Local Government Reorganisation Joint Scrutiny Committee

Monday 7 March 2022
2.00 pm Canalside Conference Centre,
Marsh Lane, Bridgwater, TA6 6LQ

To: The Members of the Local Government Reorganisation Joint Scrutiny
         Committee

Cllr A Bown, Cllr Buller, Cllr B Filmer (Vice-Chair), Cllr Grimes, Cllr A Groskop, Cllr P Ham, Cllr
B Hamilton, Cllr C Inchley, Cllr J Lock, Cllr P Maxwell, Cllr T Munt, Cllr L Redman, Cllr
D Rodrigues, Cllr Wakefield (Chair), Cllr W Wallace and Cllr R Williams

Issued By Scott Wooldridge, Monitoring Officer and Strategic Manager - Governance and
Democratic Services – Friday 25 February 2022

For further information about the meeting, please contact Jamie Jackson - Scrutiny Manager
Email:- jajackson@somerset.gov.uk or Tel:-01823 359040

Guidance about procedures at the meeting follows the printed agenda.

This meeting will be open to the public and press, subject to the passing of any resolution
under Regulation 4 of the Local Authorities (Executive Arrangements) (Meetings and Access to
Information) (England) Regulations 2012.

This agenda and the attached reports and background papers are available on request prior to
the meeting in large print, Braille, audio tape & disc and can be translated into different
languages. They can also be accessed via the council's website on
www.somerset.gov.uk/agendasandpapers

AGENDA

Item   Local Government Reorganisation Joint Scrutiny Committee - 2.00 pm Monday 7 March 2022

Guidance Notes for Advisory Boards

1   **Apologies for Absence**

      Any apologies for absence are to be recorded.

2   **Minutes of the meeting held on 31st January 2022** (Pages 7 - 16)

      To confirm the minutes of the last meeting.

3   **Declaration of Interests**

      Any new Declaration of Interests are to be recorded.

4   **Public Question Time**

      The Chair will allow any members of the public who have raised questions or statements through the Clerk 3 minutes to speak.

5   **LGR Programme update (including assurance feedback from PwC)** (Pages 17 - 40)

      To receive an update from the LGR Programme Director.

6   **LGR Risk Register**

      To consider the LGR Risk Register.

7   **LGR Implementation Budget Update** (To Follow)

      To receive an LGR Implementation Budget Update.

8   **Local Community Networks (LCN) Update** (Pages 41 - 58)

      To receive a Local Community Network (LCN) Update.

9   **Future Meetings and Work Programme**

      To consider dates and topics for future meetings.

General Guidance notes for Somerset County Council advisory virtual meetings

1.   **Advisory Virtual Council Public Meetings**

    Please be advised that this an Advisory Board meeting and as a consultative meeting without any decisions to be made. It is not a meeting as defined under the Local Government Act 1972 or Local Government Act 2000 and therefore can take place virtually.

2.   **Inspection of Papers**

    Any person wishing to inspect minutes, reports, or the background papers for any item on the agenda should contact Democratic Services at democraticservices@somerset.gov.uk or telephone 01823 357628.
    They can also be accessed via the council's website on
    www.somerset.gov.uk/agendasandpapers.

3.   **Members' Code of Conduct requirements**

    When considering the declaration of interests and their actions as a councillor, Members are reminded of the requirements of the Members' Code of Conduct and the underpinning Principles of Public Life: Honesty; Integrity; Selflessness; Objectivity; Accountability; Openness; Leadership. The Code of Conduct can be viewed on the council website at Code of Conduct.

4.   **Minutes of the Meeting**

    Details of the issues discussed, and recommendations made at the meeting will be set out in the minutes, which the Advisory Board will be asked to approve as a correct record at its next meeting.

5.   **Public Question Time**

    If you wish to speak, please contact Democratic Services by 5pm 3 clear working days before the meeting. Email democraticservices@somerset.gov.uk or telephone 01823 357628.

    A slot for Public Question Time is set aside near the beginning of the meeting, after the minutes of the previous meeting have been agreed. However, questions or statements about any matter on the agenda for this meeting may be taken at the time when each matter is considered.

    At the Chair's invitation you may ask questions and/or make statements or comments about any matter on the Board's agenda – providing you have given the required notice. You may also present a petition on any matter within the Board's remit. The length of public question time will be no more than 20 minutes in total.

You must direct your questions and comments through the Chair. You may not take a direct part in the debate. The Chair will decide when public participation is to finish.

If there are many people present at the meeting for one particular item, the Chair may adjourn the meeting to allow views to be expressed more freely. If an item on the agenda is contentious, with a large number of people attending the meeting, a representative should be nominated to present the views of a group.

An issue will not be deferred just because you cannot be present for the meeting. Remember that the amount of time you speak will be restricted to three minutes only.

In line with the council's procedural rules, if any member of the public interrupts a meeting the Chair will warn them accordingly.

If that person continues to interrupt or disrupt proceedings the Chair can ask the Democratic Services Officer to remove them as a participant from the meeting.

6.   **Meeting Etiquette**

- Mute your microphone when you are not talking.
- Switch off video if you are not speaking.
- Only speak when invited to do so by the Chair.
- Speak clearly (if you are not using video then please state your name)
- If you're referring to a specific page, mention the page number.
- Switch off your video and microphone after you have spoken.
- There is a facility in Microsoft Teams under the ellipsis button called turn on live captions which provides subtitles on the screen.

7.   **Recording of meetings**

The Council supports the principles of openness and transparency. It allows filming, recording and taking photographs at its meetings that are open to the public - providing this is done in a non-disruptive manner. Members of the public may use Facebook and Twitter or other forms of social media to report on proceedings. No filming or recording may take place when the press and public are excluded for that part of the meeting. As a matter of courtesy to the public, anyone wishing to film or record proceedings is asked to provide reasonable notice to the Meeting Administrator so that the relevant Chair can inform those present at the start of the meeting.

We would ask that, as far as possible, members of the public aren't filmed unless they are playing an active role such as speaking within a meeting and there may be occasions when speaking members of the public request not to be filmed.

Advisory Board meetings are not recorded by the Council as they are not formal meetings.

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LOCAL GOVERNMENT REORGANISATION SCRUTINY COMMITTEE

Minutes of a Meeting of the Scrutiny for Policies and Place Committee held in the Canalside Conference Centre, Marsh Lane, Bridgwater, TA6 6LQ on Monday 31 January 2022 at 1.00pm

Present: Cllr A Bown, Cllr S Buller, Cllr B Filmer, Cllr P Ham, Cllr B Hamilton, Cllr T Grimes, Cllr A Groskop, Cllr T Munt, Cllr C Inchley, Cllr J Lock, Cllr L Redman, Cllr D Rodrigues, Cllr W Wallace, Cllr S Wakefield and Cllr J Williams.

Other Members present: Cllrs F Purbrick and D Fothergill (in person), Cllr A Bradford, Cllr P Fineran, Cllr D Hall, Cllr D Johnson, A Kendall Cllr C Lawrence, Cllr M Lithgow, Cllr J Lloyd, Cllr D McGinty, Cllr B Smedley, Cllr R Tully, and Cllr L Whetlor (attended Virtually).

Apologies for absence: Apologies were received from Councillors R Williams (Cllr J Williams attended as a substitute) and P Maxwell (attended virtually).

1   **Appointment of Chair** - Agenda Item 2

The LGR Scrutiny Committee duly appointed Councillor Sarah Wakefield as the Chair of the Committee, following a proposal by Cllr Lock, which was seconded by Cllr Inchley.

2   **Appointment of Vice-Chair.** - Agenda Item 3

The LGR Scrutiny Committee duly appointed Councillor Bob Filmer as the Vice-Chair of the Committee, following a proposal by Cllr Groskop, which was seconded by Cllr Ham.

