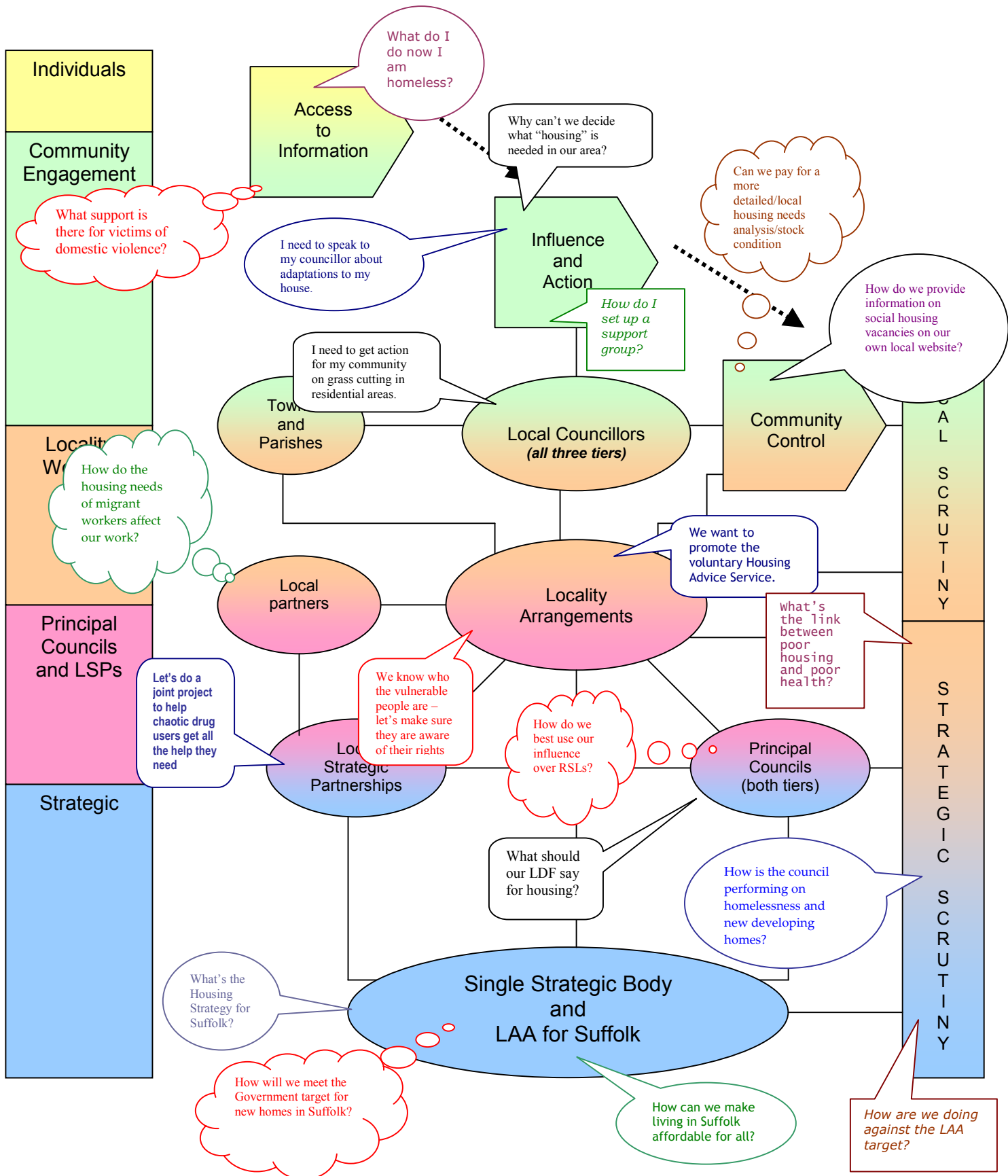
Suffolk Pathfinder:

* A new shape for the dialogue of governance
Case Study: Fire and Rescue Services

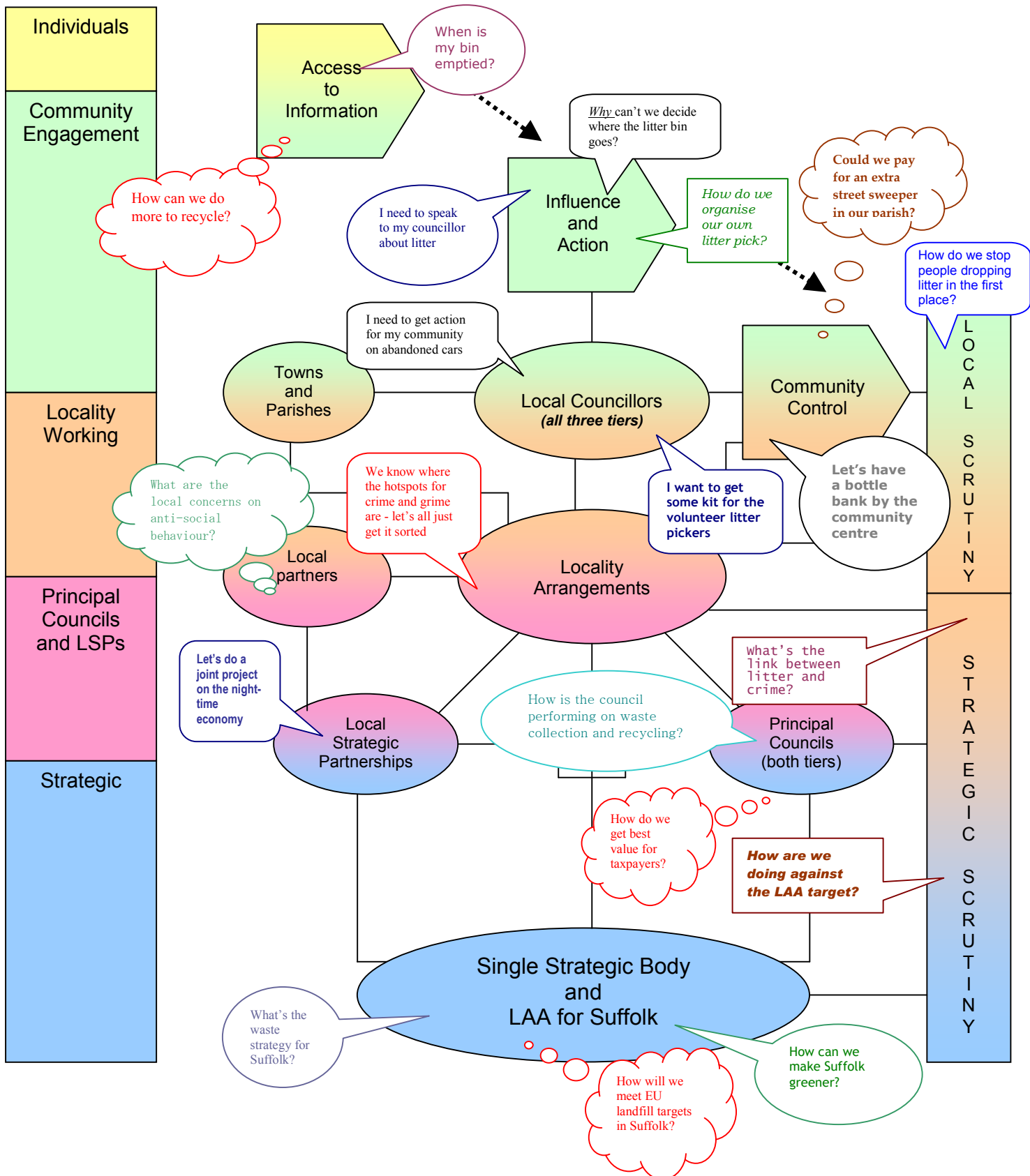


* Planning is underway to evaluate the potential benefits of the top tier Single Strategic Body commissioning Fire and Rescue Services from a single service provider formed through voluntary merger of two or more Fire and Rescue Authorities.

