

Appendix B

Joint Working in Hampshire – Individual Blueprint Proposals

April 2012



HAMPSHIRE
**FIRE AND
RESCUE
SERVICE**



Hampshire
County Council

Contents

Section	Page
Executive Summary	1
Introduction & Context.....	4
Individual Blueprint Workstreams – Proposals.....	6
Enabling Workstreams.....	17
Looking Forward – Design and Implementation.....	19
Conclusions.....	20
Appendix A: Breakdown of estimated savings	22

Executive Summary

The purpose of this report

This report seeks approval for proposals for Joint Working in Hampshire covering joint support services (Individual Blueprints) from the Governing Bodies of Hampshire Fire and Rescue Service (HFRS), Hampshire Constabulary (HC) and Hampshire County Council (HCC). These proposals are in addition to those for integrated services contained within the Strategic Integrated Business Case for Joint Working in Hampshire, which should be read before this report.

Summary Joint Working Proposals

Following the Governing Bodies' approval of the 'Joint Working in Hampshire Strategic Case' in September 2011, a formal programme of work was established by the three organisations.

Proposals for joint working have been developed in two separate groupings:

- A Strategic Integrated Business Case evaluating the option(s) to integrate across the three organisations the functions of Procurement, ICT, Finance and Payroll, HR and Occupational Health and Wellbeing.
- Individual Blueprints proposals for seven other areas of business (the focus of this report).

The Individual Blueprint workstreams were distinguished from the Strategic Integrated Business Case as they offered different prospects for joint working and can be implemented jointly or independently. These additional seven services present an opportunity to increase the breadth of joint working between the three organisations and offer prospects for early implementation, if these proposals are approved by Governing Bodies.

Recommendations

All seven Individual Blueprints have identified proposals for additional opportunities for joint working ranging from the existing three units formalising their current joint working arrangements, to units coming together to form integrated single teams.

For each of the Individual Blueprints it is recommended to Governing Bodies that:

1. **Learning and Development (L&D)** design and implement a model for the joint management and delivery of generic L&D. This model can incorporate two or three partners and sell services to organisations outside of the formal partnership.

2. **Transport and Fleet Management** formalise their existing joint working arrangements and expand them to include joint business continuity arrangements and where possible purchasing more from the same supplier to benefit from economies of scale. Joint vehicle workshops are not being proposed at this time but can be revisited in the future should any of the three partners be in a position to invest in their vehicle workshops.
3. **Research and Analysis (R&A)** formally work in partnership to develop shared products and systems within the three separate R&A functions and potentially a shared team for market research in the future.
4. **Estates and Property Management** deliver day-to-day Estates Management, Energy Management and Property Maintenance, including HC's Estates Development Programme, through combining HC's Estates function and HCC's Property Services. HCC and HFRS' existing joint working (currently a sold service) will continue and be embedded in the partnership.
5. **Facilities Management (FM)** form a joint team with a single head of service to lead the convergence of FM functions and work closely with other FM functions that can be delivered jointly but outside of the FM team. Immediate opportunities will be pursued for deliveries and the management of bulk storage. Subsequent joint working opportunities will be taken as contracts end and through the co-location of services.
6. **Media and Communications** design and implement a phased approach to joint working. The initial focus will be on a joint unit for specialist products such as graphic design and photography, before considering any further

areas of integration in the future.

7. **Legal Services** extend existing partnership working (currently a sold service) between HCC, HFRS, Hampshire Fire Authority and Hampshire Police Authority to include HC, and create a joint integrated service containing teams of specialist lawyers.
8. It is recommended that the requested delegated authority in the Strategic Integrated Business to commence design and implementation also includes the seven Individual Blueprint Areas. This will be developed further as part of the 'planning and mobilisation' phase from April 2012 which will ensure appropriate sequencing and a formal gateway review process before anything moves from design to implementation. This will enable the Chief Constable, Chief Fire Officer and Chief Executive (as appropriate) to:
 - a) Develop integrated staffing structures that enable operational managers to implement the proposals for joint working as outlined in this report.
 - b) Invest in the setup costs within the cost envelope outlined in this report (and the Strategic Integrated Business Case) that allow the overall HC/HFRS/HCC joint working programme to co-ordinate and support the proposals for joint working outlined in this report.

Next Steps

The programme will require a phased approach to design, build and implementation, with robust programme management and

the appropriate checkpoints and milestones to sign-off designs prior to implementation. Within the overall programme there are prospects for early implementation of a number of these Individual Blueprint proposals to quickly realise the benefits that have been identified, in particular:

- Estates and Property Management, which does not have any dependencies on other areas of joint working and therefore offers an early opportunity to achieve the important resilience benefits that have been identified.
- Facilities Management which will enable the service to better support the overall programme of joint working and take the opportunities presented from any co-location of services.