3   **Declarations of Interest** - Agenda Item 4

The Committee noted the details of the personal interests of all Councillors present already declared in relation to their membership of County, District, Town and Parish Councils.

4   **Public Question Time** – Agenda Item 5

Mr Nick Hall provided the following statement to the Committee:-

Our community has been undermined by systemic failings of Planning and Licensing functions. Mendip District Council in is denial about there being a problem.

I appreciate the need to strike a balance between the economic benefits of Planning and Licensing versus the needs of the local community affected. In our case we are out of balance.

This is now being compounded by complaints not being addressed - in effect the governance system has failed. Covid management, the Local Government Reorganisation and the upcoming 2022 Festival will exacerbate the situation.

Will our Council have adequate resources and management time to regulate the activities in our community?

The new Somerset Council will inherit these issues.

Under Section 4.1 of your Terms of Reference you are tasked with a number of roles including:

- Providing critical challenge to ensure that the Joint Committee provides the high-level strategic direction for the implementation of the new unitary Council.
- Scrutinising the form, function and constitution of local community networks
- Scrutinising the development of policies and protocols for the unitary Council and across the Constituent Councils for use during the transition period.

I believe that our community urgently needs:

1. A fully functioning governance system including a proactive complaint process;
2. A suitable level of Planning enforcement to deter abuse of the Planning system;
3. A Licensing Policy that includes the requirement for appropriate consultation and a Cumulative Impact Policy;
4. Some form of local community network that addresses our particular issues;
5. Reassurance that our Council will have the appropriate staff in place to carry out their regulatory function in the weeks and months ahead.

I request that this Committee considers the issues that I have raised today as part of its work programme for future meetings.

Mr Hall was thanked for his statement to the committee and informed that these were all areas the committee were likely to want to consider as part of its work during the transition period ahead of vesting day. These could also be addressed at Mendip District Council ahead of the formation of the New Council.

5   **Joint Scrutiny Committee Terms of Reference and Meeting Guidance Protocol** – Agenda Item 6

The Monitoring Officers for Sedgemoor District Council and Somerset County Council introduced the report setting out the Terms of Reference and Meeting Guidance Protocol.

Proposals for the Joint Scrutiny Committee ("JSC") together with the draft Terms of Reference had already been considered and approved by the Constituent Councils at Full Council meetings in November and December 2021.

All of the Constituent Councils had appointed members onto the Joint Scrutiny Committee, the purpose of the report was to seek Member's approval to the Terms of Reference and the Meeting Guidance Protocol.

Following the Secretary of State's decision, extensive collaborative work had been undertaken by the five councils to support the implementation of the single unitary council in April 2023. Through partnership, the programme governance arrangements had been jointly established with oversight and direction from the Somerset leaders and chief executives. The LGR Joint Committee has agreed the Terms of Reference for the LGR Joint Committee and included provision for the creation of a JSC in those Terms of Reference.

Joint scrutiny committee arrangements were already well established by the five councils such as the Heart of the South West Joint Committee and the Somerset Waste Board.

The establishment of the JSC would create a collaborative democratic mechanism which would establish a countywide scrutiny framework allowing the Constituent Councils to scrutinise the LGR Joint Committee in an effective and timely manner in relation to the preparation for the establishment of the unitary council in Somerset. It would also positively respond to The Department for Levelling Up, Housing and Communities (DLUHC's) expectations for collaborative arrangements to be established as early as possible in the implementation programme. The JSC would be consulted and had an opportunity to make representations to the LGR Joint Committee in relation to budget setting for the new Unitary and any medium-term financial plans. The establishment of the JSC would also ensure that all Councils could play an important role in helping shape the direction of the implementation process but without leading to duplication and delay.

The Terms of Reference provided for a JSC of sixteen members drawn from the relevant overview and scrutiny committees of the Constituent Councils, eight from the County Council and two from each of the District Councils (eight in total) with the Chair being appointed from the District membership and the Vice Chair from the County membership.

Allocation of the above seats had been based on individual councils. This ensured the political make up of each constituent council is represented and is reflective of the fact that the Constituent Councils were individual sovereign councils.

The Terms of Reference set out in Appendix 1 provided that any 5 members of the Constituent Councils, to include members from at least 3 of the Constituent Councils, may request a call-in of a decision of the LGR Joint Committee. The Chair and the Vice Chair of the JSC would consider call-in requests and would reach a conclusion as to whether to accept or reject the call-in in accordance with the criteria set out in the Terms of Reference and after taking advice from the Scrutiny Officer and Monitoring Officer of Somerset County Council.

Appendix 2 provided the Meeting Guidance Protocol setting out in more detail the procedures for LGR JSC meetings would sit underneath the Terms of Reference and was included for the Committee's approval.

During the debate the following comments and questions were raised:-

- Political proportionality for subs were questioned and considered if this could be removed, Amendments could be made to the Terms of Reference, but substitutes had to be the same political group.
- Following concerns over some political parties not being able to provide alternative substitutes, it was confirmed there was the potential to draw on members from other scrutiny committees if required.
- Access to a copy of the recording from the LGR Joint Committee was questioned, with concerns expressed over the ability to find this information.
- Assurance was provided that additional meetings could be scheduled if required.
- Scheduling in future meetings to ensure advanced notice before the meetings was suggested and considered sensible to schedule in meetings ahead of other joint committee meetings to ensure adequate timeframes between them.
- In consideration of the likely formation of the Iimplementation Executive in March after the Structural Changes Order is approved then there will be a need to review the schedule of future meetings at the appropriate time to work in conjunction with the joint committee's timetable.
- A suggestion was made to attach FAQ's which answered some of the questions at the end of the TOR's which enabled clarification of any initial points.
- The committee were reminded of consideration of the forward work programme and implementation plan in agenda item 10 in consideration of what forthcoming decisions it may want to focus on.
- The opportunity to consider key items of business prior to committees was discussed.
- Concerns were expressed over there only being one further meeting before the elections. It was debated where further meetings would be required in April or early May but no conclusion was reached.
- The view of the committee was to approve the detail of the TOR's in its existing version with discussions to take place outside of the meeting in relation to potential amendments which could be considered at a future committee.
- It was understood that the approach to political representation of substitutes would be considered by the respective Councils with advice from their Monitoring Officers.

Recommendations:

The LGR Joint Scrutiny Committee agreed:

1. the Terms of Reference attached at Appendix 1 (Terms of Reference).

2. the Meeting Guidance Protocol attached at Appendix 2 (Meeting Guidance Protocol).

6   **Programme Director Update -**   Agenda Item 7

Cllr Purbrick, Cabinet Member for LGR and Transformation at Somerset County Council provided an introduction to the report and invited the LGR Programme Director to present the update to the Committee.

The report provided an update to the Joint Scrutiny Committee on the LGR programme and recent activity to deliver it. The report and appendices were intended to enable the committee to discuss and agree their forward work programme for the next 15 months.

To deliver the benefits proposed in the business case, including freeing up £18.5m per year for frontline services, the County and 4 Districts came together in late summer to begin work. Since then, this partnership had created:-

• A mission statement, vision, values and principles for the programme
• Strong governance and leadership for the programme with representatives from all 5 Councils, including a Joint Committee and Joint Scrutiny Committee.
• A Programme Board comprising each council's Chief Executive.
• An officer-led Programme Steering Group and a Programme Management Office to provide structure, support and additional leadership for the entire programme.
• 6 work streams to coordinate and lead design and delivery of the new council:

1. Governance
2. People (Human resources, organisational development, culture and ways of working)
3. Assets Optimisation (property, information technology)
4. Service Alignment and Improvement (bringing front-line services together)
5. Finance
6. Customers, Communities and Partnerships (Local Community Networks, customer access, devolution, information and data management).

Each work stream was jointly led by a County and District senior manager. Their role is to identify, develop and deliver "products" (specific goods, services and outputs that need to be delivered by Vesting Day) and lead their work stream to deliver them.

