

Improvement and Innovation Board

Agenda

Tuesday, 18 March 2014
11.00 am

Smith Square 3&4,
Ground Floor,
Local Government House,
Smith Square,
London,
SW1P 3HZ

To: Members of the Improvement and Innovation Board
cc: Named officers for briefing purposes

www.local.gov.uk

This meeting is



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Improvement & Innovation Board
18 March 2014

There will be a meeting of the Improvement & Innovation Board at **11.00 am on Tuesday, 18 March 2014** Smith Square 3&4, Ground Floor, Ground Floor, Local Government House, Smith Square, London, SW1P 3HZ.

A sandwich lunch will be available at 1.00pm

Apologies

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting, so that a substitute can be arranged and catering numbers adjusted, if necessary.

Political Group meetings

Please refer to your Political Group office (see contact details below) for group meeting timings and venues.

| | | |
|--------------------------|-----------------------------|---|
| Labour: | Aicha Less: 020 7664 3263 | email: aicha.less@local.gov.uk |
| Conservative: | Luke Taylor: 020 7664 3264 | email: luke.taylor@local.gov.uk |
| Liberal Democrat: | Group Office: 020 7664 3235 | email: libdem@local.gov.uk |
| Independent: | Group Office: 020 7664 3224 | email: independent.group@local.gov.uk |

Attendance Sheet

Please ensure that you sign the attendance register, which will be available in the meeting room. It is the only record of your presence at the meeting.

Location

A map showing the location of the Local Government House is printed on the back cover.

Contact

Verity Sinclair (Tel: 020 7664 3173) email: verity.sinclair@local.gov.uk

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Carers' Allowance

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Improvement and Innovation Board - Membership 2013/2014

| Councillor | Authority |
|--|---|
| Conservative (7) | |
| Peter Fleming [Chairman] | Sevenoaks DC |
| Teresa O'Neill | Bexley LB |
| Nicholas Rushton | Leicestershire CC |
| Richard Stay | Central Bedfordshire Council |
| Glen Miller | Bradford MDC |
| Tony Jackson | East Herts DC |
| David Mackintosh | Northampton BC |
| Substitutes: | |
| Paul Middlebrough | Wychavon DC |
| Geoff Driver | Lancashire CC |
| Barry Wood | Cherwell DC |
| Peter Jackson | Northumberland CC |
| Labour (7) | |
| Claire Kober* [Deputy Chair] | Haringey LB |
| Tony McDermott MBE | Halton BC |
| Tim Cheetham | Barnsley MBC |
| Helen Holland | Bristol CC |
| Kate Hollern | Blackburn with Darwen BC |
| Rory Palmer | Leicester CC |
| Imran Hussain | Bradford MDC |
| Substitutes: | |
| Theo Blackwell | Camden LB |
| Sue Woodward | Staffordshire CC |
| Liberal Democrat (2) | |
| Jill Shortland OBE [Vice-Chair] | Somerset CC |
| Sir David Williams CBE | Richmond upon Thames LB |
| Substitute: | |
| Theresa Higgins | Essex CC |
| Independent (2) | |
| Shirley Flint [Deputy Chair] | North Kesteven DC |
| John Blackie | Richmondshire DC and North Yorkshire CC |
| Substitute | |
| Paul Cullen | Richmondshire DC |
| Laura Conway | North Kesteven DC |
| Robert Bucke | Tendring DC |
| Observers | |
| Philip Selwood, Energy Savings Trust | Private Sector |
| Richard Priestman, Lombard | Financial/Productivity Expertise |

LGA Improvement & Innovation Board Attendance 2013-2014

| Councillors | 19.09.13 | 07.11.13 | 21.01.14 | | | |
|---------------------------|----------|----------|----------|--|--|--|
| Conservative Group | | | | | | |
| Peter Fleming | Yes | Yes | Yes | | | |
| Teresa O'Neill | No | Yes | Yes | | | |
| Nicholas Rushton | Yes | Yes | No | | | |
| Richard Stay | Yes | Yes | Yes | | | |
| Glen Miller | Yes | Yes | No | | | |
| Tony Jackson | Yes | Yes | Yes | | | |
| David Mackintosh | Yes | No | Yes | | | |
| | | | | | | |
| Labour Group | | | | | | |
| Claire Kober | Yes | Yes | Yes | | | |
| Tony McDermott MBE | Yes | Yes | Yes | | | |
| Tim Cheetham | Yes | Yes | Yes | | | |
| Helen Holland | No | Yes | Yes | | | |
| Kate Hollern | Yes | No | Yes | | | |
| Rory Palmer | Yes | Yes | No | | | |
| Imran Hussain | Yes | Yes | No | | | |
| | | | | | | |
| Lib Dem Group | | | | | | |
| Jill Shortland OBE | Yes | No | Yes | | | |
| Sir David Williams CBE | Yes | Yes | Yes | | | |
| | | | | | | |
| Independent | | | | | | |
| Shirley Flint | Yes | Yes | Yes | | | |
| John Blackie | Yes | Yes | No | | | |
| | | | | | | |
| Substitutes | | | | | | |
| Apu Bagchi | Yes | | | | | |
| Sue Woodward | Yes | | | | | |
| Paul Middlebrough | Yes | | | | | |
| Barry Wood | | Yes | Yes | | | |
| Observers | | | | | | |
| Philip Selwood | Yes | Yes | Yes | | | |
| Richard Priestman | Yes | Yes | Yes | | | |
| Lead Peers | | | | | | |
| Howard Sykes | Yes | | Yes | | | |
| Paul Bettison | Yes | Yes | Yes | | | |
| Michael White | Yes | | | | | |
| Bryony Rudkin | | | Yes | | | |

Agenda

Improvement & Innovation Board

Tuesday 18 March 2014

11.00 am

Smith Square 3&4, Ground Floor, Ground Floor, Local Government House, Smith Square,
London, SW1P 3HZ

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Date of Next Meeting:

Board Away Day: Provisional date Monday, 2 June 2014

Full Board Meeting: Tuesday, 15 July 2014, 11.00 am, Local Government House, Smith Square, London, SW1P 3HZ

Managing demand, building future public services report

Purpose

For discussion and direction.

Summary

'Managing demand: building future public services', commissioned by the LGA, looks closely at the potential of demand management to address the challenges facing public services and communities. It also reviews the financial case for demand management, arguing that the financial case is strong enough for local authorities to prioritise this. A copy of the Executive Summary is attached.

Ben Lucas, Director of the 2020 Public Services Trust at the RSA (Royal Society for the encouragement of Arts, Manufactures and Commerce) and a member of the report's project group, will present the report to members. The 2020 Public Services Trust was established in 2008 to broaden the debate on the future of public services. Further to its successful work, the Trust ceased its activities and as from March 2011, transferred to the RSA.

Recommendations

Members are asked to:

- i. note and comment on the report; and
- ii. discuss their own council's experiences of managing demand.

Action

- i. To action in light of members' comments.

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Managing Demand

RSA
2020 Public Services

Building Future Public Services

Anna Randle
Henry Kippin

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|----|--|
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Acknowledgements

The supporting organisations' thanks go to a large number of people who have supported the development of this report, lending their time and support through interviews and the provision of information and evidence about demand management in practice.

The authors' thanks go to the members of the project group who have been closely involved in steering the research and providing ideas and input to the first report (published in July 2013) and this report. They are: Michael Coughlin and Joe Simpson of the LGA; Jon Ainger and Liam Scott-Smith of iMPOWER; Ben Lucas, Atif Shafique and Claire Coulier of the RSA; and Kirsty Johnson, Natalie Jones and Eloise Meller of the ESRC.

About the authors

Anna Randle is an Associate at the RSA and leads on Cooperative Council design and implementation at LB of Lambeth.

Henry Kippin is the Director of Collaborate.

About the RSA

The RSA: an enlightenment organisation committed to finding innovative practical solutions to today's social challenges. Through its ideas, research and 27,000-strong

Fellowship it seeks to understand and enhance human capability so we can close the gap between today's reality and people's hopes for a better world.

RSA 2020 Public Services is a practice-research and policy development hub. We work with local authorities, public sector bodies, businesses and the third sector to develop social productivity approaches to public service reform, helping to create stronger and more resilient citizens and communities.

About the project partners

The Local Government Association (LGA)

The LGA is the national voice of local government. It works with councils to support, promote and improve local government. It is a politically-led, cross-party organisation that works on behalf of councils to ensure local government has a strong, credible voice with national government. It aims to influence and set the political agenda on the issues that matter to councils so they are able to deliver local solutions to national problems.

The Economic and Social Research Council (ESRC)

The Economic and Social Research Council (ESRC) is the UK's largest organisation for funding research on economic and social issues. It supports independent, high quality research which has an impact on business, the public sector and the third sector. The ESRC's total budget for 2013/14 is £212 million. At any one time the ESRC supports over 4,000 researchers and postgraduate students in academic institutions and independent research institutes.

iMPOWER

iMPOWER is a 50-strong team specialising in behavioural insight, commissioning and demand management for local public services. We are also the UK's leading advisor to adults and children's social care services

Collaborate

Collaborate is a CIC based at London South Bank University. We promote effective and sustainable collaboration between the public, business and social sectors to secure improvements in public service outcomes, build sustainable communities and foster a strong civil society. Collaborate has been established as place for creative thinking, policy development and practical action. We aim to be a centre of leadership and skills development and a 'shared space' for conversation, debate and problem-solving between the business, social and public sectors. You can find out more about our work at www.collaboratei.com.

