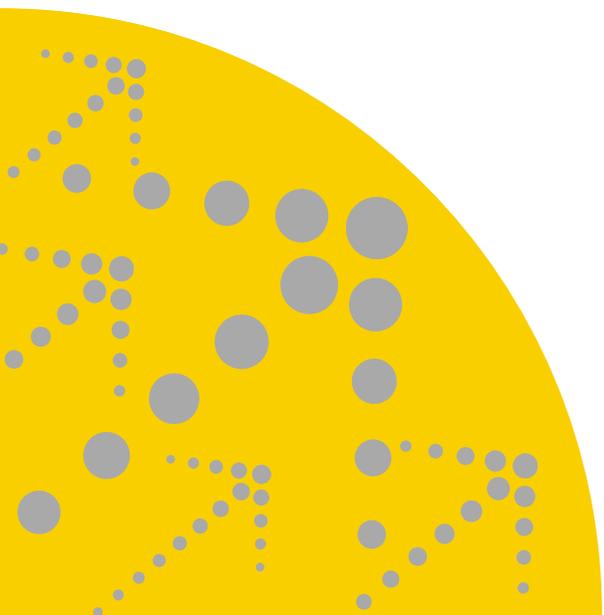


FUTURE COUNCILS



A STRATEGY
FOR SUSTAINABLE
SERVICE DELIVERY



FOREWORD

As CIPFA's change management consultancy, C.Co supports the wider Public Sector in delivering evidence-led, value-driven consultancy and transformation. We are passionate in our support of the public sector and we are proud to work shoulder to shoulder with our clients in delivering sustainable change, which drives better and more efficient outcomes for people.

Over the last 12 months we have supported many clients, including Leeds City Council, to meet the challenges faced, including diminishing central funding, pressure on social care services and, not least, the impact of Covid-19 and the global pandemic. The public sector has responded brilliantly to the challenges, but the post pandemic environment will create perhaps even greater pressures on already strained services.

At C.Co, we recognise that the best organisations want to evolve and transform and that change is not always driven by a failure of an organisation, service or process. We feel particularly privileged that we can shine a spotlight on some of the many examples of best practice at Leeds City Council, delivered since the development of the Leeds' Commission, and to be able to champion the Council and its achievements in undertaking our wider work.

*Michael McDonagh
Chief Executive*

LOCAL GOVERNMENT FACES INCREASING COST PRESSURES, FURTHER EXACERBATED BY COVID-19

Increasingly, councils are facing significant challenges to deliver balanced budgets. With on-going pressure, particularly from social care, housing and regeneration, more scrutiny is likely, while better governance, including savings plans, is required. The pandemic has added to the financial pressures, which are likely to be ongoing as the impacts of COVID-19 continue to materialise.

Local government reform will increase the need for understanding the cost and benefits of different local government models. Integration of Health and Social Care is part of the solution to the challenge facing us but an in-depth understanding of the challenge and the demand is imperative.

At C.Co, we believe councils can rethink procurement, deliver better value for money and drive higher social value. Increased transparency and challenge drives sector improvement. Together with CIPFA, we are well placed to work collaboratively with councils, supporting them to understand 'what good looks like'.

DRIVERS FOR CHANGE IN THE WAY COUNCILS DELIVER SERVICES

In order to satisfy both the financial challenge and the moral need to support their citizens, councils must radically change the way they deliver services.

ORGANISATION-WIDE CHANGE REQUIRES:

- Bold, innovative and risk-aware leadership
- A clear vision and consistency of purpose
- A culture of trust in staff and citizens
- An integrated, outcome-focused and flexible approach
- A new, citizen-centred approach to delivery
- Taking a strengths-based attitude, enabling the community to be the best it can
- Councils to adopt a new culture and way of working, led by intelligence and enabled through digital technology
- Insight and external support to show it is possible to achieve substantial savings while protecting or improving outcomes.