Local Community Network (LCNs) pilots had been set up to test ideas and produce evidence to inform the final design of LCNs. LCNs existed in other unitary councils and had been shown to be successful. They were public forums based in communities allowing discussion, action, oversight, listening, consultation on local issues, and to set priorities and take decisions in the places that will be affected, right across Somerset:-

• They are constituted committees of council with real decision-making powers – this also means the devolution of council assets will not apply
• It was anticipated between 15 and 20 LCNs would be set up. Between four and nine unitary Councillors would serve on each LCN joined by local town & parish councils, police, health, education and other partners.
• They would use local data, evidence and local knowledge to drive decisions and address local issues and priorities.

Appendices A and B provided Programme Director updates to the first two LGR Joint Committee meetings, which took place on 5th November and 17th December 2021. They were included in the report to provide additional background information.

During the debate the following comments and questions were raised:-

- Assurance was requested that work was not duplicated by the LGR workstreams
- There was potential to introduce nominees from the committee as workstream champions, to consider different LGR areas and assist the committee with an insight into any specific areas of interest for programme delivery and scrutiny.
- A list of areas of interest was encouraged to be put forward by the committee.
- The committee was encouraged to approach the Programme Director where there were specific areas within workstreams that scrutiny could add value.
- Duplication between workstreams was a recognised risk, looking at gaps and areas where there was likely duplication and recognising this going forward was an ongoing focus.
- It was requested that duplication gaps and Scrutiny champions are items considered at a future meeting. A further request was made for the programme director circulate an LGR point of contacts list for elected members.
- Considering the timeline, assurance was requested the back office functions were in good order to ensure councils are functioning from vesting day and ensuring asset registers were up to date and had a robust finance system in place.
- There continued to be the opportunity to explore how services could be delivered differently with partners, with elected members to help determine and design services.
- Planning and Licensing are not proposed to be initial functions for the proposed LCN's, more information was requested in relation to how the new Council would deliver its planning and licensing functions.
- Council tax rates were a concern with the cost of living and residents in fear of an increase in rates within the next year with poor productivity and low wage and skill economy leading to Somerset being adversely impacted. These was understood to be key elements in the business case to bring organisations together and for the new Council to achieve investment sufficient for the challenges and have a bigger voice on the national stage.
- More information was anticipated in relation to the levelling up white paper anticipated this week and opportunities for further devolution.
- The committee highlighted its interest in relation to improvements in Childrens and Adults Services, Social Mobility and Economic Development.
- Pressures were recognised with the challenges faced of rural poverty, isolation and the ageing population across the county.
- The delivery of Healthcare and the impact from LCN's was questioned in the ability to address public health and social care issues. An good example was provided from a Wiltshire LCN, understanding the issues of poor air quality and dealing with this and improving air quality as a result.
- Identifying the difference between strategic and operational risks were requested to be considered at a future meeting.
- The Risk Register would be considered at the joint committee on Friday 4th February and at future LGR scrutiny meetings.

- Outcomes and learning to the LCN pilot were agreed to be considered at a future committed. LCN's continued to evolve at other Unitary Councils and leaning continued.
- 50-60 town and parish clerks attend meetings every 2 weeks, with the LGR team working closely with Somerset to provide frequent LGR updates to Parish and Town Councils.
- Committee members were informed Steve Coomber had been appointed as the Internal Communications and Engagement Lead and had been in post for two months.
- Section 151 officers would be working together to produce a shadow budget over the coming months.

Recommendations:

The LGR Joint Scrutiny Committee:

i) **Noted the work that had been undertaken on the programme and scrutinise the report and presentations in appendices A and B dated 5th November and 17th December 2021.**

ii) **Used the report and presentations to define their forward work programme for the next 15 months.**

7   **Implementation Plan Budget Update** – Agenda Item 8

The Strategic Director and Section 151 Officer for Sedgemoor District Council provided a presentation which set out details of the Implementation Plan and Budget Update.

The Business Case identified that £18.5m of on-going savings could be achieved by creating a unitary council. In order to achieve this, the estimated implementation costs set were estimated to be £16.5m

The proposed contributions for each council were based upon an 80:20 split between County & Districts which approximately reflected the relative net budgets. The 20% contribution from District Councils was then split between the individual councils based upon population.

The process for applying for resources was set out, with bids being reviewed by section 151 Officers and members of the Programme Management Office and assessed against approved criteria. The criteria for approving resources had been approved by the LGR Programme Board on 30th November 2022.

The deadline for workstream leads submitting implementation bids was 20th January 2022. 35 bids have been received, of which 5 are for project management resources for the overall project and specific workstreams. The total if all bids were approved is £7.5m. The bids are currently being reviewed against the approved criteria.

During the debate the following comments and questions were raised:-

- It was questioned if there would be additional costs after the five-year period.

- Savings were predicted to be generated by 2025, however further savings were anticipated beyond this period.
- The Proposed funding of implementation costs and split and how this was decided was questioned with SCC funding 80% and Districts 20%.
- This had been agreed by members at the Joint Committee on 5th November and was based on the existing authority's budgets which was considered reasonable by both SCC and Districts Councils.
- It was recognised the timescale of the LGR programme remained a challenge but ensuring the right resources were in place to deliver the challenge remained key to its success.
- A RAG rating was requested in future updates to consider which areas were on track or not. This would be considered for introduction at future meetings.
- Financial risk was a recognised risk on the risk register. There was likely to be areas of the LGR programme where specific advice was needed in relation to tax arrangements leading into the new council.
- Districts had set up a SPV's to carry out investments, it was questioned if there was the internal expertise to undertake these associated tasks.
- External advice could be used and was funded from the implementation budget, if was questioned if the budget could be used to ensure Business as usual activities and backfilling could take place.
- After concerns were raised around hidden costs it was understood the implementation budget would not cover backfilling of posts.
- The Programme Board included 5 CEOs' 151 and programme director
- £16.5 million was fixed and didn't account for inflation, this needed to be utilised to ensure value for money is achieved.
- The risk register was being considered at the joint committee on 4th February and was requested to be considered at the next LGR Scrutiny committee.
- Officers were thanked for the update by the Committee

Recommendation:

The LGR Joint Scrutiny Committee noted the implementation budget monitoring report, the process and approved criteria.

8   **Finance Assets Protocol** – Agenda Item 9

The Director of Finance and Governance at Somerset County Council introduced the item

A new unitary council would come into existence from 1 April 2023 with all of the financial resources and commitments from the predecessor councils transferred to the new Somerset Council at this date. It was considered important, therefore, that decisions and actions taken in the existing councils were made against the background of avoiding adverse financial pressures for the new Council where possible.

It was important that the financial pressures for the new Council were minimised to give the best possible start and that any residual financial

pressures are identified at the earliest opportunity. In that way, effective financial planning can begin for 2023/24 and beyond.

It is envisaged that the Secretary of State is likely to issue a direction to local councils under Section 24 (Local Government and Public Involvement in Health Act 2007) after the Structural Change Order (SCO) is enacted. The purpose of such a notice is to protect the finances and interests of the new Unitary Council. This allows the Secretary of State to direct that a relevant authority may not without the written consent of a person or persons specified to:-

(a) dispose of any land if the consideration payable for the disposal exceeds £100,000;
(b) enter into any capital contract under which the consideration exceeds £1m or which includes a term allowing the consideration payable to be varied;
(c) enter into any non-capital contract under which the consideration exceeds £100,000;
(d) commit existing financial reserves by a specified amount.

It could take up to 6 months after the SCO before the Section 24 notice would be put in place and therefore exposed the new Unitary Council to a period of risk. DLUHC officers recommended that the 5 Somerset councils come together with a voluntary protocol which could be quickly put in place. It was proposed to introduce a Finance and Assets Protocol based upon the likely Section 24 notice and that each Council adopts this as part of the 2022/23 budget setting process to become effective for the 2022/23 financial year.