Executive Summary

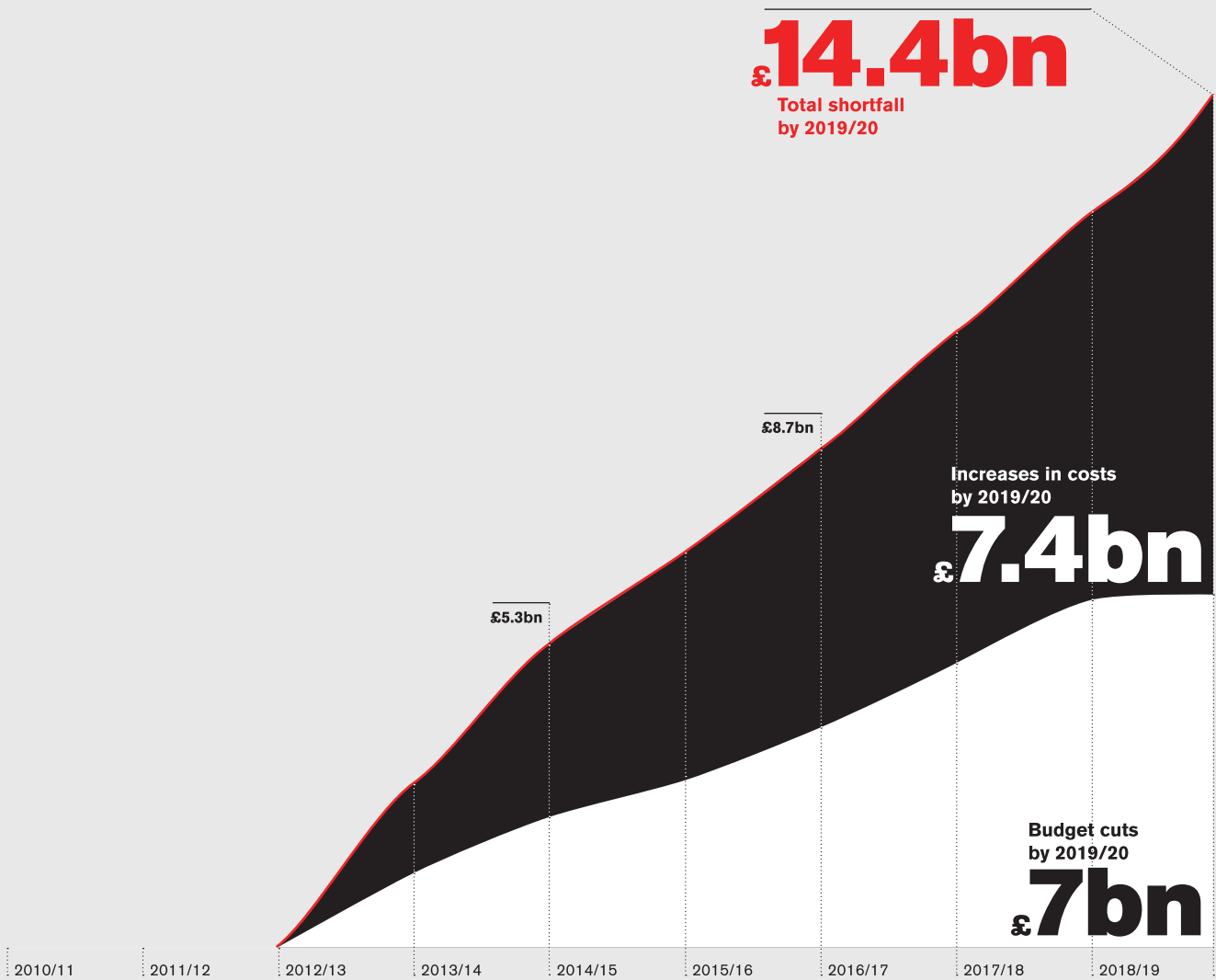
Public services face unprecedented challenges. Rising demand, changing demographics and increasingly stretched finances mean that the choice for local authorities and public service providers is stark: change the way they work, or face the possibility of service retrenchment, increasing irrelevance and perpetual crisis management.

Many of England's local authorities and local public service providers have responded to austerity by asking hard questions about the services they manage. Many are asking where they can reduce service levels or remove services entirely, where they can drive greater efficiencies and improve the productivity of their operating models, and where they can change eligibility criteria to reduce costs.

Many of those politicians and executives also know that these strategies – designed to realise immediate and substantial savings – are not an answer to the long term demands of a changing society. Future demand will not only outstrip current supply, but is likely to overwhelm public agencies with a set of needs that do not correspond to the service models of today, and that challenge the very basis of public services.

From Emerging Science to a New Social Contract

This report looks at the potential of demand management to address this challenge. It traces the 'state of the art' from emerging science, through to system change and – most importantly – a shifting set of relationships between the public, the state and public services. It argues that not only can demand management thinking help to shift the starting point for policy and practice today, it can help frame the future of public services, aligning it much more clearly around the root causes of social demand, the holistic needs of citizens and communities and the role that they can play in improving outcomes.



Source: LGA projections based on DCLG outturn data, July 2013 (details at www.local.gov.uk/finance)

Section 1: Emerging Science

We examine different types of demand and the spectrum of tools and techniques which are being used to manage demand, such as ‘nudge’, building insight based on ‘values modes’ analysis of service users and applying behavioural insight in areas like recycling, littering, school transport and adoption. We review projects which are beginning to recalibrate the relationships between citizens and the state by using co-production and changing the expectations of citizens and their role, and projects which focus on preventative action. We examine a range of examples of effective use of these techniques by local authorities and other agencies.

‘This is about taking a systematic, whole organisation approach to demand management ... building it into the DNA of the organisation’
Interviewee from Calderdale Council

‘We need to stop thinking of what we do in terms of a reactive model’
County Council Chief Executive

Section 2: Whole System, Whole Place

We examine emerging attempts to develop collaborative strategies for managing demand and improving outcomes among local partners based on local circumstances and influences on people’s behaviour; addressing need outside of the ‘service’ lens; and reconfiguring service delivery mechanisms through understanding how demand manifests across a ‘whole system’ and a ‘whole place’. We examine the ways in which these projects use a range of the tools and techniques outlined in Section 1, bringing them together in a shared strategy which seeks to drive wider system change. We look at examples from Greater Manchester and Cheshire West, reviewing learning and evidence to date.

‘We have successfully proved the case for demand management in small projects, now it is about doing it at scale and changing the system’
Senior Community Budget Manager

Section 3: Citizens and State

We examine the increasing move towards thinking about demand management as a fundamental cultural shift: away from public services as delivery agents of one-size-fits all services to a passive population, to localities in which everyone plays a role, and services and outcomes are shaped by active, independent and resilient citizens. We examine the themes and principles which underpin attempts to reimagine public services in these ways.

'This is a positive strategy about people helping themselves and others'
Local Government Chief Executive

The Financial Case for Demand Management

The potential scope for financial savings from demand management is difficult to quantify in simple terms, given the range of approaches and interventions which can be used and the early stage of demand management implementation.

Evidence of savings from the small-scale use of demand management techniques is included throughout the report. Real evidence of larger scale savings from whole system change is beginning to emerge from Community Budget areas. We examine early findings from Greater Manchester/Oldham and West Cheshire in Section 3.

The theoretical case for savings predicts that the level of savings that are possible increases as interventions move from short to longer term, and from small, bespoke projects towards whole system change.

Predictive modelling for systematic use of demand management thinking and techniques suggests that the scale of potential savings runs into the billions. We review modelling undertaken by iMPower and by Ernst & Young (EY) for the LGA, concluding that although hard financial evidence is as yet undeveloped, emerging evidence and a range of modelling suggests that the financial case is strong enough for local authorities to prioritise demand management as part of their response to financial pressures.

A Framework for Demand Management

Community leadership

- × Recognise that demand is political – transformative change requires political buy-in, and it is vital that local politicians lead a new conversation with citizens that is more collaborative. As one Conservative Party local government advisor told us, “if communities need to take more responsibility, then their representatives must lead the way”.
- × Find the right local narrative – demand management is a technocratic term, couched in management rhetoric and often statist in approach. Making it stick beyond these boundaries needs language that is locally meaningful. For example, one council Chief Executive told us that “we don’t talk about (issues like) demographic change... we talk about helping our neighbours”.

Building insight

- × Create the methods to get closer to communities – demand cannot be understood purely through the lens of services currently provided. Public agencies need to look outwards, creating the methods to generate deeper insight into the needs, wants and aspirations of citizens. We profile efforts to do this in areas such as Lambeth and Sunderland.
- × Get beyond the services and build new partnerships – the corollary of better insight is the responsibility to use it effectively. Addressing the real drivers of demand will require public managers to broker new cross-sector relationships and build new partnerships – as Oldham Council’s work in addressing transport and energy costs demonstrates.

Changing behaviour

- × Leverage emerging data on outcomes and behaviour – many local authorities (we profile Kirklees and Calderdale) are already building on nudge and network techniques to change the way they interact with the community and address failure demand. Interviewees reported that focusing on what David Halpern has called the ‘little details’ is realising immediate benefits in take-up and savings.
- × Build trust to change behaviour – long term behaviour change requires

a two-way relationship, with responsibility on both citizens and state, and high levels of trust between them. This is a challenge for all public agencies, but Ipsos MORI find that 79 percent of citizens trust their local council to make 'difficult decisions', as opposed to 11 percent for central government. However, the LGA suggests that local authorities will need to engage in new, more collaborative ways with communities as cuts bite harder.

Changing the system

- × Think whole system, whole place – managing future demand will be about scaling up isolated, service-based practice and embedding a culture shift across public organisations. Interviewees felt that where public managers are able to look across a 'whole place' and commission services preventatively, the biggest potential gains are to be found.
- × Work collaboratively across agencies and sectors – the default assumption for local public services should be for outcome-focused collaboration around the holistic needs of citizens (and thus the root causes of demand). Commissioning and procurement practice makes this difficult, but we profile examples such as the MEAM (Making Every Adult Matter) approach, and Worcestershire County Council's 'Early Help Hub'.