Suffolk Pathfinder:
A new shape for the dialogue of governance
Case Study: Housing



Suffolk Pathfinder:
A new shape for the dialogue of governance
Case Study: Waste, recycling and cleansing



ANNEX 5: Service Integration – existing examples

Unified Service Delivery and Shared Back Office

Suffolk's local authorities are committed to providing responsive and easily accessible local services. They have already made significant progress in developing partnerships both to reduce costs and to provide improved services. Below are examples of the wide range of schemes already in place:

Public-Public Partnerships

A partnership between St Edmundsbury BC and Suffolk CC is establishing a Public Service Village in Bury St Edmunds that brings together their offices, along with other public sector organisations, to share facilities, unify services and improve customer access. Among the issues being tackled are the convergence of systems and processes, new interfaces between IT systems and a common culture. The efficiency savings are estimated to be £0.7m p.a for the two major partners alone. A similar Public Service Campus is being developed in Lowestoft to provide a shared facility for Waveney DC, Suffolk CC, and the Centre for Environment, Fisheries and Aquaculture Science (part of Defra).

In 2003 Forest Heath and Breckland Councils joined to create the Beacon Award winning Anglia Revenues Partnership (ARP) to provide Council Tax, Non Domestic Rates and Housing Benefits services to the residents of both districts. The original business plan estimated a staff saving of approximately £0.16m against the original separate staff budgets. In fact by the time that the shared structured was recommended and approved by the joint committee the savings seen were in the region of £0.17m between the two authorities. The majority of savings though have come from the economies of scale of sharing accommodation and IT as well as rationalising management and sharing specialised roles across the two authorities. In addition to these savings it has been possible to absorb changes to the benefit scheme such as pensioner tax credits and increased caseloads with no additional staff resources. Specifically there has been a 6% saving on running costs despite an 11% increase in benefit workload. As well as the cost savings the partnership has delivered significant performance improvements, for example Forest Heath's average time for processing new claims has steadily dropped - from 50 days in 2002/03 to 15 days 2005/06. The Anglia Revenues Partnership is the only partnership of its kind in the country and has now attracted a third member in East Cambridgeshire District Council set to join in 2007. The ARP has also seconded staff to provide assistance with backlog work and general support with Academy systems to other authorities including; North Norfolk, South Norfolk, Fenland, Babergh and an authority in Cornwall.

Public-Private Partnerships

In 2004 Mid Suffolk DC, Suffolk CC and BT established a joint venture company, CSD (Customer Service Direct). This provides shared back office facilities and unified customer access through a 'deep front-office'. A significant number of processes have been automated so that they can be processed or initiated in 'real-time' without referral to back-office staff. In addition, all the HR, ICT and Finance services, including revenues and benefits, are provided through this partnership. The combined efficiency savings from developing unified service delivery and shared back office over the ten years of the partnership are £66m for the County Council and £5m for the District Council. Other efficiency gains have been made through the automation of services. For example, the Student Support Team (dealing with student loan applications) can now process nearly 10,000 applications within the 30-

day time limit, some on the day they are received. It is now so efficient that it offers a service to other local authorities struggling to meet their deadlines.

Public-Third Sector Partnerships

In 2005 a Partnership Accord was signed between Customer Service Direct Limited (CSD) and Citizens Advice (CitA). This Accord sets out, at a national level, a framework for CSD and Citizens Advice (CitA) to work together to improve the delivery of access to government services in Suffolk. In particular the organisations share the aim of combating social exclusion. The Accord acknowledges that the national Citizens Advice organisation cannot enter into agreements on behalf of local Citizens Advice Bureaux (CAB), but will provide information and support to local bureaux on working with CSD in accordance with the principles set out in this Accord. The Accord provides a framework for the development of local agreements between CSD and local Citizens Advice Bureaux. Such local agreements might include development of referral protocols, shared training, co-location and the development of service level agreements to reduce duplication and maximise the distinctive nature of voluntary sector service offerings. As part of this work locally, an outreach information centre will open in January 2007 for members of the public in Needham Market to be able to contact Stowmarket CAB from the reception area at the Needham Market CSD Service Centre. This will widen the reach of CAB with little extra cost.

Aligning customer services

The Navigator Centre in Lowestoft Library is a pilot project providing information and assistance on all Waveney DC and Suffolk CC services. It brings together service centre staff from both organisations who are cross-trained so that they can deal with enquiries across both organisations. The one-ipswich Customer Services Centre in Ipswich provides a similar walk-in centre for Ipswich BC's services which are co-located with customer service staff for Suffolk CC, Mid Suffolk DC and the Suffolk Constabulary.

Facilitated access

Children's Centres provide an important hub for services to young children and their families. 12 have already been established in Suffolk, growing to 35 by April 2008 and, dependent on future government funding, more are expected to open by 2010. Their main purpose is to provide services for children under five and their parents with multi-agency, multi-professional teams supporting their health, education and wellbeing. Reception staff are trained to help parents gain access to wider services for families and, where a specific need is identified in an area, special arrangements are made to help with access to services. This includes, for example, speedy access to Lone Parent Advisers, housing advice and, in one centre, accident prevention services to reduce A&E referrals.

Sub-Regional Planning

The county council is already working closely with Ipswich Borough Council and the other district councils with land in the Ipswich Policy Area (Babergh, Suffolk Coastal and Mid Suffolk) as a sub-group of the Haven Gateway Partnership. Officers and councillors are working together to identify and evaluate strategic priorities for housing, employment, transport and other infrastructure across the four local government areas, which will form Suffolk's contribution to the Haven Gateway Framework for Growth sub-regional strategy and investment plan.

Developing Integrated Services

Adult and Community Services

Adult and Community Services in Suffolk have been designed to create an integrated service for adults to receive both eligible care services resulting from assessment, and for a range of new community services which incorporate existing information, library and learning services and the development of new services relating to employment, public health, leisure, culture and shelter. These latter service development areas provide a direct link with services delivered at district level and offer the opportunity of some service integration along 'themed' lines (for example, independence, wellbeing, care and housing service) where two or more organisations are delivering services together. This integration could bring teams from local government, the NHS and third sector together into a common framework. The access and assessment service is being fundamentally reengineered to provide a single service that enables much earlier intervention, self assessment and delivery, and proactively targets services to specific groups of people.

Children and Young People's Services

Under the guidance of the Suffolk Children's Trust Partnership, front-line services for children and young people are being brought together to deliver a locally-based integrated service. This integrated service will support the county's 18 community clusters, working alongside schools, Further Education colleges, Children's Centres and other local organisations. The integrated service will bring together education, social care, health, youth offending, early years and integrated youth service professionals.

This approach provides parents and children with a single route into support services through a common assessment framework and a lead professional who can manage their case, providing easier access to a range of specialists.

Waste

The County Council and all the District Councils are working together to strengthen the Suffolk Waste Partnership. Supported by external consultants and funded by the DEFRA Waste Improvement Programme (WIP) the Suffolk Waste Partnership has evaluated a wide range of options against a list of shared business drivers. The consultancy identified three partnership models all of which would to varying degrees, strengthen the existing arrangements. The three models that are going to be worked up and evaluated in more detail are:

- Formalised current arrangements where the partnership has a formal constitution with legal status
- An integrated recycling, treatment and disposal group
- Integrated waste management group

The Waste Improvement Programme consultancy suggested that the greater the degree of integration the more substantial the potential savings across the whole partnership. The baseline cost for Suffolk's waste is around £50m with, according to the DEFRA funded consultancy carried out by Environmental Resource Management (ERM), potential savings ranging from £0.8m to £2m per annum achievable depending on the model chosen. The Suffolk Waste Partnership is working with another WIP funded consultancy to evaluate and work up the options in detail and a decision on which partnership model to adopt is expected in the summer of 2007. Whichever partnership model is adopted, the Suffolk Waste Partnership will seek to ensure that accountability at a local level is sustained.