The principals set out in the protocol included proposals that all Councils sign up to principles during the transition period and that they come into effect from April 2022 and apply to the 2022/23 financial year. These included

• Councils remained responsible for taking their own day to day decisions for spending on service delivery within the revenue and capital budgets for 2022/23 agreed by each Council.
• Councils should not enter into any new financial or asset-related commitments (beyond those specifically agreed within their approved budgets), or create any new liabilities on behalf of the new Council - subject to agreed limits of £100,000 for revenue and £1m capital.

For the purposes of the Protocol "any new commitments" were deemed to be those that arise in addition to any existing approved 2022/23 revenue and capital budgets.

During the debate the following comments and questions were raised:-

- It was clarified that financial limits were introduced where activities were not part of an already approved budget as part of the normal budget process.
- If the financial limit set out in the report had been exceeded then this could then be considered by the Section 151 Officer, Programme Board and Joint committee.

- The limits of capital expenditure below £1million and £100k in revenue were the same figures used by central government.
- Clarification was provided in respect of asset disposals if the value of the asset exceeded £100k. This applied to any new purchases or disposals, auditors would raise questions on value for money as part of the audit process.
- All council's remained individual sovereign bodies and had arrangements in place to set budgets.
- The LGR Joint committee budget, set out some of 22/23 budget proposals. It was an important part of policy to protect both existing and the new Councils finances.
- The section 151 officer was thanked for his report.

Recommendations:

The LGR Joint Scrutiny Committee considered the proposed Finance and Assets Protocol in Appendix A and provided comments for the LGR Joint Committee to consider at its meeting on 4 February.

9   **Future Meetings and Work Programme -** Agenda Item 10

The next meeting is scheduled for 2pm on 7th March 2022

(The meeting ended at 2.56pm)

CHAIR

Together we are delivering your
New Somerset Council

LGR Programme Update

LGR in Somerset Joint Scrutiny Committee - 7 March 2022

Alyn Jones – Programme Director

LGR Programme Update

- Programme overview
  - Strategic Objectives
  - How the programme is being delivered
  - High level programme plan
  - Overview of next 3 months
- PwC Monthly Report for January 2022
  - "PwC said, we did"
- Activity during February
- The next 3 months
- Programme Risk Register

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LGR Programme Strategic Objectives

Objective 1

Create a new unitary Council for Somerset that delivers the approved business case on 1 April 2023.

Business Case objectives

- Create a strategic and powerful voice to speak up for our county

- Give residents more say over decisions that impact them and their communities

- End confusion over which council does what for our residents

- Reduce duplication and waste

Key deliverables

- Structural Changes agreed by Parliament

- Safe and effective elections

- Governance agreed with new administration

- All council staff in post

- LCNs established and operating

- Asset and service devolution opportunities in place

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LGR Programme Strategic Objectives

Objective 2

Enable performance capability – to deliver business case vision on 1 April 2023.

Business Case vision

1. Establishing one council listening to the needs and concerns of residents, parishes and business, providing clear accountability to the public
2. Facilitating sustainable delivery of outstanding public services to improve the quality of life of all Somerset's residents and businesses
3. Empowering communities and embedding delivery at local level to increase community resilience and the ability to respond to local challenges
4. Giving a much stronger voice for Somerset on a national and international stage
5. Offering consistent leadership with key partners to better influence local service delivery
6. Reducing duplication and provide better value across the entire county

Key deliverables

- Statutory and Senior Officers appointed

- Budget set

- HR and Payroll Systems in place

- Council tax arrangements in place

- Finance management systems in place

- Customer access points in place

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LGR Programme Strategic Objectives

Objective 3

Develop the new council to optimise benefits and opportunities from 1 April 2023 to 31 March 2025.

Business Case Objectives

- Invest in Somerset

- Develop better services

- Deliver better value for money for our taxpayers (that's all of us)

- Cut red tape and bureaucracy

Key deliverables

- Customer Strategy

- Transformation Roadmap

- Define service delivery methodology

- Build staffing structure, values and culture

- Decarbonisation

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Local Government Reorganisation (LGR) Programme Governance for Programme & Workstream Level

Direct Reports/escalations/decisions ———

Council (elected 2022)

Joint Scrutiny Committee

Joint Committee
D Fothergill, R Wyke, F Smith-Roberts, V Keitch, D McGinty + 4 County Council Members

LGR Advisory Board

Partners
(T&PCs, VCSE, NHS, Police, etc)

Health & Care Partnership Board (ICS)

Chief Executives Programme Board
P Flaherty , S Brown, B Brown, J Portman, A Pritchard, J Vaughan, S Wooldridge, A Jones

Government Strategic Policy
(Levelling up/County Devolution deal)

Programme Steering Group (Programme Leads)
A Jones , D Clark, J Gamon, A North, A Turner + six work streams

Programme Management Office

Families

Director of Children's Service
J Wooster

Director of Adult Social Services
M Lock

Children's Transformation

Adults Improvement

Workstreams

Workstreams

County & District Workstream Lead	County & District Workstream Lead	County & District Workstream Lead	County & District Workstream Lead	County & District Workstream Lead	County & District Workstream Lead
Governance S Wooldridge (SCC) M Wellman (SDC)	People (staff) C Squire (SCC) A North (SWT)	Asset Optimisation O Woodhams (SCC) N Hix (SSDC)	Service Alignment & Improvement P Hewitt (SCC) T Aarons (MDC)	Finance J Vaughan (SCC) A Turner (SDC)	Community, Customer, Partnerships J Stafford(SCC) S Skirton (MDC)
Workstreams	Workstreams	Workstreams	Workstreams	Workstreams	Workstreams

Cross-cutting (led within workstreams): Communications, Regeneration, Procurement, Legal, Business Intelligence, Technology

LGR Programme "Tranches"

Vesting Day

Plan & define

Scope validation

Tranche 1
Delivery of products that are required on or before vesting day, including those essential to signalling the change to Somerset Council for our staff, Members & Customers. Also includes activity and products that enable products in tranches 2 and 3

Tranche 2
Delivery of products that are important to the operation of services and functions but that aren't a 'must-have' for vesting day. Includes some products that will either deliver early cashable benefits or are enablers for subsequent benefits delivery
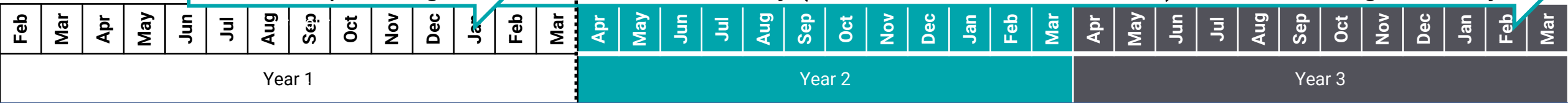
Scope validation

Plan & define

Tranche 3
Delivery of products to fulfil the business case outcomes and benefits. Priority transformation and improvement deliverables for Somerset Council.

MTFP planning

LGR Benefits delivery (cashable and non-cashable) & MTFP savings delivery

Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar

Year 1	Year 2	Year 3

Transition	Transformation

LGR Scorecard Update

- February Scorecard available from 9th March

- Nearly 100 attendees at scorecard training sessions. Good engagement

- 82/115 scorecards completed by sub workstreams for first iteration

- 6 Workstream Scorecards in place and considered at Workstream Boards

- Aggregation into Programme scorecard by 9th March deadline
  - Master programme data lists will be kept up to date by workstreams. Training delivered in February and communications to address for February scorecards
  - Metrics to be added
    - Benefits (April scorecard)
    - Quality (May scorecard)
    - Cost (February scorecard being compiled now)
    - Product completion (February scorecard begin compiled – tranche 1 loaded into architecture from 8th March)

- Positive feedback to date on simplicity of scorecard architecture and process

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PwC Monthly Report for January 2022

- PwC provide "critical friend" advice and quality assurance to the LGR Programme
- January report is their second report:
  - Provides an overview of key activities during January
  - Looks at emerging themes, insights and reflections
  - Proposes solutions to issues and suggests next steps
- Programme Director report will address the PwC report in terms of "PwC said, we did"

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PwC Key Points

Overall, there has been some good progress, particularly in terms of collaboration across the workstreams to start the development of a target operating model and deploying tighter PMO operational grip. In addition, the transition in programme leadership has been managed smoothly. PwC stated it was critical these issues are addressed by the end of February: this report was a snapshot in time for January and is outlines below - progress made since then is outlined in brackets () and the following slides.