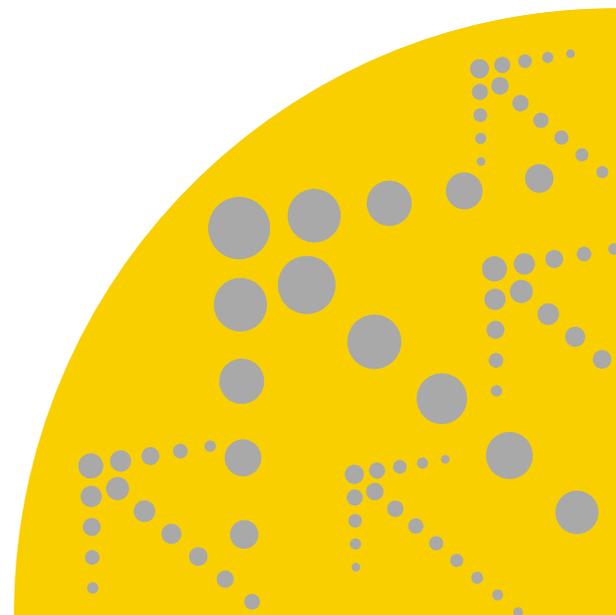
WHAT IS FUTURE COUNCILS?

Developed to enable councils to meet the challenges they face today, Future Councils is C.Co's model for achieving sustainable organisation-wide change.

Future Councils is rooted in academic learning and good practice on what does and does not work in the delivery of local government organisation change. It is based on the collective practical experience and knowledge of CIPFA C.Co from across the sector and beyond.

FUTURE COUNCILS IS DESIGNED TO:

- Ensure the council is financially sustainable and delivering value for money
- Redesign services fit for the needs of today's and tomorrow's citizens
- Pioneer approaches to service delivery
- Ensure that decisions are intelligence-led, robust and based on sound evidence
- Provide assurance that the council and key officers are 'safe.'



THE FUTURE COUNCILS MODEL

THREE FUNDAMENTAL LAYERS:

- outcomes of change
- actions to achieve change
- five core components of change

1. OUTCOMES

Key outcomes should be focused on really understanding the community and putting it at the heart of what a council is delivering.

The council needs to re-think its purpose and change the dynamic of its relationship with the customer, understanding the demand and the requirement from a customer perspective, and considering creative and innovative ways to deliver it. This may be through new models of direct delivery, by enabling people to do things for themselves or by working in partnership with local individuals, groups or other public, third sector or private sector partners.

At C.Co, we believe that real change is only possible through fundamentally re-thinking the purpose of a council and considering what truly could be possible, from short-term cost cutting to providing sustainable, intelligence-led services.

2. ACTIONS

Practical activities and actions should define the vision and strategy to achieve the change, understanding the evidence, the information and the opportunities of the current situation and then modelling these to develop options and business cases.

This will include clear and realistic consideration of the external landscape, the commercial and alternative delivery opportunities and draw on lessons and good practice from other organisations.

Delivering the actions successfully will require the key organisational elements to be in place.

3. FIVE CORE COMPONENTS FOR YOUR CHANGE PROGRAMME

These are the five critical factors that should be considered for any change programme:

I. CULTURE

- Creating a culture of trust
- Supporting innovation and learning in a risk aware environment
- Providing an atmosphere that motivates and allows creativity
- Developing and demonstrating shared values and beliefs to citizens, partners and colleagues
- Leading with integrity and morality at all levels.

II. PEOPLE

- Modernising structures based around organisational need
- Allowing individual accountability and minimising management and supervision
- Ensuring the right people with the right skills are in the right roles
- Treating people as a key asset and understanding individual and team strengths to maximise the impact
- Enabling increased engagement, job satisfaction and a shared sense of purpose.