Creating shared value

- × Manage demand and growth strategies interdependently – demand management and inclusive growth should be two sides of the same coin, as Greater Manchester’s proposed switch from reactive to proactive investment spending demonstrates. AGMA data suggests that 35 percent of public spending in the area is ‘reactive’ and therefore potentially addressable through early intervention.
- × Use market shaping and procurement to support communities – several interviewees felt that the Public Services (Social Value) Act and forthcoming EU procurement changes offer an opportunity to manage demand through more targeted and collaborative commissioning, focused on community benefit and value as well as price. Yet we also heard the need for new ‘toolkits’, with one official arguing that “the (procurement) profession hasn’t caught up with the new narrative”.

Building community resilience

- × Engage the community in co-designing and commissioning services – transformative demand management – and long term transformative change in public services – cannot happen without truly engaging and enrolling the community in the design and delivery of services. We profile several examples of this – from Turning Point’s Connected Care model to Lambeth’s Outcomes Framework for Children and Young People.
- × Build coalitions between business, public services and society – the role of the private and social sector in managing demand is key. Being in work is the single best tool of demand management, and responsible employment practice, living wage and skills development were all advocated in our research as ways for the private sector to support this agenda. Councils need to think about ways to convene a broader dialogue about social responsibility, shared values and inclusive growth.

Conclusion

'This is really the way the public services should be done'
Leader of a London Borough

This research was originally undertaken because we felt that demand management is an emerging area of thinking and practice in local public services which, in the context of austerity, warranted research that would bring some clarity to the concept, and help organisations think through their own approaches to managing demand.

Through the course of the research it has become clear that, while the 'emerging science' is important, demand management is in fact part of a much wider debate about the future of public services and the state. Now is the time for a fundamental re-think about what public services are there to do, the role of the state and our rights and responsibilities as citizens.

Creating a 'shallow end' of policy and practice

Our research uncovered remarkable coalescence around the potential of demand management as both a set of techniques and a language that can encapsulate an approach that gets beyond the supply side. We examine the financial evidence to suggest some of the potential for short- and long-term savings. Yet we must also acknowledge that at this stage the case for a demand management approach has not been proven: evidence is nascent; the financial case is largely built on predictive modelling rather than real evidence; fully developed examples are rare.

This is why we have undertaken this research – to hothouse emerging practice; to gather together the existing evidence; to establish a set of underlying principles that can support the development of bespoke approaches – however incremental or transformative – across local public services; and to offer a set of actions which might be of use to councils thinking about their own approaches to demand management. We hope that they add value to the new thinking and practice that is so greatly needed.

Productivity Programme Update

Purpose

For discussion and direction.

Summary

This report updates the Board on the progress being made in the Productivity Programme, including some areas of work being developed for delivery in 2014/15.

Recommendations

Members are asked to:

- i. note the updates to the Productivity Programme; and
- ii. note the list of authorities in paragraph 20 for the extension of the Learning Disability Services Efficiency Project.

Action

- i. To pursue the activities outlined, in light of member guidance.

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One Public Estate Programme

1. Cabinet Office approached the LGA in autumn 2012 with a proposal to run a “capital & assets” programme, subsequently called One Public Estate (OPE). Twelve councils¹ were recruited on to this programme, which began in March 2013, and received base funding of between £40,000 and £50,000 each to cover programme management costs.
2. In June 2013 the Spending Review, *Investing in Britain's Future*, contained a commitment to realise £5bn worth of public sector land between 2015-2020 for more productive economic use in the private sector. It is estimated that the public sector holds up to 40 per cent of developable sites, and industry surveys show that around half of developers continue to identify land supply as a major barrier to development.
3. To support delivery of this target and improve the release of public land to the market, the government announced a series of policy initiatives including a new Strategic Land Review, and have asked the LGA to run this for them.
4. Initially this is to take the form of an extension ('OPEx') to the OPE programme and in January, HMT agreed an additional £1m for this purpose. This would fund a further 15 councils, as well as a continuation for the existing twelve. The LGA are in discussion with Cabinet Office over a transparent bidding/selection process for this programme extension.

Public Service Network (PSN)

Background

5. Members will recall the report to the Improvement and Innovation Board of 21 January 2014. The Public Service Network (PSN) is the public sector wide secure network to enable the sharing of data securely, council to council, and council to government (and vice versa).
6. The LGA responded to a number of emails, letters and calls from council chief executives and leaders last autumn, who expressed their frustrations and concerns regarding their experience of Cabinet Office led PSN compliance process.
7. These councils listed a number of issues with the process including: the significant costs they incurred, the various draconian letters they had received and the appropriateness of the security standards they were being required to implement. The LGA used these examples to lobby Cabinet Office.

Supporting the sector

8. The LGA has worked closely with other sector representative bodies (including SOLACE, Socitm, the District Council Network, the Association of County Council Chief

¹ Bristol, Cheshire West & Chester, Essex, Hampshire, Hull, Leeds, Nottingham, Plymouth, Portsmouth, Surrey, Warrington and Worcestershire.

Executives, the Society of Metropolitan Chief Executives, the Local Government Delivery Council, and the Local Chief Information Officers (CIO) Council) to co-ordinate a sector-led campaign to get Cabinet Office to engage with us effectively.

9. The LGA has been working with Socitm and Solace colleagues, using regular Cabinet Office meetings with senior PSN officials, to discuss how to better manage the process and support those councils yet to comply. The LGA has also provided regular updates on what was happening to those councils who had directly flagged up issues, as well as more widely via the Chief Executive Bulletin and the Chairman's Bulletin.
10. The LGA also helped individual councils who had specific issues, raising these on their behalf directly with senior PSN officials so these could be given proper consideration. This enabled a number of councils to get through the compliance process before the deadline.
11. The LGA have made direct contact with councils at risk of failing to meet the Cabinet Office requirements and ensured they have engaged with the PSN team. They were also offered support via the Socitm volunteer group of officers.

Summit

12. The LGA organised an LG PSN Summit to bring together senior LG and central government representatives to better understand the different perspectives, issues, and how we might collaborate more effectively to address these issues.
13. The attendees included council chief executives; CIOs/officers leading on ICT; officers leading on Troubled Families, Universal Credits and other multi-agency transformation programmes; officers leading on Open Data and Transparency and officers leading on digital delivery. Senior central government representatives included officials for DWP, DCLG, DH, Home Office, the PSN team at Cabinet Office, the Communications Electronics Security Group (CESG) and the Information Commissioners Office.
14. The facilitated discussions on the day helped create a shared understanding of the issues created by the compliance process, the frustrations and concerns of all involved, as well as agreement that this learning needs to be used to redesign the compliance process and accompanying communications for the coming year so we do not face similar problems again.

PSN Status of Councils

15. As of the end of February 2014 (the deadline is 31 March 2014) there were still almost 50 councils yet to comply. The LGA continues to liaise closely with the PSN team to make sure these councils are fully aware of their situation, are getting the support they need and to check if any have subsequently achieved compliance.
16. The Cabinet Office has invited a number of authorities still to comply to a meeting on 13 March with officials leading on PSN. This is to clarify their position as well as see how they can be supported to achieve compliance (if possible) by the end of March.

Next Steps

17. The LGA is currently developing an outline proposal (in consultation with Socitm, the Local CIO Council and SOLACE) as to how the compliance process, associated communications and governance arrangements might be improved in the future to reduce the burden both on councils and Cabinet Office (as well as for those supporting the sector).
18. The aim is to present the sector's recommended approach to the lead official and Minister and secure agreement to enable us work more effectively in the coming year.

Adult Social Care Efficiency (ASCE) programme: learning disability services project

19. Learning disability services were identified by participants on the ASCE Programme as an on-going challenge to local authorities as they face increasing numbers of users with more complex needs and rising costs. In response to this feedback, the Productivity Team recently hosted a successful event on 'Delivering Efficiencies in Learning Disability Services', which was attended by over 40 local authority representatives. Delegates heard speakers from Barnsley, Croydon and Hackney outline the work they are already doing in this area to promote independence and deliver service efficiencies.
20. As a result of this sector interest, the Productivity Team has just launched the Learning Disability Services Efficiency Project. The project mirrors the current ASCE model with grant funding given to successful authorities to undertake a robust review of learning disability services, which will then be used to inform a two year transformation plan. The plans will be delivered over a two year period, during which time evidence of efficiencies and learning will be shared with the wider sector. Ten bids were received and an evaluation was undertaken by members of the ASCE Steering Group, including representatives from ADASS, TEASC and local authorities. Five authorities were successful: Barking and Dagenham, Cumbria, Darlington, Kent and Wiltshire. Grants of £20k will be awarded to each authority and they are expected to appoint an external consultant over the coming weeks.

Shared Services map

21. A key function of the shared services map is to provide councils with an interactive way to learn from others who have already shared services, rather than reinventing the wheel in what can be complex arrangements to set up.
22. The numbers of council shared services, and the savings that they are achieving, being reported to the LGA continues to rise across the country, according to the recently updated LGA Shared Services Map.
23. The map shows that **337 councils** across the country are engaged in **383 shared service arrangements** resulting in **£346 million** of efficiency savings to date, an increase of **£83 million** since last year. We believe that in practice the number of shared

service arrangements in place is likely to be significantly higher than the number indicated on our map.

24. Local government already has an impressive track record of achieving efficiencies by sharing services between themselves but are now increasingly sharing with other parts of the public sector. As 96% of councils are already sharing services, opportunities for future growth and financial savings will come through greater collaboration across the public sector on a local level.
25. As a new development for this year's map, councils were asked to record which services they share with local public sector partners aside from councils. This year's map shows savings of over £11 million have been achieved by councils in this way, particularly through shared services and shared management with health partners. This is almost certainly an underestimate.
26. The majority of the savings come from environment, waste and transport (£84,473,610) and back office shared services such as shared legal, audit and human resources (£75,269,879). The biggest increases over last year were in adult services, and culture, leisure and tourism.
27. The numbers of shared service arrangements are growing fastest in London and the South East with an increase of 26 and 37 arrangements respectively in the last 12 months. For example, LB Havering and Newham Councils are about to share their back office support services, bringing together 21 different services, including human resources, payroll, ICT, finance, council tax and housing benefits.
28. Please visit www.local.gov.uk/shared-services-map to access the LGA Shared Services Map.