- **Programme structure refresh:** Exercise undertaken to establish ownership of cross-cutting activities. PwC have highlighted concerns over the breadth of the Service Alignment workstream and this is under consideration

- **Tighter PMO operational grip:** as well as checkpoints, Quality Assurance sessions have been conducted by the LGR PMO team with each workstream. At time of producing the report the majority of workstreams are still in the process of finalising the work plans, defining key milestones, and identifying critical paths. (This work has moved on considerably since then, including definition of Tranche 1 products).

- **Design target operating model:** a first workshop on 13th January was conducted, and a second workshop on 10th February.

- **Conduct process baseline:** this activity has been scoped and due to be initiated. The outputs of this work complement the financial baseline and inform the design of the operating model.

- **Defining programme objectives:** these have been defined and distinguished from the strategic objectives for the future council.

- **Prioritisation of products:** there have been efforts to define a set of top 100 'must have' products (Tranche 1) across all workstreams to inform a set of capabilities and outcomes, and there will be a change control process around these.

- **Benefits identification:** a set of outcomes from the business case have been prioritised and work has begun to provisionally identify benefit against the outcomes, and measures to track those benefits. There should be a rapid identification of the key benefits that need to be delivered, when they will be realised, and how they connect to the products.

- **Resourcing:** Resourcing constraints and the requirement to have a programme-level view of critical gaps were identified in the December report. (Resourcing levels has been addressed throughout February including Board agreement to bring c. 20 more staff onto the programme)

The following slides address specific proposals by PwC "they said, we did"

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"PwC said, we did"

PwC said	We have done	Next steps
Move the programme "fundamentally into the design and delivery stage"	Programme Board agreement on 17/2/22 to mobilise approach to programme Tranches Tranche 1 products finalised on 3/3/22	Tranche 2 by end first-week of April
Identify key milestones at workstream level, map critical path and identify key interdependencies with other workstreams, specifically for next two quarters	High level milestones plan completed mid-February Key interdependencies workshop held on 24/2/22	Benefits mapped for Tranche 1 by mid-March Definition of Tranche 2 products by second week of April, followed by detailed assessment of interdependencies and benefits. Critical path(s) analysis to be developed using dependencies and Tranche 1 products list
May 2022 Elections: consider impact of pre-election period	Programme-level risk with mitigation: overall score 14 (unlikely, moderate impact) Mitigation: Communications planning in line with pre-election guidance. Plan for issuing pre-election guidance to staff. Consultation with PMO on planning for key decisions in line with pre-election guidance	Ensure forward plan of decisions and publicity/consultation takes account of pre-election period restrictions. Internal communications with programme teams and wider workforce on pre-election guidance.

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"PwC said, we did"

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PwC said	We have done	Next steps
Programme-level plan showing imminent milestones and activities, and a comprehensive "must have" list	High level programme plan completed mid-February Products lists shows all "must haves" using MoSCoW scale, Tranche 1 products finalised on 3/3/22	Definition of Tranches 2 and 3 (April and July respectively)
Decentralised relationship between workstreams and sub-workstreams: ensure work is progressing according to deadlines. Programme-level and workstream-level plans and high level operating model could facilitate decentralised working	Products lists and workplans First scorecard reporting period during January. High level programme plan now complete Workstream level workplans Early workshops on Target Operating Model	Continue to develop reporting iteratively Definition of Tranches 2 and 3 (April and July respectively) Outline Target Operating model completed during March
Breadth and structure of the Service Alignment and Improvement workstream require coordination and oversight reinforces the need for high level operating model and aligned to programme structure	Additional project and programme staff approved (4 FTE plus PMO staff) Early workshops on Target Operating Model	Outline Target Operating model completed during March. Critical path(s) analysis to be developed using dependencies and Tranche 1 products list

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"PwC said, we did"

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PwC said	We have done	Next steps
Set a clear deadline for all work plans (including product lists, milestones, risks, issues) to be completed by a specific date and ensure that the governance forums (LGR Programme Steering Group and LGR Programme Board) are tracking progress against key milestones along the programme's critical path.	Products lists deadline met on 21/1/22. Key milestone plan in place. First Scorecard reporting took place for month of January (deadline of 28/1/22) Risk being managed across the programme. Specific issues management approach being development Scorecard and high-level milestone plan will now form part of Board and Steering Group reporting allowing tracking, deep dive into all levels of programme deliver	Tranche 1 benefits defined by mid March Tranche 2 defined by second week of April Future Scorecards
Agree the key components of the future operating model, while taking into account that the full high level design and baseline analysis will be completed in the following months, and adjust the workstreams to reflect the operating model components.	Early workshops taken place. Baseline analysis work scoped, and methodology being agreed	Outline Target Operating model completed during March.
It is important that the workstreams have the capacity to be able to ensure central oversight and coordination among the sub workstreams. There also needs to be a re-affirmation at the subworkstream level of the importance of working to the direction and steer of the overall workstream.	In place using Workstream Boards and transparency of programme products and timescales. Use of Tranches create visibility of the priority work Successful resource bids for 19 FTE programme / workstream staff	Recruitment (variety of sources) Tranching, scorecards, workshops and PMO focus on delivery

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Activity during February

- January and February have been busy months:
  - Programme Board approved:
    - Strategic Objectives for the Programme
    - High Level Programme Plan endorsed
    - Resource bids from workstreams to begin delivery and increase workforce on critical activity – Service specific request, programme management (£700k)
    - Tranche 1 "day 1 critical" products subject to final amendments
  - First scorecard report: reporting being built up in stages
  - LGR comms plan including staff intranet and Staff Q and As across all 5 Councils, Town and Parish Council Conference
  - Regular all-Council Member Briefings
  - "Onboarding" sessions for staff joining the programme
  - Structural Changes Order passing through Parliament

The programme is developing: currently 764 products across 100 sub-workstreams, 500+ specific roles identified being delivered 450+ members of staff

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Next 3 months

- Outline Target Operating Model
- For Tranche 1 products
  - Benefits
  - Dependencies (including with other programmes)
- Define Tranche 2 products early April, followed by definition of benefits and dependencies
- Resource planning including smoothing peaks and troughs across Tranches
- Financial benefits profiling completed
- Council Election on 5th May
- Programme checkpoint in May

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LGR Risk Summary

Our LGR Programme-level Risks span a range of categories:

This Reporting Period section:

This Reporting Period

February 2022 Reporting Period	**19** Active Risks

This Reporting Period, 19 'Active' *Strategic* (Programme-Level) Risks have been identified.

There are a further identified 56 other risks within LGR Workstreams, who are actively identifying and managing mitigating actions for these and escalating via. Scorecards as required.