Culture

Culture's strategic position within the county's long-term vision is vital. The cultural sector in the county is served by a combination of public, private and independent sector cultural providers, and plays a significant economic and social role in our county. A Strategic Cultural Trust is being established to incorporate voluntary and community sector cultural organisations – a model recognising that public sector alone cannot create the cultural vision for sustainable communities.

Legal Services

The 'Doing Business Better' legal services initiative has brought together the legal services of the eight Suffolk Councils to reduce costs, improve the quality of legal services and make best use of expertise. Working with an independent project manager, a programme has been implemented which includes joint procurement and in-sourcing, inter-authority services, development of a virtual expert team through cross-training, shared expertise and on-line advice and matrix management. The scheme has been highly successful and the Regional Centre of Excellence has agreed to provide match funding for a number of further developments. Gershon efficiencies of around £0.25m were made in 2005/06.

Play Strategy

The County Council is required to have a strategic Play Strategy, whilst district/borough councils are expected to make play provision, backed by a local strategy. These responsibilities have been brought together into a Suffolk Play Strategy supported by all Councils, which is supporting the district/borough councils in securing £1.6m funding for play from the Big Lottery Fund.

Countryside Recreation Sites

The County Council is undertaking a review of its recreation sites and wishes to explore with District Councils and other organisations the possibilities of transferring the service and managing sites in the future.

ANNEX 6: Service Integration – Prioritisation approach

Process for Service Integration

The Suffolk Chief Executives' Group (SCEG) has established two multi-council mechanisms that focus on proposals for a new Governance model and developing a Shared/Integrated Services Programme. The Suffolk Integration Group (SIG) has the following remit and is chaired by a Suffolk Chief Executive on behalf of all Councils and with each Suffolk Council represented at a senior officer level:

- Scope the current matrix of local authority shared services or service delivery partnerships in Suffolk.
- Establish criteria for identifying and assessing new shared service opportunities.
- Identify options for a delivery model.
- Prioritise the opportunities for shared services, based on a robust Business Case (including Benefits Realisation and cost implications eg tax base), as follows: short term (next 12 months); medium term (next 2 years) and long term (next 5 years).
- Consider the implications for longer term convergence of services to provide future opportunities for joint procurement.
- Identify the project management requirements – resources/risks etc.
- Report back to the Suffolk Chief Executive Group with proposals.
- Develop clear and specific objectives for each project.
- Identify and support project manager and project teams for each project.
- Overview Programme Management for Implementation.

The Suffolk Integration Group (SIG) will help drive and maintain momentum in the identification and assessment of Service Delivery and Shared Service partnerships.

The general methodology for service prioritisation is shown below.

Approach

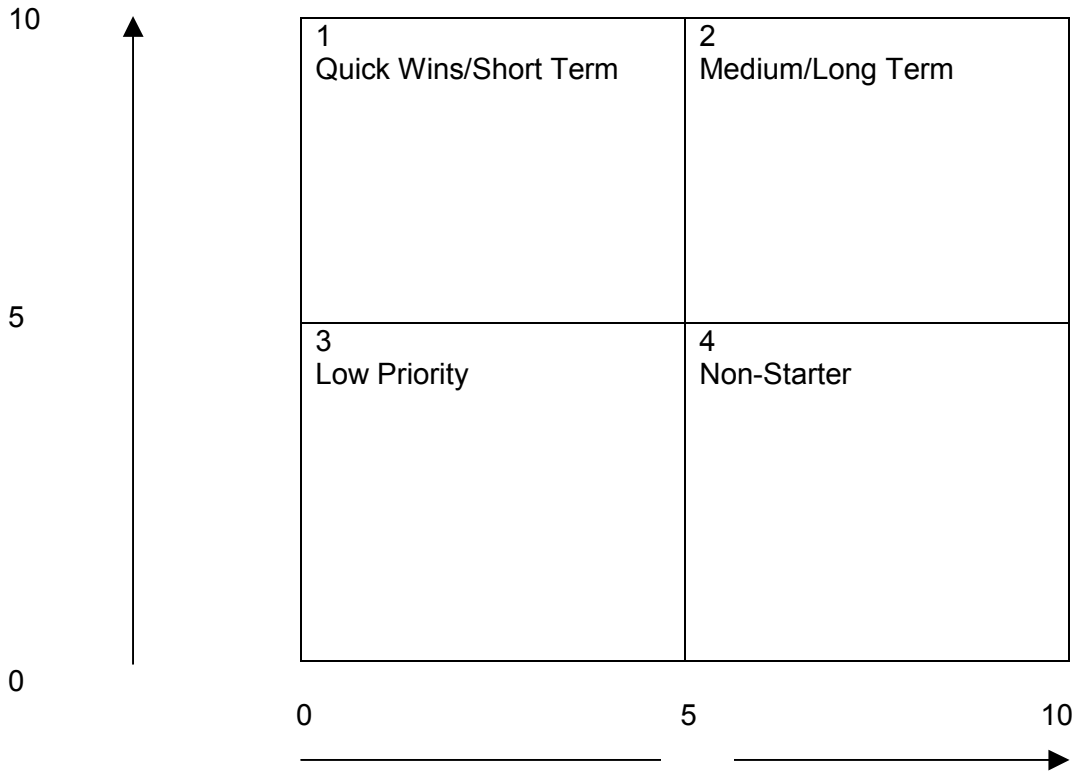
Individual Partners plot their services on the grid below in relation to barriers and benefits to their organisation in participating in a shared service arrangement. Services are rated in terms of the grid scoring below and categorised into Unified Service, Back Office and/or Integration.

As a group, SIG brings the grids together to consider commonality by using a master grid. The evolving SIG list of services is shown in the table below.

Services that appear in boxes 1 and 2 can be considered as a possible shared service project.

BENEFITS

Benefits realisation (£ or service improvement)
Added value



BARRIERS

- Lack of Political Support
- Degree of Complexity
- Lack of organisational commitment

Work is underway to identify those back office functions that are capable of being brought quickly together on a shared or procured basis to deliver efficiency savings, and an indicative list of our services is listed on the next page.