Delivering Differently Programme

29. Delivering Differently, is a joint programme between Cabinet Office, DCLG, the LGA, and the Society of Local Authority Chief Executives (SOLACE). The programme is designed to support a small number of pioneering local authorities, either individually or in partnership, to select and implement new models of delivery for some of their services.
30. Drawing on a £1m fund, the 10 successful local authorities participating will have access to bespoke professional support to enable them to review which model is right for the service and decide how to implement it.
31. The programme has proved extremely popular with over 135 councils applying. The LGA took an advisory role in the shortlisting of applications and interviewing of the shortlist of 20 councils. The following 10 successful councils were chosen by Cabinet Office and DCLG.

| | |
|--|---|
| Manchester – Domestic Violence | The council is keen to investigate new models of delivery for their Domestic Violence and Abuse services to shift resources to early intervention with 16-19 year olds. |
| NE Lincolnshire - Environment | Creating new delivery mechanisms for most of the environment functions, totalling £28.4m and 500 staff, comprising: grounds maintenance, street cleaning, waste collection, recycling, cemeteries, safer communities, neighbourhood development, community learning. |
| Nottinghamshire County Council – Children’s Disability Services | The council is looking to investigate different models of service delivery with partners for their children’s services. |
| Cheshire West and Cheshire Council in partnership with Wirral MBC – School Support | There is potential for creating a collaborative organisation in conjunction with local schools and local parents. The model they want to explore would deliver services to schools and parents, and would incentivise them to use the services through co-ownership models. |
| Hull City Council – Social Care | Looking at a new model for in-house adult social care services with the exception of safeguarding, commissioning and contract compliance. Services in scope include: <ul style="list-style-type: none"> • reablement, assessment for long term support • OT and sensory assessment and provision • direct provision including in-house residential and day domiciliary services. |
| Kirklees Metropolitan Borough Council - Environment | Drawing upon ideas from staff members, Kirklees held a “Dragons Den” initiative in Autumn 2013. The successful team, ‘Inspire’, presented a unique way to jointly take ownership, maintain and manage public open spaces in perpetuity, partnership or collaboratively with local communities. The authority is committed to fully exploring sustainable alternatives to the future delivery of maintenance and management of open spaces and community facilities including parks, landscape, property, investment and regeneration. |
| Dover District Council - Heritage | Dover District Council wants to unlock the potential of the district’s unique portfolio of heritage assets to drive economic growth and regeneration. Working with English Heritage, they were the first local authority to develop a heritage strategy and want to build on this work by exploring sustainable operating models for our museum and tourism service. |
| Portsmouth City Council – Community Safety | They would like to explore new delivery models for a number of community safety services currently delivered by a range of responsible authority partners within Portsmouth. The services that they would like to consider include: <ul style="list-style-type: none"> • CCTV • anti-social behaviour unit • early intervention project (domestic abuse) • support for young people at risk of offending |



Improvement and Innovation Board

18 March 2014

| | |
|--|--|
| | <ul style="list-style-type: none"> • research and analysis. |
| Devon County Council – Libraries, Youth and Day Care | <p>Devon County Council (DCC) will utilise the support of Delivering Differently to accelerate co-production and delivery of a new local service ‘offer’ led and developed by Devon’s communities. In doing so, DCC will support new roles for local communities as part of changing models of service delivery for the following:</p> <ul style="list-style-type: none"> • Youth Services • Library and Information Services • Day Opportunities for Older People and People with a Learning Disability. |
| Walsall – Adult Learning | <p>Their proposal is to explore the transformation of Walsall Adult and Community College (WACC), a Division within Neighbourhood Services Directorate of Walsall Council. WACC is focused on community-based learning and training, providing post-sixteen learning for around 5,500 residents per year. This will contribute to the growth and skills agenda locally.</p> |

32. To ensure that this programme has an impact on more than just the 10 councils listed above, the LGA will be setting up a Delivering Differently group on the Knowledge Hub for all councils who applied to the programme to join up to share the learning as the projects progress. In addition, the 10 councils will feature in the Innovation Zone and the LGA Conference in July. We are also investigating a “buddying” system whereby officers from outside of the 10 are able to assist with the delivery of the new models in the successful 10 councils and then take that learning back into their own organisations to progress their own service redesign.

Investment in Housing

33. As reported at the January Board meeting, the Productivity Team is developing a support offer to help councils access funding for new housing from institutional or other corporate sources. The intention is to form a consortium of local authorities who have land and wish to access significant development funds for new housing development, with the LGA procuring financial and legal expertise to undertake the necessary due diligence, produce a go-to-market bid and arrange a funding competition.
34. We have been testing the proposition informally with a number of networks and contacts, and have received positive responses from financial and legal experts and in principle interest from authorities.
35. A key emphasis of the offer would be supporting the consortium through what we know can be a complex and expensive process to secure additional funding for housing development. Getting the process right can provide much needed homes but also play a significant part in a council’s income generation and growth strategy.

36. Overall, therefore, the offer aims to:

- 36.1 help councils achieve the best value for money – building a consortium enables sufficient scale to access competitive rates, and organising a funding competition ensures the best price of money.
- 36.2 de-risk the process for councils – by procuring the necessary expertise upfront, and supporting the consortium through the process.



Centre for Public Scrutiny

Purpose

For discussion and direction.

Summary

This report updates members about how the Centre for Public Scrutiny and LGA propose to work more closely together.

Recommendations

Members are invited to:

- i. note the report;
- ii. comment on the draft outline collaboration programme (at Annex A) setting out some headline activities and projects CfPS proposes to carry out; and
- iii. comment on the proposals for local Public Accounts Committees, in the context of the LGA's Rewiring proposals for an area based approach to local public finance.

Action

Officers to progress in the light of members' views and report back to the Board at appropriate intervals.

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Centre for Public Scrutiny

Background

1. The Centre for Public Scrutiny (CfPS) was co-founded by the LGA in 2003. The Centre became a registered charity in 2010 with the following strategic aims:
2. To promote public scrutiny, accountability, transparency and involvement for the public benefit, through:
 - 2.1 advancing education in the principles and practice of public scrutiny and accountability, maintaining a national centre of expertise and promoting national debate and networks; and
 - 2.2 promoting the development of and improving the practice of public scrutiny and accountability within government and public services, including promoting standards of professional practice.
3. The Centre's Strategic Plan is publicly available on the CfPS website and is available here: <http://www.cfps.org.uk/publications?item=11578&offset=0>
4. The LGA has had a long-standing relationship with CfPS which has been of benefit for both organisations. LGA's financial contribution enables CfPS to deliver support for scrutiny, accountability and good governance, which in turn further benefits LGA member councils, for example CfPS's long-running Department of Health funded support for health scrutiny and patient and public involvement in health and social care services.
5. Last year the evaluation of the LGA's sector self-improvement work to date found that 54% of all respondents (rising to 67% of Leaders and 76% for Chairs of Scrutiny) were aware of CfPS and of those, 79% were satisfied with the services provided by CfPS.

Working more closely together

6. The opportunity to work more closely together, to better support the sector, reduce duplication, fill gaps in provision and achieve greater efficiencies, has been identified.
7. Last year following a review of CfPS's work both organisations have agreed a new process for bringing further clarity about the outcomes CfPS will deliver for LGA and the contribution it will make to LGA's sector self-improvement agenda, particularly around local accountability and the role of local councillors.
8. Three broad areas where this is felt to offer the greatest potential have been identified, they are - 'themes', 'places' and 'process', as follows:

“Themes”

9. **Scrutiny** - helping councils develop and manage their scrutiny processes to greater effect, through CfPS's on-line services, network support and practical guides, and contributing to other LGA programmes / events where inputs around scrutiny are required.

'Community Councillors': working with the LGA leadership team and Political Group Offices to develop the offer of support and programmes for non-Executive Councillors.

10. **Governance:** i) supporting councils with changing and implementing governance arrangements, including returning to Committee-based (as opposed to Executive) structures and ii) increasingly, support for places establishing, reviewing (or making sense of) place-based and commissioning-based governance arrangements
11. **Standards:** piloting the 'Ethical Governance Audit', a newly developed tool for analysing and improving behaviours, set against espoused values.
12. **Induction:** contributing to councils' induction programmes, where a particular focus on Governance and scrutiny is felt helpful.
13. **Rewiring:** contributing to the developing thinking on the appropriate governance model(s) required to support the Local Treasury approach and the work on 'Consumer Champions' (links to 'Community Councillors' theme above).

“Places”

14. Support for individual places, following referral by the LGA Principal Advisers. This might arise, for example, as a result of a Corporate Peer Challenge (CPC) and as part of the CPC follow-up and/or as bespoke and specific follow-up to Ofsted, Serious Case Reviews, or Safeguarding Peer Challenges.

“Process”

15. Practical mechanisms to support closer working, including
 - 15.1 Co-produced and mutually agreed annual Business Plan in relation to CfPS's local government work, by March each year;
 - 15.2 An annual report to the LGA Leadership Board; and
 - 15.3 Quarterly meetings with Executive Director, Head of Leadership and Productivity and Peer Challenge Manager and monthly meetings with the Head of Leadership and Productivity.
16. A formal LGA/CfPS Agreement along these lines is due to be submitted to the LGA Leadership Board and LGA Executive in March, following which it is envisaged that the LGA Improvement and Innovation Board will oversee the operation of the agreement and will receive regular reports about the work of CfPS.
17. A draft outline collaboration programme setting out some headline activities and projects CfPS proposes to carry out, on which members' views are sought, to enable further refinement and prioritisation of this programme is **attached at Annex A.**

Local Public Accounts Committees

18. As part of our *Rewiring* Campaign the LGA is making proposals for an area-based approach to local public finances, establishing a level of decision-making that allows each place to manage local tax and spend and drive growth, thereby giving local people a more meaningful local vote on a wide range of tax and spending decisions and strengthening local accountability.