Risks by Category chart with Residual Score legend:
- Very High
- High
- Medium
- Low
- Very Low
- Score Pending

Categories: Benefits - Cash, Benefits - Non-cash, Cost, Quality, Reputation / Political, Scope (Programme Deliverables), Time

Residual Score Breakdown - Impact vs Likelihood

Residual Risks	Remote (1)	Unlikely (2)	Possible (3)	Probable (4)	Certain (5)
Catastrophic (5)	0	0	0	0	0
Significant (4)	0	2	2	1	0
Moderate (3)	0	2	6	1	0
Limited (2)	0	0	1	0	0
Minimal (1)	1	0	0	0	0

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Category Workstream		Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Benefits - Cash Page 33	Strategic Risk	**Significant budget gap for new Somerset Council in 2023/24 when Districts and County budgets combined, significantly impacting the financial sustainability of the new unitary**	- Councils use once-off sources of funding to balance their 2022/23 budgets which creates a budget 'gap' for 2023/24 & future years - Costs of demand & inflationary pressures increase above the funding available - National changes to the funding of councils through Fair Funding Review and Business Rate changes adversely impacts upon the new Council - Short term approach to borrowing for longer terms needs in rising rate environment	Reductions in service budget and levels	Finance Workstream	- Finance & Assets Protocol in place across the 5 councils - S24 notice from DLUHC - Budget Monitoring processes in the 5 councils	- Report to LGR Joint Committee (4 Feb 2022) setting out high level summary of each councils projected budget gaps for 2023/24 of £28.5m - Development of 2022/23 'shadow' budget for new Council by end of May 2022 to provide basis for the development of MTFP for new Somerset Council - Robust budget-setting by 5 councils during 2022/23 - Robust budget monitoring by 5 councils during 2022/23 including highlighting any significant on-going issues - Approval by the Joint Committee of the Finance & Assets protocol - Adoption by the 5 Councils of the Finance & Assets protocol	Very High	High	10
Benefits - Cash	Strategic Risk	**Legacy councils may make spend commitments that adversely affect implementation and benefits delivery**	- Delay in establishing a combined MTFP and a shared budget. - Delay in application of an interim spending protocol through transition phase	- Threat to opening financial position of the council. - Impact on achievement of the £18.5m financial benefit. - (Unpalatable) Legacy arrangements will need to be brought together through transformation stage. - Potential for harm to relationships between legacy councils and officers of the new unitary.	Programme Board	- Finance and Assets Protocol developed & approved by the LGR Joint Committee on 4 Feb 2022 - Adoption of the Finance & Protocol by the 5 Councils	- Adoption of the Finance & Assets protocol by the 5 Councils as part of their 2022/23 budget setting process - Ask DLUHC for a Section 24 Notice	High	High	24

Category	Workstream	Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Quality	Strategic Risk	Loss of opportunity to align public and VCSE services to new operating model and outcomes defined in the Business Case	Ineffective partnership working / poor relationships between the five Somerset councils; partnership working between SCC and Police, Fire, CCG, Acute Hospital Trusts, ICS, and VCSE.	- Reduced financial and non-financial benefits. - Poor relationships between partners and new authority. - Transformational opportunity lost, delayed or reduced - Negative impact on cross cutting outcomes for communities - Reputational damage for new Council	Communities, Customers and Partnership Workstream	Complete partner and stakeholder mapping exercise. Targeted engagement with all strategic partners. Effective ongoing communications with all stakeholders about LGR programme and its objectives	- Ensure LGR Advisory Board remains inclusive, transparent and accessible - Stakeholder management plan(s) for critical products and across workplans - External communications on purpose and benefits of the LGR programme. - Senior officer engagement with VCSE and partners	High	High	14
Page 34 Quality	Strategic Risk	Design / products to create the new unitary council will not have the community as a central focus in the design of the new operating model	Focus is disproportionately on 'safe and legal' service delivery /Legacy ways of working are carried forward to implementation of the new authority	- Organisational culture is not community focussed -Inefficient partnership working. - Poor outcomes for communities. - Failure to deliver planned business case benefits	Communities, Customers and Partnership Workstream	Engagement with all workstreams to secure agreement / recognition that communities focus goes beyond 'safe and legal' Ensure interdependencies are identified and managed, through iterative discussion and collaboration Specifically, engage with People workstream to support an ethos and culture of communities and customers first. Involve customers and communities in the design of products and services. Learn from customer experience and feedback. Develop sound business cases to underpin sufficient resourcing to deliver communities focussed objectives	- Programme and workstream checkpoint review criteria - Ensure LGR Advisory Board remains effective, inclusive, transparent and accessible - Embody community focus as a critical requirement of operating model development through workshops, research and engagement	High	High	19
Scope (Programme Deliverables)	Strategic Risk	Unforeseen or increase in level of civil contingencies incident requiring mobilisation of Business Continuity / Civil Contingencies activity	Civil Contingency / external event requiring standing up of councils resources	- Inadequate resources in project delivery - Lack of management capacity - Reallocation of programme or existing council resources to support response and recovery	Steering Group	Programme Board overview of programme and escalation as appropriate from Steering Group and PMO. Existing business continuity arrangements in each authority	Create (by mid March '22) and maintain a Business Continuity Plan (BCP) for the LGR Programme (signed off by Programme Board) including: Engagement with Workstreams to develop the BCP, Engagement with Somerset Local Authorities Civil Contingencies Unit to ensure alignment with wider BCP arrangements across the programme and 5 councils, internal comms to ensure awareness and buy-in for BCP, and desktop test of BCP. Resource constraints have delayed completion of this piece of work however more staff have been approved for PMO.	High	High	13

Category	Workstream	Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Scope (Programme Deliverables)	Strategic Risk	Back-office ERP (Enterprise Resource Planning) systems not fit for purpose to support the new authority	- Failure to ensure effective system alignment of back-office/administrative systems for day 1 of the new authority	- Inability to monitor spending during the year and to be able to produce Statement of Accounts at year end in accordance with legal requirements - Ineffective system in place that require significant staffing resources for the new Council to operate effectively	Assets Optimisation: Technical Workstream	Discovery phase of the project to take place during January and February 2022 to understand the detailed risks, costs, resources, deliverability etc for the project. It is proposed the Asset Optimisation workstream has oversight of the project going forward to ensure the programme, once produced as an outcome of the discovery phase, keeps to plan and reflects the needs of all five Councils. The discovery phase will identify the preferred solution for vesting day.	- Assessment of feasibility / necessity of delivering a new system versus alternative arrangements. - Key product, risk within Assets Workstream (note: SAP replacement is not currently in scope for LGR)	High	High	26
Scope (Programme Deliverables)	Strategic Risk	Insufficient people resources to implement LGR Programme and deliver the approved business case	- the programme not seen as BAU and the no 1 priority by council members and chief officers (all 5 councils) - Staff not released from normal operational duties - Insufficient capacity within legacy councils - Lack of resilience across assigned workforce	- programme not delivered to quality, time and cost - non-cash and cash benefits not delivered - Delays in the delivery of the Business Case objectives or compromised quality delivered - Additional cost of temporary staffing to fill resource gaps - Unmanageable workloads on staff	Programme Board	1. early definition of resource requirements (capability and capacity) as part of gateway 2. Validation of 1 with PwC as QA partner incorporating lesions learned from previous LGR programmes 3. Resource shortfalls to be raised to five CEOs to address 4. Interim labour arrangements to be defined as a fall back plan. 5. Dedicated LGR Programme Manager (in post from Jan '22) 6. PwC as quality assurance partner in place from Dec '21. 7. 17 February 2022 agreement to fund additional PMO, project specific and subject matter expertise to the programme.	Programme checkpoint review to identify resource requirements by work stream and function. This will inform the following:-Recruitment Protocol and its application across the five councils - Resource Management Plan - Strong programme management and reporting to allow identification and resolution of potential staffing issues - Work across all 5 councils to pause or cease activity, or rescope within LGR programme to deliver greater benefit - Resource constraints to be reviewed and escalated weekly to CEOs and the programme board. To be reported to members at each Joint Committee	Very High	Medium	11