III. GOVERNANCE

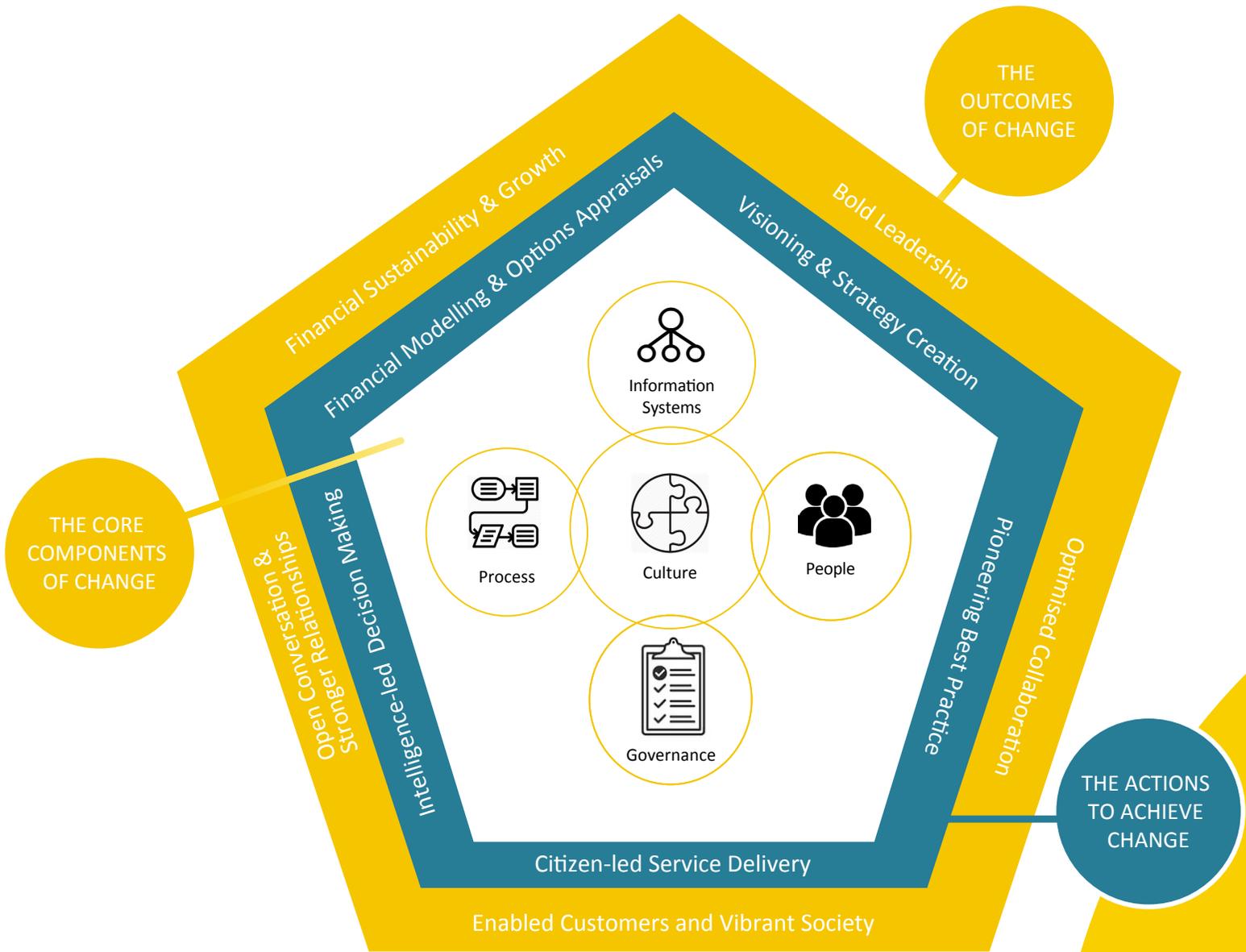
- Ensuring processes, budgetary controls and performance management are sufficient yet flexible
- Providing a clear view of accountability and responsibility that is enacted properly
- Joining strategy to successful delivery
- Challenging aims to overall alignment with outcomes
- Overseeing transparent risk and issue management.