19. Alongside these proposals CfPS has suggested that, if there is to be further devolution into place-based finance, as it believes there should be, then local places need their own 'accountability systems', accountable and transparent to local people and operating at local level. It has suggested that powerful, independent, local Public Accounts Committees, with oversight over all public expenditure in the local area, would provide crucial assurance to central government that funding and freedom to spend it in accordance with locally agreed plans can safely be devolved further. CfPS has developed some initial thoughts on how this might work which are set out at **Annex B, attached.**
20. Member's views are invited on CfPS's proposals for Local Public Accounts Committees.
21. The LGA has announced the intention, with CIPFA, to establish an independent commission into local government finance and to work with local areas to develop the practical details underpinning an area-based approach to local public financing. It is hoped that it will be possible, as part of this further work, to explore the opportunities to work with CfPS to develop the thinking around local Public Accounts Committees.

Next steps

22. Officers to progress the work in the light of members' views and report back to the Board at appropriate intervals.

Financial Implications

23. There are no additional financial implications arising as a result of this report.

ANNEX A

Projects / Programme for CfPS-LGA agreement – proposal

March 2014

Governance and scrutiny: universal offer

- Expert Helpdesk – at least 50 councils helped per year
- On-line services – e-newsletters to at least 90% of councils, discussion forum, on-line library of reviews, free publications library
- Regional Networks support – 1 specific development session for each network delivered by CfPS or other form of network support to be agreed by each network (links to sector-led improvement below)
- Regional relationship manager approach to providing links and support to be developed by CfPS
- Annual Conference for at least 150 delegates and parliamentary seminars for at least 75 members

Sharing and promoting good practice

- Annual Survey of overview and scrutiny
- Good Scrutiny Awards and Successful Scrutiny publication
- Regular case studies in LGA bulletins and First – 1 per month

Sector-led Improvement

- Information-sharing with LGA Principal Advisers – using regional relationship manager approach (links to universal offer Regional Networks support above)
- Improvement support for up to 10 LAs per year up to 3 days each, as identified by CPCs or Sector Improvement team in LGA (signed off by Head of Leadership and Productivity) – anything above this or support for authorities not identified as a priority / causing concern or support which is basic member development/ training to be paid for on usual day rate.
- Offer of Ethical Governance Audit tool as offer for authorities with potential behaviour / relationship / standards issues.

Specific projects

NB these are 3 year projects – to decide which are priorities to start in 2014-15 and which are less urgent, as well as which can be delivered within the core funding and which might need to be funded separately.

Project 1: Good governance driving improvement and transformation

- Identifying five Scrutiny Development Areas (SDAs) (with the LGA) who will establish ways in which scrutiny can contribute to their path through difficult/politically contentious/complex transformations – focusing on savings and efficiency, but also looking at joint approaches to service delivery;
- Promoting this approach, and our support, to other authorities through our consultancy offer;
- Production of a toolkit summarising potential approaches to others, and setting out outcomes;

Project 2: Accountability for local growth

- Enhancing the governance arrangements of a selection of Combined Authorities/LEPs, to enhance their accountability and transparency to the local population (and ensuring that what they work on accurately reflects the needs and aspirations of local people);

Project 3: Accountability for commissioning

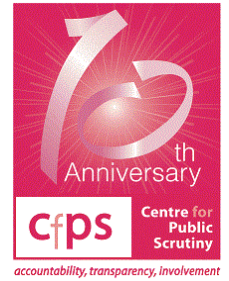
- Helping several SDAs to improve the accountability and openness of their commissioning arrangements (including using commissioning to respond to the public voice);
- Providing support around the scrutiny of specification of commissioning arrangements, and managing ways of dealing with concerns around commercial confidentiality;
- To be developed from early learning event in summer 2014

Project 4: Local PACs

- Identifying areas where a more radical approach can be taken, joining up accountability across a local area – early pilot identified in Tri-Borough, with Greater Manchester CA another potential;
- Securing support in doing the above from key Government departments – potential to bid to Transformation Challenge Award fund;
- Securing support and contributions in kind if nothing else from key partners such as the NAO and external auditors.

Centre for Public Scrutiny, March 2014

A Local Public Accounts Committee for every place: a proposal from CfPS



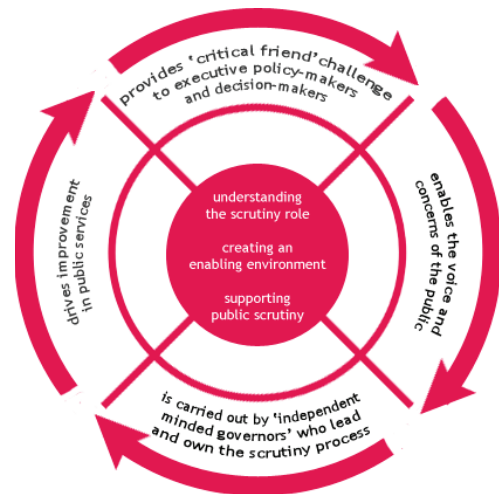
About CfPS

CfPS is an independent charity, widely regarded as the leading national voice for public scrutiny and accountability. At the heart of our work is the belief that public services should be transparent, inclusive and accountable.

We promote policy and provide wide ranging practical support. We work across government (for example with the Department of Health, Communities and Local Government, Home Office, Department of Work and Pensions), with the Local Government Association (who make an important contribution to our core costs in return for support for overview and scrutiny in local government) and with other stakeholders across the public sector. We have supported councils, NHS bodies and others individually and collectively through our comprehensive published guidance, on-line services, events and network of expert advisers.

Good scrutiny and accountability involve different people in different ways – citizens, patients and service users, councillors, inspectors and regulators. We have developed four mutually reinforcing principles, leading to improved public services, which need to be embedded at every level:

- constructive ‘critical friend’ challenge
- amplifying people’s voices and concerns
- led by independent lay people who take responsibility for their role
- driving improvement in public services



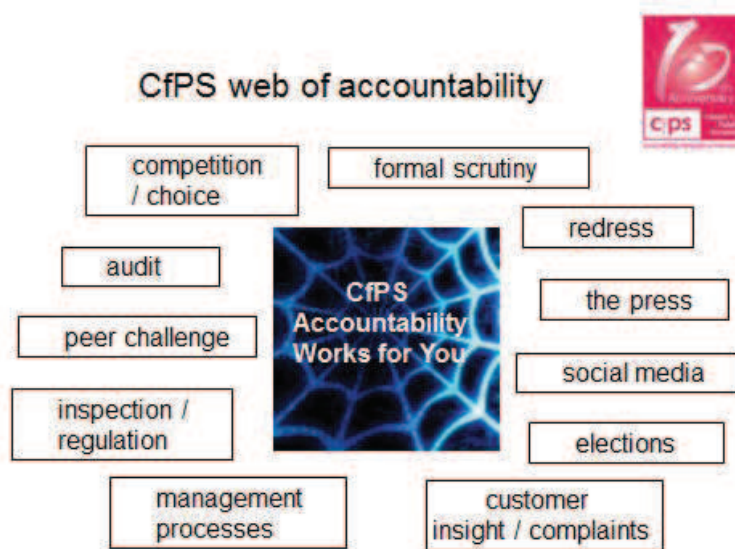
Delivering place-based accountability – a local Public Accounts Committee for every place

What do we mean by place-based accountability?

We have previously argued that accountability is more complex than the government’s view that: “Accountability is a good thing. But we believe it should point to the people who actually use and pay for public services.” (Decentralisation and Localism: an Essential Guide, 2010). CfPS believes that accountability does not operate in this linear fashion, either up to the centre or down to communities and service-users. We have used the following definition of accountability as a useful description of all the elements involved in making it real:

“A relationship between an actor and a forum, in which the actor has an obligation to explain and justify his or her conduct, the forum can pose questions and pass judgement, and the actor may face consequences.” (Bovens, Schillemans, ‘T Hart, 2008)

In fact, public servants operate in an increasingly complex and multi-faceted ‘web of accountability’, requiring them to be accountable or to give an account of themselves and their actions in a range of different forums.



(CfPS, Accountability Works, 2010)

Devolution of funding streams into place-based budgets spent by a number of partners acting jointly or individually according to a mutually agreed programme increases this complexity still further. Traditional notions of lines of accountability operating either internally from one service director to their organisation’s Board or council executive, or externally from one organisation’s accountable officer up to one Whitehall department’s accounting officer and thence to Parliament and the Public Accounts Committee, are simply not fit for purpose. The government has to some extent recognised this with the notion of ‘accountability system statements’ which each department has been required to produce setting out the system which operates underneath the department:

“It will be the simultaneous action of these different mechanisms of accountability acting on the different organisations involved in the commissioning and provision of a public service that will ensure the accountability of the system as a whole.” (Open Public Service White Paper, 2011)

However, if there is to be further devolution into place-based finance, as we believe there should be, we believe that local places need their own ‘accountability systems’, accountable and transparent to local people and operating at local level.

We suggest that having **powerful, independent, local Public Accounts Committees**, with oversight over all public expenditure in the local area, would provide crucial assurance to central government that funding and freedom to spend it in accordance with locally agreed plans can safely be devolved further. We have developed some initial thoughts on how this might work (set out below) but are open to working with others to develop these thoughts further, and welcome comments on whether what we suggest could be workable in practice.