Category Workstream		Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Benefits - Non-cash	Strategic Risk	**Childrens services service provision and improvement impacted during LGR implementation**	Organisational and resource focus on these services is reduced or insufficient. Services not drawn sufficiently into the programme. Development of culture of the new authority fails to embrace these services	- Performance of service for vulnerable children and young people negatively impacted. - Poor external perceptions of quality of services. - Potential Government intervention	Programme Board	1. Strong communication within the programme 2. Adherence to project guidelines around Change Control, Benefits realisation and risk. 3. Horizon scanning 4. Cross-cutting involvement of senior managers across workstreams in particular Service Alignment and Improvement 5. Quarterly reporting to Programme Board 6. PMO engagement and participation with Integrated Care System Governance	- Active consideration within the emerging Target Operating Model - Modelling of interdependencies between programmes, reflected in respective plans	**High**	**Medium**	20
Benefits - Non-cash	Strategic Risk	**Adult Social Care service provision and improvement impacted during LGR implementation**	- Organisational and resource focus on these services is reduced or insufficient. - Services not drawn sufficiently into the programme. - Development of culture of the new authority fails to embrace these services	- Performance of service for vulnerable adults negatively impacted. - Poor external perceptions of quality of services. - Potential Government intervention	Programme Board	1. Strong communication within the programme 2. Adherence to project guidelines around Change Control, Benefits realisation and risk. 3. Horizon scanning 4. Cross-cutting involvement of senior managers across workstreams in particular Service Alignment and Improvement 5. Quarterly reporting to Programme Board 6. PMO engagement and participation with Integrated Care System Governance	- Modelling of interdependencies between programmes, reflected in respective plans - Active consideration within the emerging Target Operating Model	**High**	**Medium**	21
Benefits - Non-cash	Strategic Risk	**Inter-Dependencies between workstreams not managed effectively**	Collaboration between different workstreams has been limited and further partnership working is required to define interdependencies between workstreams and clarify what input from SMEs is required.	Inability to deliver cross-cutting products successfully and therefore benefits not realised	Programme Management Office Workstream	- Programme tranches developed to aid management of the overall programme - A process/approach for management of dependencies to ensure impacts of change (time/cost/quality) are easily understood at both workstream and programme level. Programme level - consider as part of Benefits realisation, PMO providing assurance against delivery of programme capabilities	Tranche 1 product dependencies to be assessed after Tranche 1 product list is signed off on 8 March 2022. Quality assurance of products list.	**High**	**Medium**	139

Category Workstream		Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Scope (Programme Deliverables)	Strategic Risk	Non-delivery or late delivery of key LGR products that other workstreams are dependent on	- Complexity of the programme not fully understood (no critical path). - Time pressure not allowing full analysis of interdependencies across products, projects and workstreams. - Lack of understanding of key dependencies within the project workstreams. - Lack of detail in product lists. - Assumptions that work is being delivered elsewhere	- Missed opportunities. - Siloed working. - Failure to deliver key products. - Delays to workstreams and ultimately the programme. - Re-engineering of solutions / rework required	Steering Group	Reliable critical path is available, with regular opportunities to monitor and course-correct when necessary. Regular opportunities for project managers to review with workstream and sub-workstream leads. Review of workstream and programme scorecards	- Robust programme and project planning - Modelling of interdependencies incorporated into work plans and must haves - Adequate resourcing of programme staff with appropriate capabilities and capacity to deliver workplans - Utilise Lessons learned from other programmes. - Dedicated LGR Programme Manager (now in post)	High	Medium	23
Scope (Programme Deliverables)	Strategic Risk	Uncontrolled change to the scope of the LGR programme	- Changes to programme or workstream scope made outside of agreed tolerances for escalation or decision-making - Inadequate impact assessment of any proposed change	- Failure to deliver the new council to agreed time, cost and quality. - Failure to deliver agree financial and non-financial benefits. - Missed transformation opportunities for the new authority - Impact on capacity of teams to manage and deliver the programme: rework, wasted effort and reduction in shared understanding of programme priorities and required activity	Steering Group	Programme Implementation Manual outlining decision-making tolerances and purpose of change control Current Programme governance arrangements: PMO, Programme Steering Group and Programme Board to identify and (Change control process to be in place from March '22)	- Change Control framework (March '22) for the programme including shared ownership by all programme staff. - Strong communication within the programme promoting adherence to guidelines around Change Control, Benefits realisation and risk. - Quality assurance of workstream reporting	High	Medium	27
Scope (Programme Deliverables)	Strategic Risk	Next Council Elections lead to loss of momentum in the programme	- Changes in policy framework post-election	- Programme redesign leading to increased costs, delay in progress, and lost realisation of benefits	Steering Group	- Strategy comms plan includes engagement with political groups and induction of new members	- Engagement with all political groups on programme objectives and work plans. - Ensure programme resourcing plans allow capacity for any potential reworking	High	Medium	28

Category Workstream		Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Scope (Programme Deliverables)	Strategic Risk	**Lack of 5 year Land Supply on day 1 of the new authority**	- Changes to Government calculation methodology. - RAMSAR issues with phosphates currently limiting ability to approve development which with within the catchment area. - Planning Board refusals - Site viability and infrastructure blockages - Lack of consistency with national planning guidance	- speculative development coming forward in areas that sit outside of Local Plans. - Additional resources wasted in defending against speculative development. - Potential for significant additional unplanned costs where applications are decided at Appeal - potential for imbalanced communities without suitable infrastructure	Service Alignment Workstream	– Legal advice being sought are regards the status of each individual district supply and whether these can be used to calculate a single figure, safeguard parts of the county or whether a new calculation would be required. – Work is being carried out to produce a Phosphates Strategy for Somerset and identify possible solutions that developers can adopt to meet their obligations. – The shape of future Local Planning in Somerset is being actively taken forward within the Service Alignment work stream to ensure 4 years post-Vesting Day deadline is met and meets the need of communities. – Workstreams are now moving forward that will review the current position across Somerset and then deliver a new Local Development Scheme for Somerset Council, as well as understand housing land supply and Housing Delivery Test performance in its implications. (see sub workstream Growth2 - Planning and Enabling for more detail).	- Clear and swift direction on strategic direction is required from the newly elected Members after May 2022.- focused training for newly elected Members on Planning Boards to ensure competent decision making. - Legal advice required promptly to all Growth 2 subworkstream to deliver its objectives and mitigate this risk as much as possible. - Phosphates project to deliver possible options for developers to utilise to enable planning approval.	**High**	**Medium**	29
Reputation / Political	Strategic Risk	**Pre-election period restrictions impact programme delivery**	- Reduced ability for the programme to take decisions and deliver publicity during pre-election period. - Lack of planning to take account of the pre-election period.	- Impact on programme decision making. - Impact on programme consultation, engagement and publicity	Steering Group	Communications planning inline with pre-election guidance. Plan for issuing pre-election guidance to staff. Consultation with PMO on planning for key decisions in line with pre-election guidance	- Ensure forward plan of decisions and publicity/consultation takes account of pre-election period restrictions. - Internal communications with programme teams and wider workforce on pre-election guidance.	**Medium**	**Medium**	18

Category	Workstream	Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Time	Strategic Risk	Delay in Parliamentary approval of the Statutory Changes Order	Government or Parliamentary delays in decision-making	- Impact on elections in May 2022. - Formal governance mechanism to support establishment of the new authority not in place as planned.	Steering Group	Informal governance arrangements (democratic and programme-level). Ongoing dialogue with DLUHC on timing, issues and resolutions. Information to support Parliamentary debate on the Structural Change Order. Communications with MPs and government departments	SCO is moving through Parliamentary Process now, No difficulties anticipated to delay approval before deadline for Notice of Election	Low	Very Low	17
Cost	Strategic Risk	Loss of staff from County and District Councils deemed essential to the programme delivery	- Staff leave due to uncertainty - Loss of key staff with specific skills and knowledge	- Delays in the delivery of the Programme implementation plan - Additional cost of resourcing eg temporary labour - Knock-in impacts to BAU service delivery - Insufficient level of experience and expertise to deliver the new council operations	People Workstream	- Use of interim staff - Redeployment - Recruitment Protocol - Staff engagement to support development of culture (building on existing culture) throughout the lifetime of the programme		Very High	Score Pending	12
Scope (Programme Deliverables)	Strategic Risk	Appropriate corporate and operational systems and platforms not in place for vesting day	Entire scope of work not known at this stage, may impact deadlines.		Steering Group	22/2/22 - to be assessed, scored and controlled after Tranche 1 products approved on 1st March 2022 by Programme Board		High	Score Pending	31