IV. PROCESSES

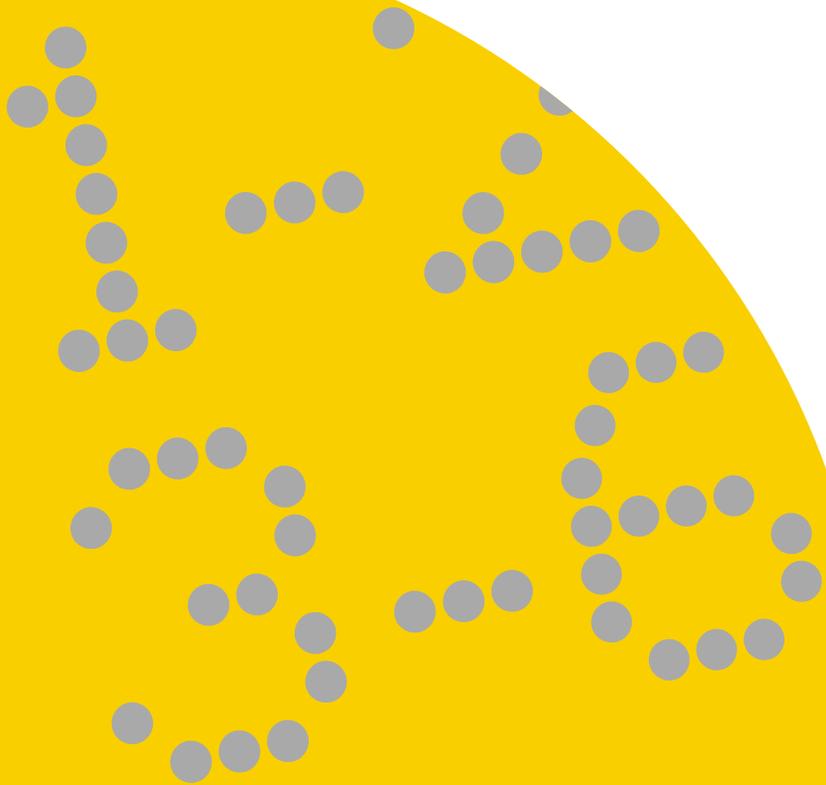
- Minimising and modernising processes
- Ensuring all activity adds value to the citizen and helping to shape demand
- Eliminating all possible waste, do it once – get it right
- Taking a whole systems approach to understand wider organisational and social impact
- Enabling improved service delivery and customer satisfaction.

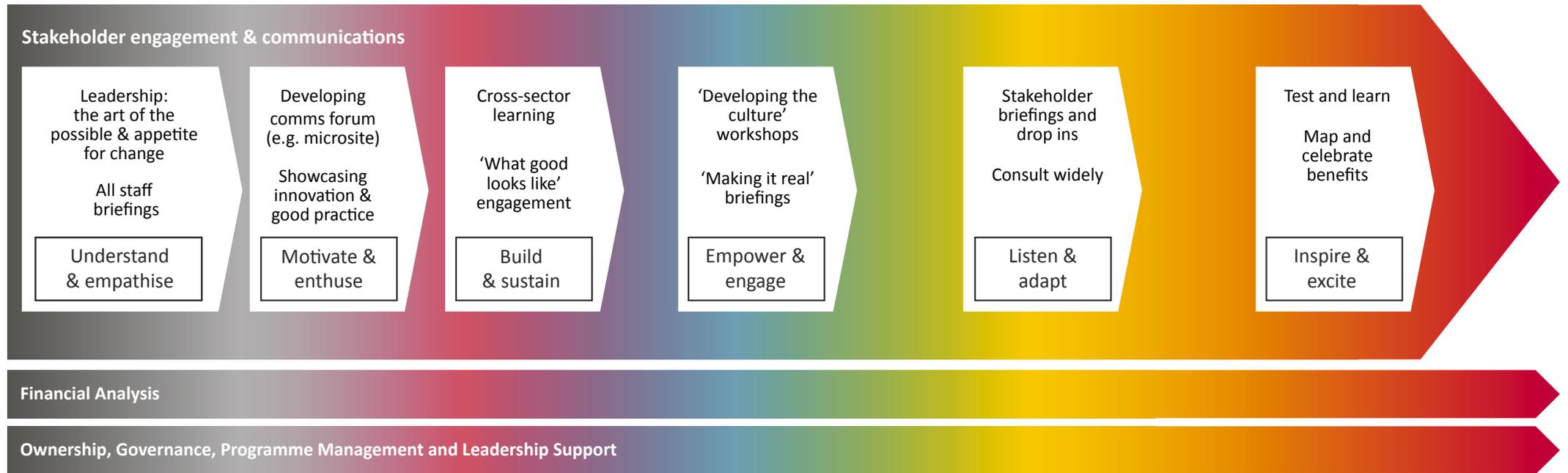
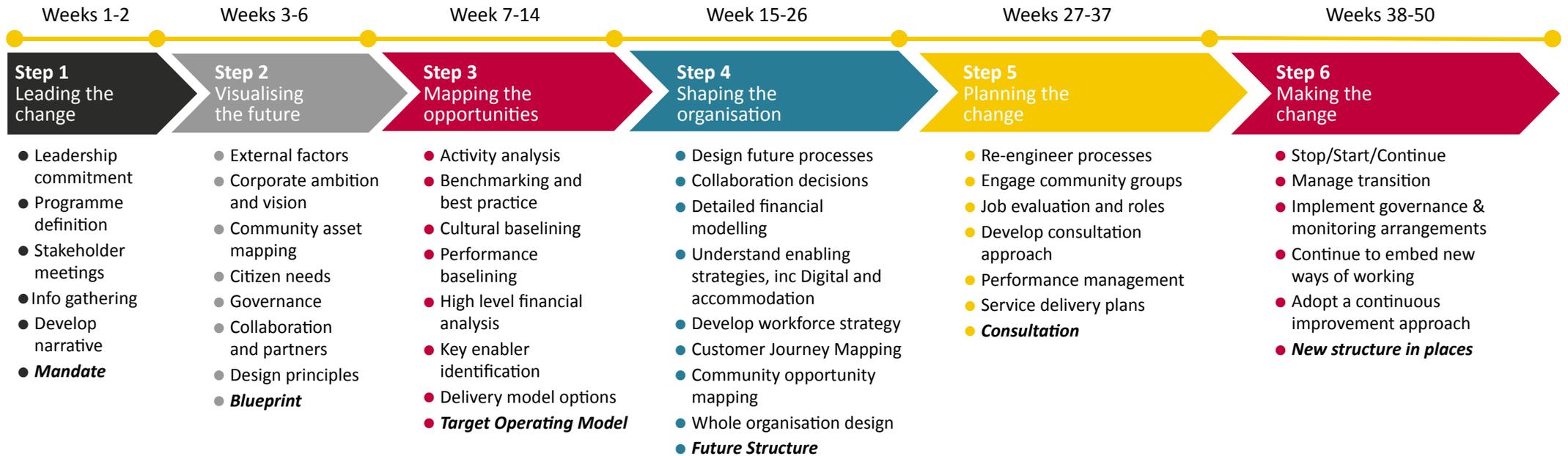
V. INFORMATION SYSTEMS