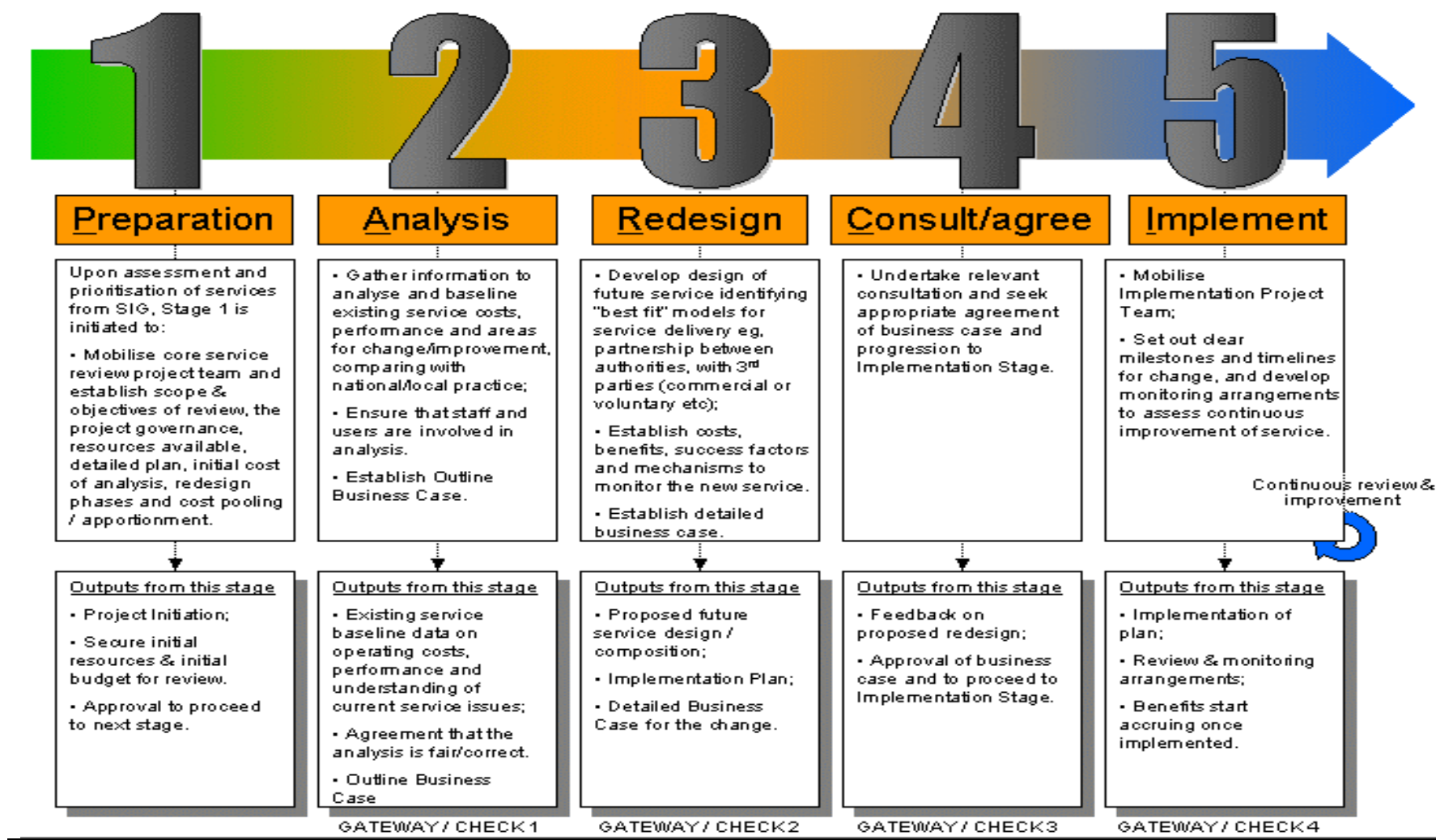
However, we are keen that the partnership does not enter into long-term commitments so quickly that more considered options that would bring deeper and broader integration are excluded. The SIG team is therefore developing business cases for the more straightforward shared services over the next few months, alongside detailed scenarios for more extensive projects that would lead to substantially greater integration of a range of related services. The business cases for these scenarios will be developed over the next six months.

Example SIG service/functions list (evolving draft, 13Dec06):

The following is not a definitive list but one that is evolving through the Suffolk Integration Group.

Accommodation services Accounts Administration Adult Learning Adult Safeguarding Archaeology Archives Arts Services Assessment and Signposting Asylum Seekers Support Audit Building control CCTV Child and Adolescent Mental Health Services Child Health Children and Families Support Children's Centres and Sure Start Commercial Services (including procurement and traded services) Communications Community Development Community safety Consultation Corporate development (communications) Corporate Parenting Corporate records management including Freedom of Information Country parks and Countryside Services Countryside Recreation sites Cultural Services Customer services Democratic and Committee Services Development Control Drug and Alcohol Advice Services Early Years and Childcare Economic development, regeneration and tourism	Electoral services Emergency Planning Supported Employment Environment (including coastal erosion, conservation, AONB, SSSI) Environmental protection Extended Schools External Funding Facilities Management Finance Fines and Charges Fire and Rescue Fleet Management Forward planning Grants Health and safety Health improvement & equalities Highways maintenance Housing (Very Sheltered Housing) HR ICT Independence Services for Vulnerable Adults Internal audit Land charges Legal services Leisure Facilities Libraries Licensing Looked After Children Meals on Wheels Mental Wellbeing of Adults Museums and Art Gallery Parks / Public Spaces Performance Management Picnic sites Play Policy Primary and secondary schooling Printing	Private sector housing service Procurement and Commissioning Property services Public Access Public Health Public Rights of Way Recycling Registrars and Coroners Residential Services for Adults Revenues Risk Road Safety Safeguarding (Child Protection) Social Inclusion & Diversity Special Educational and Additional Needs Sports Development Strategic housing Strategic Planning - roads, rail, infrastructure, logistics Street Lighting Street scene management Substance Misuse Support to Carers Teenage Pregnancy Trading Standards Traffic Management Traveller Services (also under Social Inclusion & Diversity) Waste Disposal Wastes management Welfare Rights Youth Offending Youth Services
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Once the SIG prioritisation process outlined above identifies potential service initiatives to take forward, the following generic 5-stage process can then be undertaken:

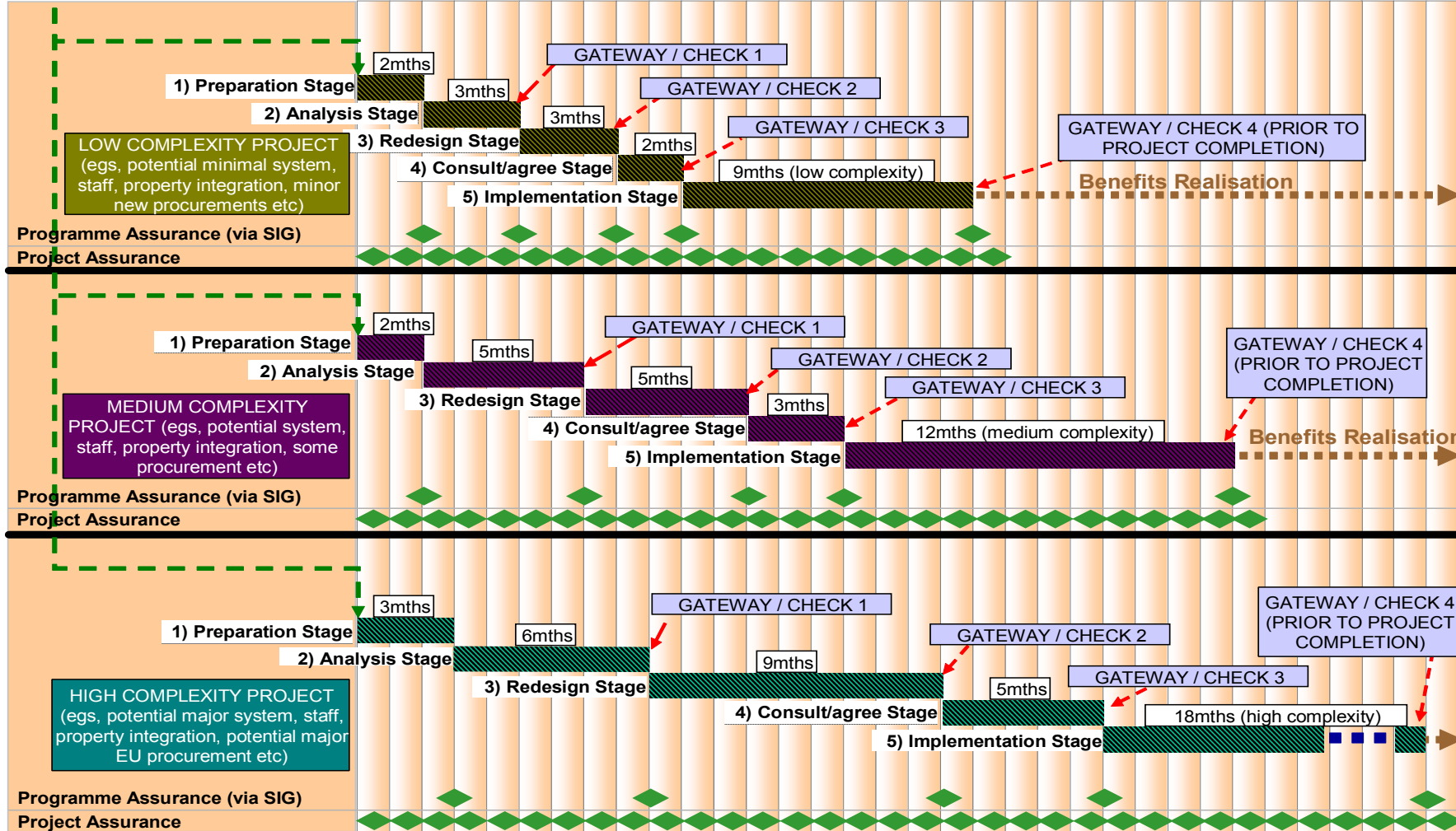


Because service transformation projects will vary in complexity and using the above staged approach, an example of potential timelines for individual projects are shown below:

IMPLEMENTATION TIMESCALES DEPENDENT ON COMPLEXITY OF SOLUTION, THREE EXAMPLE TIMELINES ARE BELOW

SIG assessment & prioritisation initiates a Review (reviews can be undertaken in parallel subject to availability of resources)

MONTHS: +1 +2 +3 +4 +5 +6 +7 +8 +9 +10 +11+12 +13 +14+15 +16 +17 +18 +19 +20 +21+22 +23 +24 +25+26 +27 +28 +29 +30 +31 ... +41+42



ANNEX 7: Performance Management Framework

The (pathfinder) performance management framework (PMF) will bring together the national, regional and local priorities into one delivery and measurement / measurement framework, with delivery through the Local Area Agreement.

The successful pathfinder authorities will need agreement from central government and all inspection and regulation agencies to opt out of the existing regulatory and inspection frameworks from the start of the pathfinder to make sure we reduce the burden of performance measurement and reporting and eliminate reporting duplication (unlike the current LAA situation).

However, opting out of the current regulation and inspection frameworks in order to pilot a new national framework will leave the participating authorities and bodies exposed to reduced 'Star', Direction of Travel and Use of Resources ratings under the existing statutory regulation and inspection regimes due to failure to comply with baseline information and data.⁶

For example, Best Value Performance Indicators are used as the foundation for Use of Resources, Data Quality and Corporate Assessment under the Comprehensive Performance Assessment framework. There is a statutory requirement, for example, to annually publish BVPI outturn data. That information in turn feeds into the data set which informs inspection and basis for judgements on Value for Money measured against other authorities and nearest neighbours.

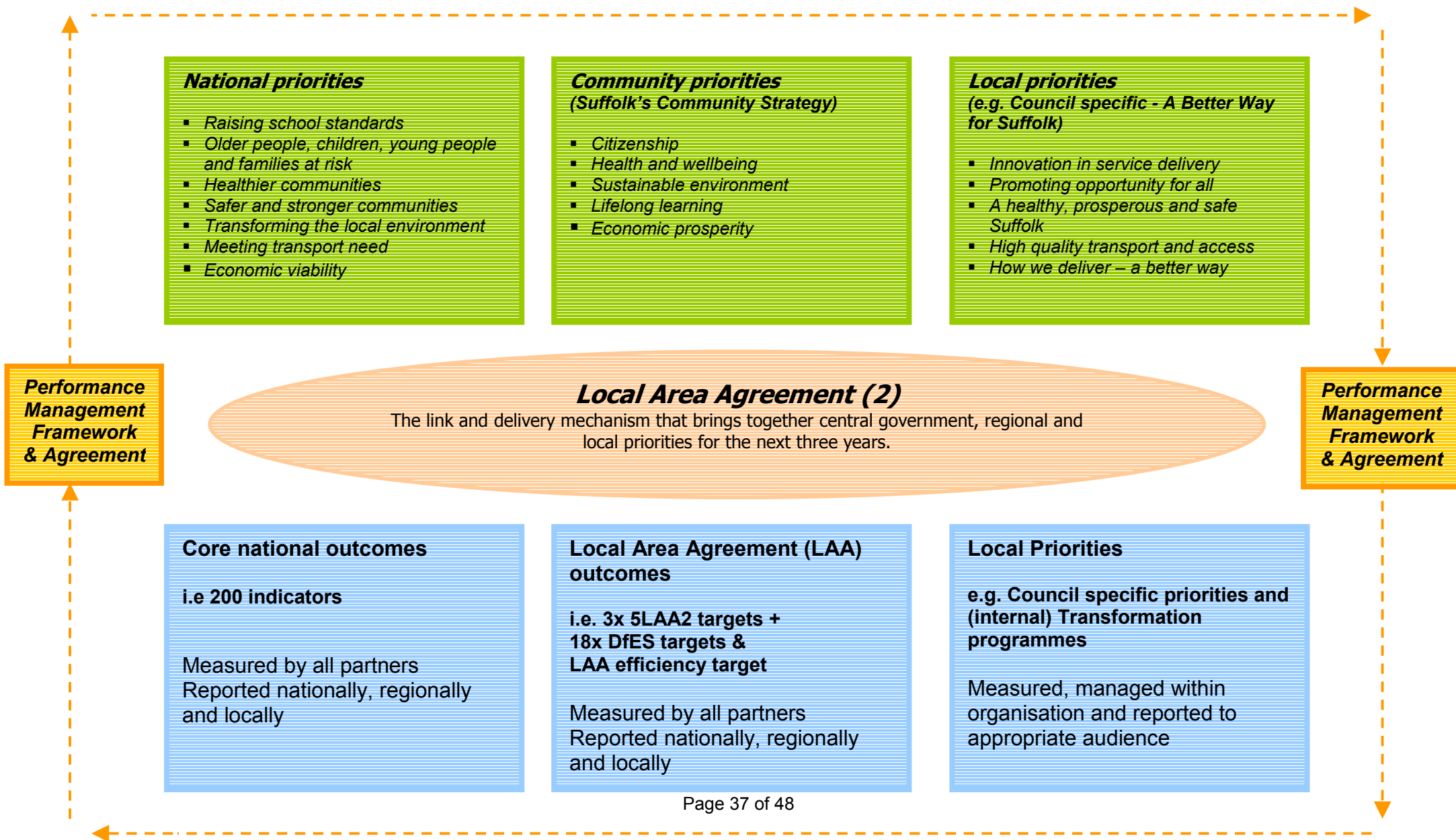
Therefore we will need agreement with central government regulatory, inspection agencies and bodies, as to what the information, targets and basis upon which they will base assessments and inspections are, prior to the publication of the new two hundred core indicators referred to in the Local Government White Paper.

Co-operation from the relevant agencies and bodies in the development of a (pathfinder) PMF will be able to inform and support the development of the new national performance framework outlined in the LGWP and due to come into effect 2009/10.

In addition the new PMF will inform the methodology for the proposed Comprehensive Area Assessment.

⁶ There will be a need for Councils to retain flexibility to seek to apply for an upgraded 'Star rating'.

Performance Management Framework - Drawing together national, regional, and local priorities that are delivered, measured and managed through a common, shared performance framework.



ANNEX 8: Suffolk Speaks – Public consultation 2006

Methodology

Opinion Research Services were commissioned to undertake seven focus groups with Suffolk residents between 2nd and 5th December 2006. There was one focus group held in each district, specifically in Felixstowe, Ipswich, Hadleigh, Kedington, Eye, Beccles and Mildenhall.

The key themes for discussion were:

- Sense of identity
- Perceptions of councils/councillors
- Democracy and accountability
- Levels of interest in local government reorganisation
- Community engagement

Main findings

Strong sense of local identity

Many residents, including those that 'identify with' the county, were unaware of the names and locations of the constituent districts of Suffolk. However, they did identify with their own district. People tended to identify mostly with their villages or towns without excluding the county as a place of identification. Some felt detached from the rest of their district or the rest of the county.