The decision whether to fast track certain services for early implementation will be built into the overall programme design, which will determine the phasing of work and ensure that interdependencies with each organisations current corporate change programmes are considered.

Summary assessment against the Success Criteria

The combined effect of the seven Individual Blueprint proposals will deliver specific benefits against the success criteria that were agreed by the three Chief Officers in October 2011. The following section provides a high-level summary.

All of the Individual Blueprint workstream leads have highlighted that in the longer term by working jointly together they will be able to identify further opportunities for collaboration and additional benefits to those that are summarised below.

Improved service performance and quality

- Bringing together into larger groups skilled and dedicated staff that will be more able to drive a culture of continuous improvement and innovative service design.
- Opportunities to present more comprehensive information that can support the better alignment of services across the whole of Hampshire.
- Enabling staff to formally work together in partnership to identify further service improvements and exploit future opportunities for joint service development.

Organisational resilience and future capacity

- Increasing the opportunities to invest in, develop and retain staff across a range of services.
- Increasing the size of teams, a number of which in the Individual Blueprint services are very small thereby increasing resilience to be better equipped to deal with peaks in demand or unforeseen circumstances.
- Joint teams will improve the access to services and larger pools of skills and experience will better enable more effective problem solving in future service delivery.
- Creating models for joint working that can be built upon to include additional partners or sell services to other organisations.

Efficiencies and cost reduction

- Ongoing net savings of between £182,000 and £337,000 have been identified from a combination of staffing reductions and economies of scale in the purchase of goods and services. A breakdown of savings between

the Individual Blueprints proposals is shown in Appendix A. The range of the potential savings reflects the relative confidence in the estimates that have been made for the individual proposals within each service.

- There will be a one-off cost of change to implement shared IT, where this has been identified as necessary for joint working. IT experts have estimated this one-off cost as between £96,000 and £124,000 (a full breakdown is shown in Appendix A). These costs are in addition to the implementation costs in the Strategic Integrated Business Case.
- Through joint working there are opportunities to make additional savings that do not result in budget reductions (non-cashable) from the more efficient use of all three organisations' assets and streamlined processes.

Introduction & Context

Context and Scope

In September 2011, the Governing Bodies of HFRS, HC and HCC supported a 'Strategic Case' outlining the opportunities for Joint Working in Hampshire for specific support services.

The report identified 11 service areas (that became 12 with the separation of Estates Management and Facilities Management), which were thought to present opportunities for joint working.

It was proposed that joint working between the three partners would promote more sharing, joint ownership and control, whilst at the same time recognising a need to preserve organisational identities, meet individual corporate and legal responsibilities and retain clear operational distinctiveness for frontline service delivery.

The Strategic Case therefore recommended that the Governing Bodies approved the further exploration and quantification of practical opportunities through the development of a business case. This was intended to identify the scale of the opportunity associated with joint working and the detailed work that would be required to design and implement any proposals.

The seven Individual Blueprint services were set-up as separate workstreams and the service leads with support from the programme, were tasked with identifying the options and benefits of joint working. A full description of the programme

design and development is contained in the Strategic Integrated Business Case report.

In February 2012, the Governing Bodies received an interim update of the programme which set out the programme design principles and overall direction of travel.

The interim update highlighted that the programme would present findings in the form of two reports in April 2012 identifying opportunities for greater joint working in Hampshire:

- A Strategic Integrated Business Case evaluating the option(s) to integrate Procurement, ICT, Finance and Payroll, HR and Occupational Health and Wellbeing.
- A report identifying joint working opportunities (Individual Blueprints) across seven other support services:
 - Learning and Development (L&D)
 - Transport and Fleet Management
 - Research and Analysis (R&A)
 - Estates and Property Management
 - Facilities Management
 - Media and Communications
 - Legal Services.

This paper is the second of these reports and should be read following the Strategic Integrated Business Case.

Individual Blueprint Proposals

The Individual Blueprint workstreams were distinguished from the integrated services as they offered a different prospect for joint working:

- Providing early opportunities that the workstream leads can implement themselves and quickly realise the benefits that have been identified from joint working.
- Taking advantage of the shared geography for services that operate across Hampshire.
- Increasing the overall breadth of joint working which will deliver more opportunities and the potential for wider benefits in the longer term.
- Sharing specialist skills and increased resilience.

Financial Baseline

A detailed financial baseline of gross direct costs (less charges from either of the other partners) has been determined for each of the workstreams, starting from the 2011/12 base budget and adjusting for known changes and savings for the 2012/13 budgets plus any additional savings for corporate reviews, if these are currently known.