- Adopting an approach that is driven by organisational wide strategies and outcomes
- Utilising intelligence within the organisation and partner network to inform decision-making
- Managing information and knowledge in a holistic way
- Providing the tools for cross and inter-organisation collaboration and establishing a 'duty to share' culture of information management
- Supporting new and flexible ways of working that drive efficient delivery.



WORKFLOW CHART SHOWING WEEK 1 TO WEEK 50*





*The timescales indicated are for illustrative purposes only. The actual time taken for each council will depend on unique circumstances around each change programme.

CASE STUDIES



We're delighted to be presenting at the annual CIPFA conference this year, to share the achievements and challenges of Leeds City Council, in the city and beyond. We'd be the first to say we don't have all the answers, and we're far from complacent, but we can share the approach we've taken and the impact it has had.

Communities are at the heart of everything we do and we're proud of the difference this approach is making, although there remains much more to be done. A great deal has been accomplished right across the sector, despite the impact of austerity and increasing demands. What public services have achieved during the Covid-19 pandemic is nothing short of remarkable, and this would not have been possible without working with partners.

Almost ten years ago, at the start of austerity, we set out a vision for how our sector could adapt to remain effective and ready to meet the challenges we face, in our Commission for the Future of Local Government. The timing of the Commission was important, seizing the opportunity to shape our future, developing a framework that has been invaluable to us and others. It captured the leadership role of local government, the importance of inclusive growth, articulated a way of working with people to achieve outcomes and highlighted the value of public service and the need for different kinds of infrastructure.

The Commission gave us a firm foundation for planning to achieve our ambitions to be the best city and the best council, and emphasised the importance of a values based collaborative approach to improve outcomes. In the following pages, you'll find a handful of examples to illustrate this forward-looking work with partners and its impact with more examples found [HERE](#)

As we look ahead to the next ten years, we all face so many challenges to achieve our ambitions while we also balance our books. Interestingly, much of our original thinking remains relevant as we embark on the post pandemic recovery journey.

We hope our experience is useful to you, as we can learn so much from each other.