- *'Suffolk is very big and spread out - there's no central point – with completely different needs – the coast, the urban areas and the countryfield areas'*
- *'I identify with Suffolk and Hadleigh – both of them'*
- *'We feel separated from St Edmundsbury – like a distant satellite'*

Perceptions of councils and councillors

Generally, residents mentioned their District/Borough Council as their 'local council'. In some areas they related more to their town or parish council, whilst recognising their lack of power. There was some confusion over the differences between the different layers of local government. Generally, only a minority of residents were aware of their local councillors but they were more likely to know their District/Borough councillors than their County Councillors.

- *'The town council is also here – and they can be very helpful – but they don't have a high profile or much power'*
- *'What's the difference between Babergh and the town council? I cannot distinguish between the two'*

Democracy and accountability

Residents rated their councils as more accountable than other public bodies such as the Police and Fire Authorities, PCTs and the regional health authority.

- *'Councils face election and are more responsible, but you have no control over the others'*
- *'I don't know about the other [police/health/fire] authorities – how do you get to be there?'*
- *'We have a right to know where the money is going'*

Local government reorganisation

Residents' dominant priorities were that they should have a 'local' council but they tended to accept rather than challenge the two tier structure. The quality of the services was more important than the structure. People were sceptical about potential reorganisation, in particular feeling that it may lead to increased costs and bureaucracy. However, they felt that more clarity and less duplication were the key factors to be addressed if there is to be any reorganisation.

- *'Local government has to be local'*
- *'Centralisation would favour the strongest groups, and make [us] subservient - I like the split that we have got – its partly strategic and partly very local'*
- *'You have to have an appropriate size authority – Felixstowe cannot deal with sea defences'*
- *'We don't care who does it providing the service is good'*
- *'The more things are lumped together the more anonymous they seem – we want to be able to talk to people who know what is going on'*
- *'The town and parish councils should have more power'*
- *'I want the status quo but it should be much more efficient'*
- *'We need to reduce the amount of duplication of work and services – local government has a vast workforce and needs to be reorganised to make refuse more efficient – for example a single big refuse collection system should save money – but need space for local services'*
- *'You do get divisions where you don't know who does what – so you have to get that sorted out'*

Community engagement

People were not clear about how concepts such as Community Calls for Action would work in practice. However, there was support for increased engagement and suggestions regarding the type of issues that people felt they should have a say on.

- *'They [local councillors] should do more to meet people and take part in the community'*
- *'You need the council to listen'*
- *'It's definitely a good idea – residents could run evening classes, things for youths to do like youth clubs, leisure centre and swimming pool'*
- *'We need to be able to influence where the money goes – to get value for money and cut out waste.'*

ANNEX 9: List of other consultees

The following organisations were written to on 6th December 2006 outlining the proposal to bid for pathfinder status and seeking feedback:

Suffolk Association for Local Councils	All Suffolk MPs
Suffolk SSP & LSPs	
Suffolk PCT	Suffolk Free Press
Suffolk Mental Health Partnership NHS Trust	Cambridge Evening News
Great Yarmouth and Waveney PCT	BBC Radio Suffolk
Ipswich Hospital NHS Trust	Ipswich Advertiser
West Suffolk Hospital Trust	Sudbury Today
East of England Strategic Health Authority	Haverhill Echo
Suffolk Police Authority	Evening Star
Suffolk Constabulary	East Anglian Daily Times
Suffolk Probation Service	Lowestoft Journal
Lowestoft College	East Daily Press
Suffolk College	Free Press
Otley College	
West Suffolk College	
Ipswich & Suffolk Council for Racial Equality	
Suffolk Association of Voluntary Orgs	
Suffolk Action with Communities in Rural England	
Ipswich and District Council for Voluntary Services	
Age Concern	
Suffolk Wildlife Trust	
Suffolk Development Agency	
Chamber of Commerce	
Business Link	
East of England Development Agency	
East of England Regional Assembly	
Government Office for the East	

ANNEX 10: Terms explained

Accountability

Accountability is the central component to the concept of representative democracy. It is the idea that holders of public office are responsible for their actions, and should be held to account by the public that elect them. However, accountability can be affected by transparency, the amount of information given to the public about decision, and the public profile of the decision-makers.

Accountable Bodies Group (ABG)

The Accountable Bodies Group is the strategic decision making body for the Local Area Agreement. The membership of the Accountable Bodies Group comprises; Leaders of the Local Authorities; Chairmen of Primary Care Trusts; Chairman of Suffolk Police Authority; Chairman of Suffolk Development Agency; Chairman of Learning and Skills Council; and Chairman of the voluntary sector group One Voice Suffolk.

Alternative arrangements

See 'Fourth Option/Streamlined Committee Structure'

Anglia Revenues Partnership (ARP)

A partnership between Forest Heath District Council in Suffolk, and Breckland District Council in Norfolk, to deliver a more efficient revenues and benefits service. ARP was recently granted Beacon Status in recognition of its innovation.

Area Forum

Area forums allow local people to have their say over the decisions made by their council. Feedback from Area Forums enables local authorities to gain a better understanding of the issues and priorities of importance in a neighbourhood.

Back Office

The 'Back Office' refers to those local authority support functions that are essential to the functioning of the council as a business, but are not of great interest to the local resident who will not be affected directly by how these functions are arranged. For example, payroll, finance, legal, or audit services.

Beacon Authority

Beacon status is granted to those councils in recognition of excellence in a service area, having demonstrated a clear vision, high customer satisfaction with services and a willingness to innovate within a specific theme. To obtain beacon status, applicants must also demonstrate that they have good overall performance, and not just in the service area for which the beacon status is awarded. The awards help councils to learn from each other and share their best practice.

Benefits realisation

In a project such as the pathfinder bid, there needs to be a Strategy and supporting Plan for Benefits which clearly shows what will happen, where and when the benefits will occur and who will be responsible for their delivery.

Charter

A charter is a document outlining the principles, functions, and organisation of a public body. Like a constitution, it establishes the purpose of that public body, and defines its relationship with the local people

Chief Officer

A council officer is somebody who works for the local authority. Unlike a councillor, they are unelected, and therefore politically neutral, and committed to delivering the objectives of the current administration. A 'chief' officer will merely describe a council officer who works at a senior level within the organisation.

Children's Centres

Children's Centres are a vital part of the Government's 10 year childcare strategy to enable all families with children to have access to an affordable, flexible, high quality childcare place for their child.

Commissioning

Whereas procurement describes the process of buying, or obtaining goods or services from a third party, commissioning is the decision-making process by which local people decide what the need, or want to buy. Whilst procurement should, in most cases occur at a level that allows bulk buying, and economies of scale to be realised, commissioning can occur at the very local level.

Committees

A committee is usually a small discussion and decision-making body, which can make decisions on behalf of a larger assembly (such as the council).

Community call for action

The community call for action is a mechanism allowing members of the public who are dissatisfied with service provision or are concerned about a local issue to ask their local councillor to call for action from the local authority and its partners.

Comprehensive Spending Review

A review of Government spending expected in spring/ summer 2007 (CSR07). This will represent a long-term and fundamental review of government expenditure, in order to identify what further investments and reforms are needed to equip the UK for the global challenges of the decade ahead.

Consultation

Consultation describes the involvement of local people in the decisions that can affect their local community. It can also involve including other stakeholders, such as community groups, and the voluntary and community sector. Listening to the views of local people is a way to improve planning for better services in Suffolk.

Councillor

A Councillor, sometimes known as an elected member, is an individual who is democratically elected via public vote, to represent their local community on the council. Each councillor represents an area called an electoral division (for county councillors) or a ward (district/borough councillors). Large towns may be split into several divisions or wards; in rural areas groups of parishes make up a single division/ward.