We believe there could be many benefits from creating better place-based accountability. Some include:

- Reassurance to central government that devolved finance will be properly scrutinised and accounted for;
- Stronger public scrutiny and accountability for partnerships and joint or pooled budgets, with a single, visible place where the public can go to find out how money is being spent and to challenge outcomes;
- More opportunities for public engagement: going beyond simple publication of expenditure spreadsheets to provide a forum where such information can be interrogated and analysed and the voice of the public brought in to bring the figures to life. Publication of expenditure over £500 tells you what money was spent, but it does not tell you what the outcome was or what value for money was obtained: that requires context, analysis and service-user feedback;
- A link between local accountability and national accountability, with the ability for the national Public Accounts Committee and National Audit Office to draw on evidence from local Public Accounts Committees to inform national PAC inquiries and support its challenge to Whitehall and national agencies;
- Potential to streamline governance and accountability arrangements at local level, to remove duplication whereby all local agencies in a partnership need to assure themselves that funding is being appropriately spent, and end the need for multiple reporting lines for the same piece of expenditure;
- Potential to extract more value from external audit procurement, with auditors being expected to support local PACs and provide value for money analysis: the planned sector-owned national procurement body could oversee these arrangements and carry out national value for money analysis and comparisons;
- Potential to link governance and financial accountability of partnership arrangements more closely into established democratically accountable systems, addressing the democratic deficit and weaknesses in governance that have previously been identified as a concern relating to partnership-working (see for example Audit Commission, *Governing Partnerships: bridging the accountability gap*, 2005, and several pieces of research by Professor Chris Skelcher at INLOGOV).

How a local PAC could work

The local PAC should have the **power to scrutinise all public expenditure in a local area** (with reservations for national policymaking - eg around defence and security, some aspects of work and

pensions and any other areas where policy-making is wholly centralised). This power could be framed in three ways:

1. The right to have access to any papers or information held by anybody involved in delivering public services and to require representatives to attend meetings to give evidence, using the FOI Act definition around 'delivering functions of a public nature' to determine who might be covered by this right;
2. An 'enter and view' power over any organisation delivering publicly funded services, using the same definition - a right to access real-time management information, and to directly access and talk to managers and service users (this power is held by local Healthwatch organisations, who can 'enter and view' health and social care providers to fulfil their patient and public involvement responsibilities, with clear regulations governing the power to prevent its abuse);
3. A power to use this evidence to make recommendations to any local public service commissioner or provider to which the commissioner / provider would be obliged to respond saying which recommendations they accept and what they plan to do in response, and if they do not accept the recommendations giving reasons why not. The local PAC would have the right to refer any refusal to implement a recommendation they regard as crucial for good governance and value for money to the national PAC for determination or further investigation (the right of health scrutiny committees to refer service reconfigurations to the Secretary of State via the Independent Reconfiguration Panel is a good model, whose use by HOSCs has been well-regarded by the IRP and DOH).

We envisage the local PAC's principal focus being on the value for money achieved by the combined spending of public money in the local area, with a particular remit to assess whether planned outcomes are being achieved through partnership-working and pooled or joint budgets agreed under place-based finance arrangements. We see it being **able to refer matters up to the national PAC and NAO** if systemic or national issues emerge from local challenge and scrutiny or if, for example, problems seem to arise from flaws in national policy rather than local implementation.

There should be a **close relationship between the external auditor(s) for an area and the PAC**, with perhaps a lead auditor (comparable to a local version of the national Comptroller and Auditor General) responsible for convening a local Audit Board to ensure coordination and remove duplication in local audit and value for money work in a local area. The local lead auditor for a place could have a direct relationship to the national CandAG to report major probity or audit concerns or issues relating to national governance rather than local.

This would all strengthen the ability of the PAC and NAO to genuinely track the taxpayers' pound in a more devolved system by providing a clear system for gathering and assessing this information at local level and a mechanism for feeding it back. Currently it is debateable how clear the line of sight really is and how much in-depth scrutiny one committee (however tenacious and focused on protecting the public interest) can provide of the whole system. In a more devolved system, it will become even harder for the old system of accounting officers responsible to parliament for everything that goes on their department to function effectively and with genuine accountability or transparency to the public.

The local Audit Boards could also have a relationship with the national sector-owned body being proposed by LGA to take over national procurement of external audit contracts, which would enable it to draw together national themes around value for money that may be emerging and could inform sector-led improvement priorities in relation to corporate governance and value for money issues.

2.3 Composition

The local PAC would be chaired by a sitting councillor from the area and would have a majority councillor membership reflecting, broadly, local political proportionality, although the presumption should be that all decisions would be reached through consensus, and the focus in determining membership should be expertise and the ability to command respect across the area. Other members would be non-executives from other partner bodies (NHS Trust non-executive directors, members of local college or university governing bodies and potentially governors from key local schools, CCG lay members, Police and Crime Panel independent members). Partner agencies would nominate their own non-executives but there could be a role profile and potentially public hearings to determine the most appropriate appointments (perhaps overseen by the local Independent Remuneration Panel). There could also be provision for lay representation from the general public, perhaps drawn from a local citizens' panel or through a requirement that any review of a service must have representation from service-users or relevant user-led organisations.

The local PAC coverage would be based on the largest electoral division in the area (ie counties in two-tier areas, unitaries elsewhere), unless there are cross-boundary agreements for place-based budgets such as City Regions and Combined Authorities, in which case the PAC would reflect those areas. In the absence of full devolution of place-based budgets across the country, we would argue that individual arrangements such as City Regions or Combined Authorities should be expected to set up local PACs as part of their governance arrangements: this could be a transitional arrangement to pilot the approach until such time as there is more comprehensive devolution of place-based finance.

Detailed scrutiny of the value for money, performance and impact of place-based finance agreements would actually be carried out through task and finish groups or sub-committees with the PAC itself holding formal evidence hearings with key local partners but the task and finish groups providing the evidence for that work. These task and finish groups could bring in other local councillors and/or other appointees based on skills, but again maintaining a majority of elected councillors to retain the democratic link. Local PACs would not need to be local government bodies (in the 1972 Act sense) and could have a separate legal personality: this would reassure people about their independence and that this was not local government attempting to take over the governance of other partners (although arguably the creation of Health and Well-being Boards as formal council committees already does something similar).

In the formal hearing sessions we envisage a **role for local MPs** to contribute valuable evidence about the impact of policies and services on their constituents and take part in the debate on local impacts of public funding. For example, MPs could have a standing invitation or right to attend to give evidence at formal full committee meetings, or to supply written evidence from casework etc to draw on in

challenging commissioners and providers. This collaboration would also provide a useful local evidence base for MPs to consider when fulfilling their roles in Parliament, whether voting on the Budget or scrutinising departmental expenditure and policies through select committees, and engage more MPs in the scrutiny process than can be possible through the national PAC. We have thought about whether MPs should sit on the PAC itself as members but consider that this could have practical / logistical problems in terms of managing the committees' work against MPs' primary responsibilities in Westminster as well as potentially confusing electoral mandates and roles. However, we believe that more devolution requires stronger links and collaboration between national and local scrutiny and consider that hearing MPs' views as part of local PAC work and enabling them to draw on local PAC findings to support their national work could be extremely valuable.

How would it be paid for?

We can see two main sources of funding and it is important to acknowledge that this cannot be done for nothing and nor should all the costs be met from local government budgets. However, we can also see compensating savings as partners could streamline their internal governance and accountability processes the more they act jointly. One source could be a top-slice from the national NAO budget on the basis that these local PACs and associated officer support (including existing local external auditor costs) would be carrying out some of the assurance work previously carried out at national level by the NAO. The second source could be through a direct precept on the council tax.

A direct precept would a) ensure local PACs would be directly accountable to local people for their work, and b) secure financial independence for PACs and ensure that their work is not subject to negotiating agreement from a complex web of partners. In an area with 35,000 households paying council tax, based on the current average Band D bill (£1,444), a quarter of a million pounds could be provided to support each PAC from £7.14 extra as a precept, 0.49% of the total average Band D bill. If the places covered were of larger size eg for a Combined Authority, the precept could obviously be less as there would be economies of scale. A precept of this level could pay for three-four full time staff on modest pay plus accommodation costs. In addition, if all partners contributed some of their external audit contracted hours this could provide further independent financial expertise and support to the PAC.

We believe that such a local PAC could knit together the web of accountability by linking all the various non-executive and governance functions together in a place to provide a single point of public accountability, highly visible to the public and able to build up trust for independent challenge and public reporting on all the public money spent in a local area. Services and expenditure wholly within a single organisation would remain governed by existing governance and accountability arrangements but these could potentially be gradually slimmed down in recognition that there would ultimately be less of this kind of solo expenditure. The local PAC approach is designed on the assumption that more and more services are going to be commissioned and delivered in partnership across a local place, and that this should therefore become the focus for public accountability.

Conclusion

Local government will have an important role helping local people to navigate the increasingly complex and pressured public service landscape in the next ten years. Elected councillors will be able to provide a highly-visible source of accountability for wider, strategic issues arising from the increase in choice, personalisation and more complex delivery partnerships. Councillors should be people's voice to services rather than services' voices to people. To achieve the ambition of greater devolution of finance and flexibility to spend budgets across the silos set by Whitehall departmental empires, local government must be able to demonstrate that it is credible in terms of delivery and can provide effective governance and accountability to reassure Parliament: we believe that our local Public Accounts Committee offers a potential strong model to develop further. If local government is using its democratic mandate to argue for its right for more powers and flexibility to lead its place, councils must also ensure their democracy is as healthy as possible: this means investing in and supporting elected councillors and working with local parties and others to refresh the councillor cadre to be fit for purpose for the next decade and beyond.

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December 2013

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Local elections and the LGA's change of control support offer

Purpose

For information.

Summary

Local elections are taking place on 22 May 2014. This report reminds members about the LGA's support offer for councils facing a possible change in political control as a result of the local elections. This includes our forthcoming revised and updated guide for leading council members and their chief executives who face the possibility of a political administration without a majority.

Recommendation

Members are asked to note the report.

Action

To publish and promote the forthcoming revised guide on councils without a majority administration as part of the LGA's wider change of control support offer.