James Lewis Tom Riordan



JAMES LEWIS

TOM RIORDAN

CASE STUDY 1

LEEDS INCLUSIVE ANCHORS NETWORK

BACKGROUND

Leeds Inclusive Anchors Network is a group of the city's largest (mainly) public sector employers. They come together and focus on areas where their role as major employers can make a difference for people across the city: this can be as an employer, through procurement, through service delivery and as a civic partner. Anchors are locally-rooted, have high spend, provide vital services and are influencers, enablers and champions within the city. There are 13 Anchor institutions in Leeds: Leeds Teaching Hospitals NHS Trust, Leeds Beckett University, Leeds City College, Leeds and York Partnership Foundation NHS Trust, University of Leeds, Leeds College of Building, Leeds Community Healthcare NHS Trust, Leeds Trinity University, Leeds City Council, NHS Digital, Yorkshire Water, British Library and Northern Gas Networks.

WHAT HAS BEEN DELIVERED?

- Increased the number of local businesses engaged in its supply chains with over £1bn of goods and services purchased locally
- Engaged local communities in employability programmes
- Increased its local training and apprenticeships
- Recently committed to producing a Diversity Dashboard, in partnership with the Open Data Institute (ODI) Leeds, to collectively report and take action on diversity pay gaps – ensuring the workforce of the largest publicly-funded organisations in the city is representative of the communities it serves and that it works more closely with the city's disadvantaged neighbourhoods, getting local people into work.

WHAT WAS THE IMPACT/NEXT STEPS?

A few examples of the impact of the Network include:

- Leeds Teaching Hospital Trust's (LTHT) work with the multi-agency partnership Lincoln Green Core team to develop a targeted programme recruiting people into LTHT jobs. The April 2018 pilot saw 29 people from Lincoln Green securing employment and 20 people recruited in a second cohort
- The University of Leeds' (UoL) dentistry outreach programme, enabling Year 12 school students to gain an insight into studying dentistry. Dentistry students also run an 'Open Wide' programme in schools and colleges to educate children about oral hygiene and guide young

people towards a career in dentistry. Furthermore, UoL engages with thousands of learners across the region, including via its IntoUniversity centres in Harehills and Beeston, which engage with 3,000+ young people to support progression into higher education, as well as other outreach work of targeted programmes to meet local needs

- Leeds Beckett University's (LBU) Law School in New Wortley, another priority neighbourhood. The Leeds Law School offers students a supervised law clinic module, interviewing clients, researching legal problems and providing written advice. This brings students closer to the community and provides confidential access to free legal advice for the public whilst delivering a first-class student experience
- LBU has also developed social value criteria in its procurement activity, enabling it to increase the proportion of its discretionary spending from 25% (2019) to 60% (2021). Targeted work with suppliers has resulted in 72% of spend with SMEs and 20% with firms in the 15 most disadvantaged neighbourhoods. LBU's Leeds Business School provides support to these organisations, seeking to strengthen supply chain resilience. Leeds Anchor institutions in total spend 52% of their discretionary spend in Leeds, retaining £1bn+ in the city
- The planned investment as part of the New Hospitals Programme also provides an opportunity to embed anchor approaches and maximise economic impact and social value, e.g. by using the supply chain to target employment and skills initiatives in the most disadvantaged communities through the creation of partnerships between design and construction teams and Anchor institutions. There are also opportunities to embed environmental sustainability
- The Anchors Network is intending to establish mechanisms to integrate climate/environmental activity into the Leeds Anchors programme. This should lead to at least one tangible activity/project and potential areas for this link to energy use, procurement/supply chains and communication to workforces.

CASE STUDY 2

DIGITAL INCLUSION: 100% DIGITAL LEEDS

BACKGROUND

100% Digital Leeds aligns with the council's ambition to build a compassionate city, tackle poverty and reduce inequalities. Digital inclusion is integral to the successful delivery of a range of council and city plans and priorities, including the Best Council plan, the Leeds Economic Recovery Framework, the Health and Wellbeing Strategy and Inclusive Growth Strategy, as well as being a foundation of our Smart City ambitions.

100% Digital Leeds also supports third sector resilience and efforts to increase digital inclusion across health and care. By working in this way, the digital inclusion programme is contributing to the strategic priorities of Directorates across the council and stakeholders across the city.