County Council

The upper tier of a 'two-tier' system, responsible for a number of strategic services.

CSD

Customer Service Direct – a partnership organisation between Suffolk County Council, Mid Suffolk District Council, and BT. CSD is a joint venture company responsible for delivering the HR, IT, Finance and Public Access functions of both Mid Suffolk and Suffolk County Council.

CYP clusters

Suffolk's 18 locally-managed Children and Young People's community clusters bringing people together to develop services and activities to improve the wellbeing of children and young people in the area.

Devolution

Devolution is the granting of powers from one government body to another. In this context, it can describe the devolution of powers to the very local level, so communities can have a greater say over the issues that affect them. Within the pathfinder model, there may also be the devolution of powers *upwards*, so where appropriate, some powers can be managed by the single strategic body.

District and Borough Councils

A second tier in a 'two-tier' system, usually responsible for delivery of local services.

Engagement

This describes the participation of local people in their local area, neighbourhood, or community. It may include activity coordinated through the local authority, but not exclusively so. It also includes participation in local democracy outside of local elections.

EU Procurement law, Teckal and Stadt Halle judgements

European Union (EU) procurement law - Public contracting authorities must comply with a series of European Commission (EC) Directives, which are implemented into UK law by the Procurement Regulations. The Regulations require that contracts for Supplies, 'Part A' services, and Works - which exceed certain threshold values - must be advertised in the OJEU and subject to competitive tendering through prescribed processes. The threshold values are currently: Services or Supplies (€211,000/£144k), Works/property (€5,278,000/£3,611k). In addition to complying with the specifics of the Regulations, authorities must also be mindful of the general principles of the Treaty (such as equal treatment, non-discrimination), which imply, for example, that the majority of contracts below the thresholds must also be openly advertised. 'Teckal' judgement: An authority does not need to undertake a competitive procurement when it is awarding business to an 'in house entity'. The Teckal case in the ECJ (November 1999) established what constitutes an 'in house entity'. The Court determined that two tests are required: the authority (or authorities) exercises control over the entity which is similar to that which it exercises over its own departments; and the entity carries out the essential part of its activities with the controlling authority (or authorities). If these tests are not met then the contract must be competitively tendered. This exception was further narrowed by the 'Stadt Halle' ECJ judgement: The Stadt Halle case in the ECJ (January 2005) further narrowed the scope of the 'in house exception' (the Teckal judgement). The Court established that the entity must be wholly owned by the authority (or authorities). Any private sector participation, regardless of the percentage of the holding, and regardless of whether that participation carries any control, will invalidate the entity's classification as 'in house' - so necessitating a competitive procurement.

Executive Councillors

Executive Councillors are councillors that sit on the primary council decision-making body, usually referred to as 'the cabinet' or 'executive'. They are usually responsible for leading on a specific issue, or range of issues, such as Children's services, or the Environment.

Fourth Option/Streamlined Committee Structure

Under the Local Government Act 2000, district/borough councils were provided with three governance options: Mayor & Cabinet, Leader & Cabinet, Leader and Council Manager. However, local authorities with populations of less than 85,000 were offered an additional option (known as 'alternative arrangement' or the 4th Option) of a 'streamlined committee structure' which also introduced a formal Overview and Scrutiny role. Some Councils held referendums and agreed to implement a Streamlined Committee Structure. The main differences are that they do not have a 'Cabinet' or 'Executive Members'. Their constitution also differs in respect of membership of Overview and Scrutiny

Frontline Councillor

A 'frontline', or non-executive councillor is an elected member who does not have a specific area of policy to lead on, and therefore their primary role is to represent their local residents and make decisions on their behalf.

Gershon

An independent review, carried out by Sir Peter Gershon in 2004, on the subject of public sector efficiency. As a result of the Gershon Review, local authorities have been asked to make savings within their expenditure of 2.5% per year.

Governance

The term **governance** deals with decision-making *processes and systems*.

Integration - Integrated Service Delivery

Delivery of different services in an integrated manner. Key outcome is integrated services providing efficiency and greater clarity for service recipients.

LAA (Local Area Agreement)

The LAA is a three-year agreement between central government and local authorities and their local partners. The agreement sets out with the County Council, district/borough councils, health, police, other statutory agencies and voluntary sector the priority outcomes and targets to be met, and also the freedom and flexibilities to join up budgets and services in innovative ways that address specific local needs to add real and lasting benefits. One of the principal gains of the LAA is the ability to pool budgets and government funding streams in order to direct funding towards local issues outlined within the agreement.

Local Government White Paper

The Local Government White paper; *Strong and Prosperous Communities* was published on 26th October 2006. It represented a culmination of the Local: Vision debate, which was concerned with improving local leadership, reinvigorating local democracy, and enhancing neighbourhood empowerment. It is expected that a Local Government Act, implementing the proposals in the White Paper, will be passed during 2007.

Local Strategic Partnership

Partnership is a key term that is used in current political debate to describe cooperation or collaboration on a formal or informal level between any number of individuals or organisations. Local Strategic Partnerships (LSPs), in particular, are increasingly regarded as the key vehicle for local level strategic decision-making.

Lyons Inquiry

Sir Michael Lyons has been commissioned to undertake an independent inquiry to consider the case for changes to the present system of local government funding in England and make recommendations, including on the reform of council tax. The Government has since announced an extension to the Inquiry's terms of reference, to cover questions relating to the function of local government, its future role, and how it is funded.

Neighbourhood Governance

Neighbourhood governance means the decision-making processes and systems at a very local level giving local people a real opportunity to influence options available within their community.

One Suffolk

The *onesuffolk* online portal is a pioneering website created by a partnership made up of Suffolk councils and the police. It allows access to free websites, which are available to all community groups, regardless of size. Free sites are also available for town and parish councils

Overview and Scrutiny

This is the role played by elected councillors who are not directly involved in the decision making process so that decision-making can be examined objectively. Councils operating alternative arrangements (see Fourth option/Streamlined Committee Structure) may differ in respect of their Overview and Scrutiny membership. Overview and Scrutiny also applies to council services and services provided by external organisations, such as health trusts. As described in the Local Government White Paper, Councils will get new powers to call on local public service providers for evidence, and to demand a response to reports from the council

Participation

Participation in a local community is frequently measured by voter turnout, but can also include activity such as putting forward a local petition, participating in a local community group, or doing voluntary work.

Partners

Working in partnership has become a central part of a local authority's relationship with the local area, so that joint action can be taken on issues such as health, wellbeing and crime, as these issues cannot be dealt with in isolation by one agency. Key partners are usually other local authorities, health and police services, community groups, and local businesses.

Pathfinder

Included within the Local Government White Paper on October 26th, the government has invited councils in shire areas to apply for 'pathfinder' status to pioneer radical models of two-tier working.

Performance management

Performance management describes the action taken by a local authority to measure the quality and effectiveness of its service provision and functions, and the action taken to improve areas that under perform.

Place Shaping

Sir Michael Lyons has described the role of place shaping in local government as "where local government takes responsibility for the wellbeing of an area and the people who live there, promoting their interests and their future". In greater detail, this could include: building and shaping local identity; representing the community; regulating harmful and disruptive behaviours; maintaining the cohesiveness of the community; helping to resolve disagreements; working to make the local economy more successful; understanding local needs and preferences and making sure that the right services are provided to local people; and working with other bodies to respond to complex challenges.

Policy Development Panel (PDP)

Policy Development Panels (PDP) help the Council and Cabinet to develop their policy framework by considering policy issues in-depth, and making recommendations.

Postcode Lottery

The term 'Postcode lottery' is commonly used to describe differing outcomes and different standards of services that are delivered by local public service providers. Although residents often want local flexibility, and services that are specific to their own local needs, the 'Postcode Lottery' is unpopular when it seems to be the cause of local people missing out, or getting short-changed in *essential* services.