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Local elections and the LGA's change of control support offer

Background

1. Following consultation by the Department for Communities and Local Government (DCLG), the local elections this year will take place on 22 May 2014. This is to enable them to be combined with the 2014 European Parliamentary elections, which were previously due to take place in June. Similar dual arrangements took place in 2004 and 2009.
2. The DCLG consultation identified key benefits in combining local and European elections:
 - 2.1 being more cost effective for councils and central government than running two stand-alone polls, saving 'some £10 million';
 - 2.2 being more convenient for voters to visit the polling station once, increasing the likelihood of more voters participating in the elections; and
 - 2.3 enabling those responsible for voter awareness campaigns, particularly councils and the Electoral Commission, to concentrate their efforts in increasing awareness of one single election day.
3. The following local elections are therefore due to be taking place on 22 May:
 - 3.1 67 district councils electing by thirds, 1 of which holding elections for the directly elected mayor (Watford);
 - 3.2 7 district councils electing by halves;
 - 3.3 18 unitary councils electing by thirds;
 - 3.4 36 metropolitan district councils electing by thirds; and
 - 3.5 32 London Boroughs electing by whole council, 4 of which holding elections for the directly elected mayor (Hackney, Lewisham, Newham, Tower Hamlets).

The LGA's change of control support offer

4. LGA support is available to all councils that change political control whether to a single party administration or no overall control. This includes up to five days free support per council from our experienced member peers, and free support for members in opposition who are likely to form administrations. This can typically involve facilitating workshops and away days to build relationships, clarifying strategic priorities and mentoring for leaders or portfolio holders.
5. The LGA encourages councils facing the possibility of a change of political control to discuss their circumstances with us, e.g. via their regional Principal Adviser and/or national/regional member peer. In turn, the LGA's Principal Advisers and Political Group Offices ensure that councils facing a change of political control receive the best support to enable the smoothest and most efficient transition to their new arrangements.
6. As part of this support, ahead of the 2013 local elections, the LGA also published its guide *No overall control The experience of chief executives in councils without a majority*

*administration.*¹ This included lessons by and for chief executives before, immediately and sometime after local elections, and case studies of their councils' experiences.

7. Recognising that leading members might also benefit from such lessons, we are due to publish a revised and updated guide *No overall control: learning the lessons from leading members and chief executives in councils without a majority administration*, with political leaders as the focus. This guide captures learning from discussions with political leaders from a wider range of councils, whilst also revising the lessons for chief executives and refreshing some of the original case studies.
8. Council leaders we spoke to advised on issues to consider before, immediately and in the longer term after elections. Before the elections for example, leading members could:
 - 8.1 make manifestos realistic so that promises will be viable regardless of the outcome;
 - 8.2 consider all possible political outcomes of elections and responses;
 - 8.3 review other political groups' manifestos to establish shared and differing views;
 - 8.4 check party rules regarding working in a no overall control or coalition situation;
 - 8.5 explore local members' views about what no overall control could mean locally;
 - 8.6 ensure negotiation teams can start discussions straight after election results;
 - 8.7 get to grips with key issues, e.g. who could become the leader, deputy, cabinet or lead members;
 - 8.8 consider talking to other parties in case further formal discussions are needed; and
 - 8.9 ask other leaders, who have experience of such issues, for advice.
9. Immediately after the election, advice from leading members is then to:
 - 9.1 consider all possible options for their party – big or small – e.g. a minority administration, a formal or informal coalition or agreement;
 - 9.2 secure their own group leader positions by canvassing support;
 - 9.3 get to know the priorities of the other parties to identify shared and differing views;
 - 9.4 talk to other parties and group leaders to see who could work together on what issues;
 - 9.5 ask their chief executive for advice, information and support;
 - 9.6 keep their members briefed and prepared for possible cabinet or executive roles;
 - 9.7 take sufficient time to make the best decisions;
 - 9.8 consider the detail, e.g. how groups in the administration will share information and make decisions; and
 - 9.9 key positions, e.g. cabinet places and committee chairs, and other parties' requests.
10. In the longer term, leading members then advise to:
 - 10.1 consider written and/or spoken agreements to facilitate new arrangements;
 - 10.2 get up to speed on key issues – arrange briefings with the chief executive and others;
 - 10.3 be patient, to get everyone on board and understanding the new political structure;
 - 10.4 take the lead, hold arrangements together, agree shared policy lines and identify tensions;
 - 10.5 be clear who owns what, e.g. officers' and members' roles;

¹ which can be found at <http://tinyurl.com/pwq9stn>

- 10.6 not expect to always reach agreement with other groups but ensure they understand why decisions made can help get business through the council;
- 10.7 accept that trial and error may be needed to set up systems and processes; and
- 10.8 maintain constructive, open and inclusive dialogue to ensure the advice, support and consensus of others whilst remaining strong and decisive as necessary.

Next steps

- 11. The guide has been signed off by lead members and is currently in production with a view to circulating it as soon as possible so that it is of maximum benefit to leading members and chief executives.

Financial Implications

- 12. The costs of the LGA support offer, including the original and revised guides, have and continue to be met through the LGA's improvement support budget.

Improvement and Innovation Board: Away Day June 2014

Purpose

For discussion.

Summary

At the last meeting, the Board agreed to cancel the 20 May meeting of the Board and asked officers to investigate the possibility of holding the re-arranged meeting as a Board Away Day in the first couple of weeks of June. This paper reminds members about the proposals and invites any further comments/suggestions about the objectives and format for such an event.

Recommendation

Members are asked for their views on the proposed arrangements for the Board Away Day in June.

Action

Officers to progress the arrangements for the Board Away Day, with lead members, in the light of members' views.

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Improvement and Innovation Board: Away Day June

Background

1. Previous Board Away Days have been organised around significant points in the Board's activities.
2. For example, the Board held an Away Day in November 2010 to contribute to the development of the sector's thinking about sector led improvement. This was subsequently crystallised by the Board in "Taking the Lead" published in February 2011. An earlier Away Day in March 2009 was focussed around influencing the implementation of the Comprehensive Area Assessment.
3. The November 2010 Away Day was held at the City Marketing Suite, a venue sourced for us by Cllr Edward Lord. The event involved Board members, invited member peers, special guests including Helen Bailey (then of HM Treasury) and chairs of LGA Children and Young People Board and Community Wellbeing Boards. One of the sessions was facilitated by Sue Goss of OPM. A short formal Board meeting was held at the conclusion of the event.

June Away Day. Some issues to consider:

4. **Potential purpose:** A Board Away Day in June would provide a good opportunity to reflect on the future role of the Board itself and the future of sector led improvement, in the light of:
 - 4.1 the practical implications of the LGA's Governance review and the decision that the Improvement and Innovation Board will take political level responsibility for all improvement activity across the LGA;
 - 4.2 the emerging conclusions from the evaluation research on sector led improvement; and
 - 4.3 future considerations such as the potential improvement challenges facing councils following the next General Election and the extent to which the LGA offer needs to be further developed e.g. a greater focus on supporting councils dealing with their financial challenges.
5. The outcome of the discussion would help inform how the Board takes on its wider improvement brief and our future work on Improvement and Innovation across the LGA. It would be written up, agreed with lead members and reported to the first meeting of the reconstituted Board in September 2014.
6. The Away Day would also provide an opportunity to reflect on the arrangements for the Innovation Zone at the LGA Annual Conference the following month.
7. **Suggested format:** facilitated, with a mix of plenary sessions and small group discussions.
8. **Potential invitees:** Board members and substitute members; invited member peers; Principal Advisers.



**Improvement and Innovation
Board**

18 March 2014

9. In addition, members might wish to invite key members from other LGA Boards and/or other representatives such as from SOLACE, the professional associations or the regulators.
10. **Venue:** a convenient London venue. An external venue can be helpful in reinforcing the purpose of the event and we can source a local external venue, or approach London authorities represented on the Board.

Next steps

11. Officers to progress the detailed arrangements, with lead members, in the light of members' views.

Financial Implications

12. The costs of the Away Day will be kept to a minimum.

Note of decisions taken and actions required

Title: Improvement and Innovation
Date: Tuesday 21 January 2014
Venue: Smith Square 3&4, Local Government House

Attendance

| Position | Councillor | Council / Representing |
|---------------------------|--|---|
| Chairman | Peter Fleming | Sevenoaks DC |
| Deputy-Chair | Claire Kober | Haringey LB |
| Vice-Chair | Jill Shortland OBE | North Kesteven DC |
| Deputy-Chair | Shirley Flint | Somerset CC |
| Members | Teresa O'Neill | Bexley LB |
| | Richard Stay | Central Bedfordshire Council |
| | Tony Jackson | East Herts DC |
| | Barry Wood | Cherwell DC |
| | David Mackintosh | Northampton BC |
| | Tony McDermott MBE | Halton BC |
| | Tim Cheetham | Barnsley MBC |
| | Helen Holland | Bristol CC |
| | Kate Hollern | Blackburn with Darwen BC |
| | Sir David Williams CBE | Richmond upon Thames LB |
| Apologies | Nicholas Rushton | Leicestershire CC |
| | Glen Miller | Bradford MDC |
| | Rory Palmer | Leicester CC |
| | Imran Hussain | Bradford MDC |
| | John Blackie | Richmondshire DC and North Yorkshire CC |
| Observers/Other attendees | Cllr Howard Sykes | LGA Liberal Democrat National Lead Peer |
| | Cllr Paul Bettison | LGA Conservative National Lead Peer |
| | Cllr Bryony Rudkin | LGA Labour National Lead Peer |
| | Philip Sellwood | Energy Savings Trust |
| | Richard Priestman | Lombard |
| LGA Officers | Michael Coughlin, Dennis Skinner, Verity Sinclair, Juliet Whitworth, Brian Reynolds. | |

| Item | Decisions and actions | Action by |
|-----------|--|-----------|
| 1. | Welcome and Introductions | |
| | <p>The Chairman welcomed everybody to the Improvement and Innovation Board meeting.</p> <p>Cllr Richard Stay declared an interest in Item 7 as a trustee of the Leadership Centre.</p> | |
| 2. | Corporate Peer Challenges | |
| | <p>Cllr Jill Shortland introduced the report on the Corporate Peer Challenge (CPC) and invited Professor Steve Martin from Cardiff Business School to address the Board.</p> | |
| | <p>Professor Steve Martin presented the findings from the Cardiff Business School's evaluation into the effectiveness of the LGA's CPC programme. He explained that the School had been commissioned to perform an external, independent and authoritative evaluation of the effectiveness of the CPC programme and its overall impact in helping the sector to improve.</p> | |
| | <p>Councils reported that the CPC had a positive impact on their capacity to take responsibility for their own improvement with five key impacts around greater self-awareness, external reputation, behaviour change, organisational change and service transformation. More than two thirds reported that CPC had led to positive improvements in the way their council was run. Recommendations from the report included recruitment of peers from outside the sector, marketing of the benefits and strengthening the follow up process.</p> | |
| | <p>The discussion was opened up to the rest of the Board. Members asked for a list of councils that had completed Peer Challenges. The list can be found here:</p> | |
| | <p>http://www.local.gov.uk/web/guest/peer-challenges/-/journal_content/56/10180/5502793/ARTICLE)</p> | |
| | <p>The Board also received a report analysing the next tranche of 30 CPC reports. The analysis found that councils chose to focus the flexible element of the peer challenge around future issues, transformation, partnership working, improvement and economic development.</p> | |