THE 100% DIGITAL LEEDS APPROACH INCLUDES:

- A citywide digital inclusion programme led by a permanent council team
- Building the capacity of partners across third sector, public sector and health and care
- Making Leeds the most digitally inclusive city for everyone.

WHAT HAS BEEN DELIVERED?

- 3,000+ Digital Champions trained from 250+ teams and organisations in all sectors working across the city, to help promote the benefits of being online to digitally excluded people in their communities
- £200,000 funding awarded to 150+ third sector organisations to increase digital inclusion
- Supported third sector organisations to secure £1million funding into digital inclusion interventions and projects to increase capacity and capability in communities
- Building networks of organisations that are working together within and across sectors to increase digital inclusion for the people they support. Digital inclusion is embedded as part of their collective resilience planning and the issue is being tackled in a more coordinated and sustainable way. There are four Digital Inclusion Networks with around 100 organisations involved, focusing on: Autism and Learning Disabilities; Older People; Sensory Impairments; Arts and Culture
- Working with the Local Care Partnership in South Leeds to develop a place-based approach to enable digital health participation. Also working on digital inclusion in care homes and digital inclusion to reduce health inequalities
- Leading the development of the national Digital Inclusion Toolkit, funded by MHCLG as part of Local Digital COVID-19 Challenge. Working in partnership with Croydon Council, which is also coordinating contributions from London boroughs.

WHAT WAS THE IMPACT/NEXT STEPS?

Continuing a strengths-based collaborative effort to tackle the barriers to digital inclusion:

- Access and accessibility: Creating more opportunities to get online
 - Skills and confidence: Building networks of organisations working together to increase digital inclusion
 - Motivation and trust: Helping organisations to promote the benefits of digital inclusion and support people to overcome the barriers.
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CASE STUDY 3

ASSET BASED COMMUNITY DEVELOPMENT AND SUPPORTING THE COMMUNITY RESPONSE TO COVID-19

OUTCOME/AIM

To apply an Asset Based Community Development (ABCD) approach to engaging and building communities and, following these principles, to coordinate a community response to COVID-19.

BACKGROUND AND PURPOSE

ABCD is a neighbourhood-based community building approach, founded on the principle that given the tools and the opportunity, small groups of citizens can change the things they believe need changing better than anyone else. It focuses on the strengths of communities, encouraging citizens to resolve what they can themselves, and identify what is best delivered by the local authority and third sector.

Leeds has pioneered the use of ABCD. A recent Leeds Beckett University evaluation (February 2021) stated 'to our knowledge, there is no other UK city that has committed to roll out an ABCD programme of this size'. By 2019, the ABCD model was operating in 12 'Pathfinder' communities across the city; each with access to a Community Builder to identify people active in the community and bring others together, and Council funded 'Small Sparks' grants to develop and deliver ideas.

Asset-based approaches were then developed across the third sector and within a range of council services, including in the creation of Neighbourhood Networks, a city-wide approach to supporting older residents to remain in their communities rather than engaging residential services. This is part of a broader approach to enable people to live better lives, using a strength-based approach to social care practice (focused on what people can do), such as making sure everyone in Leeds has at least 'three good friends' to impact positively wellbeing and highlighting the importance of ABCD as part of the community response during the pandemic.

WHAT HAS BEEN DELIVERED?

When the pandemic struck in March 2020, the embedded principles of ABCD enabled Leeds to respond swiftly in coordinating the local community volunteering response. Local trusted partners were brought together into Community Care Hubs in each of Leeds' Wards from Voluntary, Community and Social Enterprise organisations.

These Hubs have been on the frontline of supporting individuals and communities through the challenges brought about by the initial lockdown and continuing disruption, with key activities including: food provision, collecting and transporting prescriptions and other essentials, befriending services, health promotion and other bespoke services.

Volunteering efforts have been supported by Elected Members, both through direct funding of Community Care Hubs and getting involved themselves to support vulnerable individuals in need. Members have kept residents informed through social media and passed on referrals and intelligence to Services from on the ground in their neighbourhoods.