Primacy

In this context, where one organisation is responsible for a particular area, and is able to hold another organisation to account with respect to that area. For example, within the pathfinder model it would be expected that the locality arrangements could have primacy over local issues, whilst the single strategic body primacy over county-wide issue. This would remove the problem created by overlapping mandates within the current model of governance.

Primary legislation

Primary legislation is legislation made by the legislative branch of government. In the UK, primary legislation is known as an Act of Parliament

Procurement

Procurement is the whole process of acquiring, or buying, goods and services from third parties. Various policy drivers encourage local authorities to review procurement services and modernise procurement practices to achieve greater efficiency.

Public Service Agreement

Local PSAs are a partnership agreement between individual local authorities and the Government. They are intended to improve key outcomes more quickly and/or to a higher level than would otherwise be the case, for people living in the authority's area.

Public Service Village (PSV)

The Bury St Edmunds Public Service Village is a partnership programme, which will bring St Edmundsbury Borough Council's staff and Suffolk County Council's west Suffolk staff together under one roof. In future phases it is anticipated that further public sector partners could also move on to the site to create an extensive Public Service Village area. The way the programme is being put together and the potential for innovative joint working between services has been supported and commended by the Government as an example of the cost-effective benefits for customers arising from closer working between councils. The Waveney Campus project is a similar partnership initiative between Suffolk County Council, Waveney District Council and The Centre for Environment, Fisheries and Aquaculture Science (CEFAS, which is part of Defra). For the County Council, it will provide an area office for the East and North of the county, whilst it will form the HQ for Waveney District Council and one of the main bases in the country for CEFAS. The building will be designed with a view to promoting new ways of working providing flexible workspace, whilst making economies of scale by sharing facilities with partner organisations.

Quality Parish

The Rural White Paper, 'Our Countryside: The Future. A Fair Deal For Rural England', published in November 2000, set out a number of measures to give local people the opportunity to become more involved in the development of their communities. The Government believes that parish and town councils, as the tier of government that is closest to local communities, have a central role to play in improving local quality of life. The Rural White Paper proposed a number of initiatives designed to enhance the role of parish and town councils; to develop a framework for partnership working; and to equip parish and town councils to take on a stronger role for the benefit of the local community. A central proposal was the introduction of the new concept of a Quality Parish Council.

Regional Cities East

Regional Cities East (RCE) is an alliance of six cities in the East of England, supported by the East of England Regional Development Agency (EEDA) and the Government Office for the East of England (GO East). The six cities - Peterborough, Luton, Ipswich, Norwich, Colchester and Southend-on-Sea - believe that by sharing best practice, collaborating on joint ventures and setting clear priorities, they can create more jobs and affordable homes than they could by working alone. They share a common belief – that medium sized cities can deliver economic growth in a sustainable way. And they face common challenges – to improve infrastructure and skill levels.

SALC (Suffolk Association for Local Councils)

An Association set up in 1950 to provide specialist advice and support to Parish and Town Councils in Suffolk.

SCEG

Suffolk Chief Executives Group.

Service Integration

Delivery of different services in an integrated manner. Key outcome is integrated services providing efficiency and greater clarity for service recipients.

Shared Services

Delivery of same services (eg HR) between two or more LAs using a variety of delivery models including shared management and shared systems or merger. The key outcome is efficiency.

SIG (Suffolk Integration Group)

A group established by the Suffolk Chief Executives Group and chaired by one to identify, prioritise and oversee joint service projects amongst the partners in Suffolk.

SLGA

The Suffolk Local Government Association, which provides elected member leadership across Suffolk.

SMEs

Small and Medium-sized enterprises, or SMEs are relatively small, often locally based businesses. SMEs tend to be more innovative than larger, international companies, and are often integral to the prosperity of a local economy.

Social Enterprise

Social Enterprise describes a wide sector of different businesses that trade for social purposes. Some of these businesses may trade on a wholly not-for-profit basis (traditionally referred to as 'voluntary' organisations, or registered charities), but many others see 'not *only* for profit' as their ethos. When profits are made, they tend to be re-invested in the business or in the community, rather than being distributed to private investors or shareholders.

Social Entrepreneurship

A social entrepreneur is an individual, or group of individuals who launch, or provide ideas for a social enterprise. While entrepreneurs in the business sector identify untapped commercial markets, and gather together the resources to break into those markets for profit, social entrepreneurs use the same skills to different effect. For social entrepreneurs, untapped markets are people or communities in need, who haven't been reached by other initiatives.

Social entrepreneurs are particularly skilled at finding new uses for derelict spaces, second-hand materials, and under-used people; as well as squeezing money out of the commercial and public sectors. The most successful embody a curious mixture of idealism and pragmatism - high-mindedness wedded to hard-headedness.

Social Exclusion

Social exclusion is a term referring to exclusion that covers, but is broader than, poverty. It relates to being unable to participate fully in normal social activities, or to engage in political and civic life. This may be because of people themselves, or the areas where they live, experiencing high crime, poor housing, high unemployment, low incomes etc. Rather than focus on these areas individually, the Government is trying to approach social exclusion as a whole.

'Stadt Halle' judgement

See EU procurement law above.

Stakeholders

Similar to partners, stakeholders are a group of people or interested parties that may be directly affected by the working of their local authority.

Strategic

Strategic activity undertaken by a local authority usually describes the analysis of those issues that require longer-term planning, a countywide approach, or working across boundaries of place or interest.

Suffolk Speaks

Suffolk Speaks is a partnership between public service providers in the county. It is designed to develop and take forward consultation activities about the key issues facing people living in Suffolk. These topics - quality of life, community safety, public services, training and skills, the environment - often cut across the boundaries of different organisations.

Suffolk Strategic Partnership

The Suffolk Strategic Partnership brings together the key stakeholders and agencies in the county to co-ordinate their work on behalf of the people of Suffolk more effectively. All

partners play an active part in developing working relationships for the benefit of the community and ensuring a focus on improving the quality of life and governance in a particular locality. Put simply, the SSP seeks to bring together everyone with an interest in the wellbeing of Suffolk and its communities.

'Teckal' judgement

See EU Procurement law above.

Third Sector

The description includes voluntary and community organisations, charities, faith groups, social enterprises, cooperatives and mutuals. The Government's Office for the Third Sector describes the sector as comprising those organisations that: Are non-governmental; Are 'value-driven' - that is, that are primarily motivated by the desire to further social, environmental or cultural objectives rather than to make a profit per se; and principally reinvest surpluses to further their social, environmental or cultural objectives.

Three Tier

What is commonly referred to as 'two-tier' local government is actually commonly comprised of three tiers. The 'third' tier is the lowest, and therefore most 'local' tier of governance, commonly referred to as Parish or Town Council level.

Two Tier

Two-tier local government involves county and district councils working together to deliver services. County councils tend to deliver all-encompassing services, such as education, while districts tend to deliver the smaller, localised services, such as Housing and benefit administration.

Unitary

Unitary, or 'single-tier' local government is when one council is responsible for delivering all council services in an area.

Unification - Unified Service Delivery

Physically co-locating a range of services. Key outcome is efficiency and improved access for customers.

'Virtual' unitary

Frequent criticisms aimed at two-tier government is that it is often confusing for the service user, and that confusion can sometimes affect accountability and visible leadership within a community. A virtual unitary is therefore a model of two-tier governance that, to the resident or service user appears as a single seamless model, without requiring the expensive structural change or inflexibility of a unitary.

Voter Turnout

Turnout measures the proportion of voters that have voted in an election, against those who are eligible to vote. Low turnout rates can be a worrying symptom of local apathy, or a lack of confidence in the political system. Current turnout rates in local elections stands between around 30 – 40%