Members raised a number points including amongst others:

- The evaluation was welcomed as an endorsement of the peer challenge programme
- The need to continue to expand the peer challenges to include peers from outside the sector including businesses as part of making sure the best and the brightest were included.
- How to make the link between peers and the councils post CPC more formalised with suggested follow up meetings to strengthen the advantages of the challenges and keep the positive impacts going.
- How to promote the advantages for the peers of taking part in the CPC.
- The possibility of expanding the challenges past their five core elements and making the challenges more bespoke for each council.
- The need to look across the peer challenge programme and being able to identify trends that then inform our support offer to the sector.

Decisions

That the Board:

- i. **Endorsed** the findings from the Cardiff evaluation report.
- ii. **Agreed**, subject to availability of resources, to keep the CPC as a key part of the LGA support offer.

Action

- | | | |
|------|---|------------|
| i. | To publish and promote the findings from the Cardiff evaluation report. | Andy Bates |
| ii. | To take the Peer Challenge offer forward in light of members' discussion. | Andy Bates |
| iii. | To continue to promote the CPC offer to the sector. | Andy Bates |

3. Health and Social Care Sector Led Improvement Programmes

Michael Coughlin introduced the report, which set out plans to combine health and social care improvement programmes, working with the Department of Health to create a more streamlined approach. Michael set out the range of activities that would be available and asked Board members to note the breadth of work and the involvement of peers.

Cllr Teresa O'Neill raised concerns about the apparent lack of understanding amongst Health and Wellbeing Board (HWB) Chairs of their power and the opportunity they had to shape future service provision. She also mentioned the need for HWBs to sign off their Better Care Fund allocations. Her sentiments regarding

the significant implications of the Better Care Fund and the need for a better understanding of the agenda were echoed by a number of Board members.

Discussions followed on a number of topics including funding levels in comparison to previous years, the potential value of HWBs being a core part of the CPC offer, the need for HWBs to be more integrated into local government structures and for GPs to be better informed about how councils operate.

Michael Coughlin agreed with the observations. There were still a number of issues to iron out including boundaries, stakeholder interests and the links with HWBs but real progress was being made.

Cllr Fleming said that if the General Assembly agreed to the governance changes, a report would be brought back on how the Board would be handling its new improvement responsibilities including in health and social care.

Decisions

The Board **noted** the report and proposals for 2014-15.

Action

Officers to take forward in line with members' recommendations.

Caroline Bosdet

4. Update on Transparency

Cllr Tim Cheetham presented the report, discussing the government's recent announcement on open data, transparency and the 'Local Authorities Data Transparency Code' published by DCLG. He expressed disappointment that the government had felt the need to impose so many new rules on transparency as local government was already very transparent. He questioned the lack of local government presence on the government's Public Sector Transparency Board and expressed concern that the government was not allowing local government to have an active voice.

A draft letter from the LGA to DCLG in response to the Data Transparency Code was circulated to the Board for approval. Members asked if this could be circulated to councils and this was agreed. Funding for the new plans was discussed and members raised concerns about councils not being financially able to support the changes.

Funding for other projects was mentioned including the Open Data Breakthrough Funding of over £1Million from the Department for Business, Innovation and Skills, and the £2.7m

from Defra to help councils with the infrastructure for spatial information in the European Community Regulations 2009.

Decisions

- i. The Board **noted** the recent government announcements on open data and transparency.
- ii. The Board **approved** the LGA response to the transparency code for local government.
- iii. The Board **noted** the progress on the open data Breakthrough Fund Programme.
- iv. The Board **noted** that the LGA had secured £5.487Million in funding for the sector over the last two years to publish data under INSPIRE and open data initiatives.

Action

Officers to take forward in line with members' recommendations.

Gesche Schmid

5. Productivity Programme Update

Brian Reynolds updated members on the productivity programme as outlined in his report. He started with health and social care integration, explaining that the Care Bill placed a duty on local authorities to promote integration. The LGA would be looking at the effectiveness of this, with 12 authorities taking part in the LGA Adult Social Care Efficiency programme, evaluating the productivity and efficiency of the integration models being adopted over a period of 2 years.

Brian reported issues with the Public Service Network including a lack of engagement with the sector combined with a new zero tolerance approach.

The new growth advisors scheme was discussed with 29 councils being funded in this round and resources identified to fund a further 32 councils. There was also an update on the housing offer and the collective energy switching scheme, which would be going to auction on 18 February.

Members discussed the Public Service Network including problems with councils being compliant by the deadline. Concerns were raised that councils would have to pay thousands of pounds to buy new equipment if they were going to meet the requirements. It was suggested that councils should not be concentrating on the threat of being cut off as this was unlikely, however they should be looking at the threshold of compliance and how this could be achieved.

Decisions

- i. The Board **noted** the updates to the Productivity Programme.
- ii. The Board **noted** the work being carried out to lobby the Cabinet Office about the Public Service Network.
- iii. The Board **approved** the list of authorities in the next tranche of Growth Advisor awards.

Action

Officers to take forward in line with members' recommendations. Brian Reynolds

6. Innovation work programme

The Board received a report proposing initial ideas and potential work areas for the next phase of the LGA's innovation work. The aim of the next phase was to develop a more coordinated approach across the organisation with a greater focus on dissemination of good practice.

The LGA would continue to work with national partner organisations and it was reported that Cllr Peter Fleming and Cllr David Simmonds from the Children and Young People Board would be meeting with the Design Council to explore possibilities for joint work on new approaches to delivering different aspects of children's social care.

An informal innovation meeting would be taking place between LGA officers every month with the focus on arranging speakers and sessions for the Innovation Zone at the LGA conference, producing an interactive innovation map and shaping LGA communications on innovation.

Decisions

The Board **agreed** the proposed approach to innovation.

Action

Officers to take forward in line with members' recommendations. Rhian Gladman

7. Leadership and Localism: Update on progress

Pascoe Sawyers gave a brief update to the Board on the current Leadership offer in advance of the new offer being formally launched later in the year.

The NGDP had had another successful year with a total of 94 graduates being recruited for Cohort 15 and placed in 40 councils across England and Wales. Despite efforts to promote interest outside London a significant number of graduates would be placed in London Boroughs.

Decisions

The Board **noted** the Leadership and Localism team's programme of work and the progress that has been made to date.

Action

Officers to take forward in line with members' recommendations. Pascoe Sawyers

8. Board Away Day

The date of the May Board meeting would have to be moved from 20 May as this was too close to the local government and European elections. It was suggested that the meeting be held sometime in mid-June as the away day, from 10am until 3pm, in a location away from Local Government House.

Members suggested the Board looked at new sector-led improvement activities, looking at the effectiveness of what the LGA was providing especially with children and adult health and social care, potential demands post the next General Election and the implications for the Board of the changes to the LGA's Governance arrangements.

Cllr Peter Fleming asked members to submit their ideas for the away day to their lead members who would be discussing this at their February meeting.

It was agreed that the away day would be open to substitutes, and would try to minimise costs through trying to get a free venue and making sure catering was cost effective.

Decisions

Members noted the date and time change for the Board meeting in May and the proposal to have an away day in June, the date of which to be confirmed.

Action

Officers and Lead members to discuss the away day and bring back the plans to the Board meeting in March.

Michael
Coughlin/Dennis
Skinner/ Nick
Easton

9. Note of the last meeting

The notes were accepted as a true record.

Date of next meeting

Tuesday 18 March 2014.

LGA location map

Local Government Association

Local Government House
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Tel: 020 7664 3131

Fax: 020 7664 3030

Email: info@local.gov.uk

Website: www.local.gov.uk

Bus routes – Millbank

- 87** Wandsworth - Aldwych
- 3** Crystal Palace - Brixton - Oxford Circus

For further information, visit the Transport for London website at www.tfl.gov.uk

Public transport

Local Government House is well served by public transport. The nearest mainline stations are: Victoria and Waterloo: the local underground stations are

St James's Park (Circle and District Lines), **Westminster** (Circle, District and Jubilee Lines), and **Pimlico** (Victoria Line) - all about 10 minutes walk away.

Buses 3 and 87 travel along Millbank, and the 507 between Victoria and Waterloo stops in Horseferry Road close to Dean Bradley Street.

Bus routes – Horseferry Road

507 Waterloo - Victoria

C10 Canada Water - Pimlico - Victoria

88 Camden Town - Whitehall - Westminster - Pimlico - Clapham Common

Cycling facilities

The nearest Barclays cycle hire racks are in Smith Square. Cycle racks are also available at Local Government House. Please telephone the LGA on 020 7664 3131.

Central London Congestion Charging Zone

Local Government House is located within the congestion charging zone.

For further details, please call 0845 900 1234 or visit the website at www.cclondon.com

Car parks

Abingdon Street Car Park (off Great College Street)

Horseferry Road Car Park
Horseferry Road/Arneway Street. Visit the website at www.westminster.gov.uk/parking