During 2020/21 the ABCD model continued to grow in Leeds, with 237 Community Connectors recruited and 33 new self-sustaining groups formed, involving 293 citizens. 19 'Small Sparks' grants were made to communities and a number of organisations and individuals participated in training.

Leeds Beckett University research on ABCD in Leeds has highlighted a range of positive impacts, not least on improving health and wellbeing, and estimated that up to £14.02 of social value is returned for every £1 invested. The research found that ABCD has supported better social connections and new friendships, with greater community cohesion: bridging differences in generations and neighbourhoods being more inclusive of people with disabilities.

Community Care Hubs were delivered in all 33 wards of the city by 27 third sector partners, encompassing a range of locally trusted organisations. There has been national recognition of the work undertaken in Leeds and discussions about how it can be adopted in other areas.

Moving beyond the crisis response, it is proposed that the Community Care Hubs are recognised as an ongoing citywide network, aiming to ensure that the work undertaken by the hubs is maintained and grown. This could provide a model for how the city works with people and communities to tackle a range of strategic challenges at a local level – from food poverty to the impacts of climate change.

CASE STUDY 4

LEEDS DISTRICT HEATING NETWORK

OUTCOME/AIM

The Leeds PIPES District Heating Network (DHN) delivers low carbon, sustainable energy to residents and businesses of Leeds, including key Leeds City Council buildings. Almost 2,000 properties have now been connected, along with Leeds Civic Hall, Leeds Town Hall, Leeds Museum and Leeds Art Gallery/Central Library along with council-owned St George House.

BACKGROUND

With a drive to reduce carbon emissions in the city as part of the council's aims to become carbon neutral by 2030, district heating provides a means of removing old and inefficient gas boilers and replacing them with low carbon heat from a centralised source.

WHAT HAS BEEN DELIVERED?

Leeds has delivered phase 1 of the flagship £40 million programme, which successfully provides affordable, waste-powered heat and hot water to homes, businesses and other buildings across the inner city, including Leeds Playhouse. Funding was secured from a variety of European, national and regional sources, in addition to significant investment from the council itself. The second phase of the project was enabled by a grant from the Heat Network Investment Project, match funded by further supported prudential borrowing.

Despite the challenges, including the COVID-19 pandemic, working alongside partners, such as Vital Energi, the work on council house connections in Lincoln Green has had a significant impact, with almost all of the 1,983 flats now completed.

Phase 2 of the network has enabled connection of the four key council buildings listed above. Construction commenced in September 2019 and the effective partnership with the Connecting Leeds project has helped to minimise overall disruption to residents and businesses. There continues to be good progress with pipe installation and phase 2 has now completed construction and heat is available for customers. The council is in the process of removing gas boilers from the five aforementioned buildings during 2021 and replacing with DHN heat exchangers.

WHAT WAS THE IMPACT/NEXT STEPS?

Throughout the construction and development of the city's DHN, Leeds has become a national flagship for new heat networks. The profile of the city's network has been steadily rising, with the team having a growing presence in industry and government working groups, as well as providing ongoing support to other local authorities looking to develop their own networks.

- The network has connected to nearly 2,000 properties and key public buildings
- The network has supported more than 400 jobs
- A number of key Leeds City Council buildings are also connected
- The network has a capacity of 33MW and can in theory provide up to 175GWh of low carbon heat per annum
- Not only does it serve to decarbonise the city's energy use, but by virtue of this it improves air quality, supports the city's economy through job creation and also reduces fuel poverty for LCC tenants. Further expansion is planned into the South Bank, with a final vision of a fully connected network with multiple energy centres.
- Through this investment, we are providing a spine which enables the development of a low carbon city centre for decades to come.

ABOUT C.CO

Coming from the public sector, we understand what it's like to deliver change from within an organisation and we understand how important it is to get real value and insight from external support. C.Co is a team of experienced practitioners from across the public sector, with extensive track records of delivery.

What's more, as budgets are squeezed, we understand that price matters. We offer a package of services for public sector reform, improvement, and efficiency that are tailor-made for you; the possibilities are endless.

We are registered on frameworks with ESPO and Crown Commercial Service, so it is quick and simple to engage us.

We love what we do and we hope you will too.

SpeakToUs@WeAreC.Co | Visit us www.wearec.co | CIPFA C.Co | **Stay in touch**