Category Workstream		Risk Title	Cause	Effect	Risk Owner	Controls (Mitigating Actions)	Further action required	Risk Before Mitigation	Residual Risk	Risk ID
Scope (Programme Deliverables)	Strategic Risk	Delivery of ICS implementation is not effectively joined-up with LGR implementation	- Interdependency between ICS and LGR is not sufficiently understood or acted upon	- Failure to deliver programme to agreed time, cost and quality. - Failure to deliver expected benefits. - Missed transformation opportunities	Service Alignment Workstream	- Understanding of interdependencies incorporated into LGR work plans and must haves - Adequate staff resource across both programmes with appropriate capabilities and capacity to address the work		Medium	Score Pending	22
Benefits - Cash	Strategic Risk	Failure of workstreams/ projects to achieve their expected financial benefits as described in business case (£18.5m p.a. after 2 years)	- Significant Workstream failure. - Loss or non-delivery of Essential products. - Unrealistic expectations of benefits assigned to workstreams or products	- Lack of achievement of promised overall programme benefits. - Programme does not meet stakeholder expectations	Steering Group	Pending as benefits management system developed and embedded as programme moves into delivery Phase	- Robust benefits realisation plan in place - Early modelling / forecasting of cash-benefits - Monitoring through programme reporting framework including escalation and intervention - Dedicated LGR Programme Manager (now in post)	Score Pending	Score Pending	15
Reputation / Political	Strategic Risk	Perception that democratic representation in Somerset may be reduced	- Governmental expectations around number of elected members for the new council. - Reduction in number of unitary councillors compared to total in districts and county	- Reputational harm. - Perceived democratic deficit by Members and the public	LGR Communications Team	- Member development programme post May 2022 elections - Extensive public and Member-facing communications on benefits of the new authority relating to accessibility to council services and easier-to-access democratic arrangements of a single council		Score Pending	Score Pending	16

Local Community Networks (LCNs)

Agenda item 8

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Local Community Networks

Local Community Networks (LCNs) will give communities power to influence decisions about their local area. They will be an important part of how our new Somerset Council works – making sure that local areas will have an ongoing voice to shape their new council to suit their local needs.

Key points

- 15 to 20 LCNs to cover every part of the county
- Flexibility to set their own priorities
- Formal power as 'Committees of the Council'
- Dedicated council officer support
- Ability to influence Council priority and spend
- 6 to 8 meetings a year

Membership

- Unitary Councillors
- City, Town and Parish Councillors
- Voluntary, Community and Social Enterprise
- Local NHS, Police, Schools and other services
- Local Business
- Other engaged residents

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Local Community Networks

LCN Pilots

Exmoor area – Highways

Focused on improved communication, influencing service delivery. Proposals including an LCN Highway Steward are being trialled. If successful, is it hoped that this model could then be replicated across the county.

Frome area – Children, Families and Young People.

The town council, surrounding parish councils and partners are gathering views and evidence to decide on the key priorities. Sport and recreation has already been identified for urgent intervention.

Wincanton, Bruton and Castle Cary area – Health and Wellbeing. Early stage consultation on priorities.

Early Lessons

✓ Many town and parish councils want to grasp the opportunity to do more locally – but not all.

✓ NHS and Police see LCNs becoming a central vehicle for engaging with the public.

✓ Voluntary and community sectors see the opportunity of being engaged with LCNs that have formal power as 'committees of the council'.

✓ LCNs must remain flexible over time. Communities want the power to reshape themselves and change what they focus on as their situation changes.

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LCN Geographies for 1 April 2023

Developing initial options informed by range of datasets:

- Population sizes

- School catchment areas

- Travel to work data

- Electoral divisions

Plus:

- Information and feedback about existing communities, clusters and networks

- Principle of working with the grain of what already works locally

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LCNs Geographies

Indicative timeline

- Initial options for consideration by LGR Advisory Board early summer 2022

- Stakeholder and public engagement – summer 2022

- Geographies formally agreed by end 2022

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Exmoor LCN Pilot

Exmoor LCN Pilot – Highways

The Pilot is designed to focus on highway service delivery and how this will integrate with Local Community Networks and the wider community.

The pilot includes the development of a Highway Steward, devolved budgets and the creation of a Community Highways Group.

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Exmoor – Highways

Progress so far ..

Members of the Somerset Local Government Reorganisation (LGR) Programme Team spent three days visiting parishes in the Exmoor County electoral division in order to better understand the opportunities for improvement expressed by parishes in this area.

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Exmoor – Highways

Progress so far ..

The parish feedback was summarised based on themes.

The feedback enabled proposals to be developed to test new ways of working as part of the pilot.

This supported the LCN's objectives and work programme based on 'real world' feedback and known local priorities.

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Exmoor – Highways

Progress so far ..

The themes (resulting from parish feedback)

- Communication
- Programmes of planned and reactive works
- Discretionary local highway works (the provision of a Highway Steward)
- Discretionary budget for self-delivery of works
- Asset information

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Theme	Timescale	Outcome
Communication	Q1 2022/23	To positively influence public perception To develop an informed and responsive relationship between the scheme promoters and communities.
Programmes of Planned and Reactive Works	Q4 2021/22 - Panel meeting to discuss 2022/23 programme Q2 (Summer) - Programme review meeting Q3 (Autumn) - Programme review meeting Q4 (Winter) - Programme review meeting	Local Influence and agreement of works programmes, including timing of works and diversions and road closures. Local accountability for decisions. To understand and apply available budgets. To monitor and improve the quality of works by contractors.
Discretionary local highway works	Q1 2022/23	Fully equipped single person operative to undertake minor works on the highway at the direction and priorities set by the Parishes.
Discretionary budget	Q1 2022/23	LCN have control over a proportion of capital and revenue expenditure for agreed local priorities
Asset information	Q2 2022/23	Provide contemporary map-based information showing highway assets

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Frome LCN Pilot

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Frome Area LCN Pilot

Children, Families and Young People.

Building on the existing parish relationships
- Desire to better engage with and understand the needs of our communities

Using the principles of:
- Participation
- Engagement
- Enabling
- Community Development

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Frome Area LCN Pilot

Key principles of collaboration and co design

1. Facilitated groups of residents and cllrs from *all tiers* bought together to discuss and better understand the topics that are important to them
2. Formal Data overlaid with the topic summaries and other Qualitative Data.
3. Decisions on topic subjects to be further explored at any one time.
4. Convening of working groups; including stakeholder organisations, services, businesses and unitary strategic leads
5. Findings, work plan and Local Area Agreements created and presented back to the wider LCN.

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Frome Area LCN Pilot

As a smaller parish our experience of being part of this Pilot LCN so far is…..

We are starting to explore……

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Frome Area LCN Pilot

A pilot LCN that creates an action plan to address issues for children, young people and their families.

A starting point for other topics in the future.

A way of working that builds capacity and resilience in communities; that reduces the financial implications for delivering high level statutory services – Social Care, Education and Public Health.

Evaluation

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What next?

- Develop and consult on potential LCN boundaries.

- Learn more from similar networks in other unitary areas.

- Draw up LCN governance arrangements

- Monitor LCN pilots to assess what works and create toolkits to help all LCNs, ready for when the new Somerset Council is in place.

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