Service Area	HC		HFRS		HCC	
	£000s	(fte)	£000s	(fte)	£000s	(fte)
Learning & Development ¹	1,452	(27.5)	299	(7.0)	1,637	(28.3)
Transport & Fleet Management	5,967	(37.8)	1,864	(24.5)	6,273	(56.5)
Research & Analysis	1,791	(57.4)	77	(3.0)	848	(19.7)
Estates & Property Services ²	474	(11.5)	156	(3.3)	19,053	(283.4)
Facilities Management	1,314	(45.6)	333	(5.3)	3,253	(114.0)
Media & Communications	1,103	(28.0)	466	(11.6)	1,502	(30.0)
Legal Services	430	(8.5)	21	(0.0)	4,091	(71.2)
Total	12,531	(216.3)	7,514	(56.7)	53,747	(603.1)

¹ Generic L&D, excluding professionally specific L&D

² HCC has a large internal property function that generates a significant amount of income to offset the gross direct costs detailed above

Individual Blueprint Workstreams – Proposals

Opportunities

There are already a number of instances of joint working taking place between two or all three of the partners in each of the seven workstreams.

The seven workstreams have produced the following Individual Blueprint proposals identifying the additional opportunities for joint working and potential quick wins that will deliver additional benefits against the success criteria that have been identified in the strategic vision for joint working.

Learning & Development (L&D)

Current arrangements

L&D covers two elements:

- **Generic L&D** which concerns developing skills and qualifications required in varying degrees across the whole workforce e.g. leadership and management, health and safety, and IT.
- **Specialist L&D** which is designed to develop particular skills for the delivery of front-line, operational or other professional/vocational services, such as Police/Fire Officer operational training or qualifications required as a condition to practise as an accountant, architect or social worker.

The delivery of specialist L&D is in some cases integrated with front-line service delivery teams.

Joint working proposal

A shared management structure is recommended for generic L&D for HC and HCC, with the option to include HFRS, with a strategic business partner concept to manage the requirements of each of the partners and shared administrative support, based at one or more locations, with delivery at a variety of venues.

Integration of specialist L&D is not proposed. Instead this would remain in individual organisations.

HFRS has worked over recent years to develop a generalist devolved approach to the provision of L&D, employing trainers who can meet a variety of L&D needs for staff at fire stations. There are two options for how HFRS is included in the proposed model:

1. As a full partner in the shared structure for generic L&D.
2. Outside of the model for shared L&D, commissioning services from the integrated organisation to meet its needs.

The proposed model is scalable, both in terms of the number of partners that could join and the services that are delivered:

- Once there is confidence that this model meets the collective organisations' generic L&D needs, an increased focus can be given to generating income via selling services to external customers and potentially in the future integrating the shared model to include overall management of the delivery of both L&D elements, specialist as well as generic.
- The shared model for the provision of generic L&D would work for two or all three of the joint working partners and could be extended in future to include further organisations.

Expected benefits

- Increased strategic capacity to see inter-organisational opportunities and develop the generic L&D workforces to meet future service requirements.

- Providing L&D roles that will be interesting, challenging, developmental and with realistic responsibilities, thereby improving the attraction and retention of staff.
- Joint L&D delivery will enable staff to learn from other organisations, increasing the breadth of learning that is delivered to staff and developing their problem solving abilities.
- Efficiency savings of between £8,000 and £54,000 have been identified from combining training resources, including venues, brought in services and IT systems and ultimately generating additional income through business development and expansion.
- Of the savings identified £16,000 to £39,000 from shared IT systems and the delivery of in-house leadership programmes are dependent on whether HFRS is included in the model for joint generic L&D.

Recommendation

That a joint integrated management structure for generic L&D for HC and HCC with the option to include HFRS, is implemented by the service leads as part of their normal business activity, with the appropriate support, links and co-ordination from the HC/HFRS/HCC joint working team.

Transport & Fleet Management

Current arrangements

All of the three organisations have teams responsible for managing their fleets of vehicles from procurement and on-going maintenance through to disposal. In addition HCC's Transport Management service is managed as a business unit providing vehicles for hire and supplying services to other organisations, such as its highways maintenance contractor Amey.

The workstream leads for Transport and Fleet management have a history of collaborative working including:

- Shared procurement contracts, such as fuel and spare parts for vehicles.
- Joint emergency procedures for sharing fuel storage sites.
- Joint delivery of work, for example HFRS maintaining heavy goods vehicles for HC.

Joint working proposals

The workstream leads have identified a number of opportunities for further collaboration that the three service managers can develop through formally working together:

- Formalising joint business continuity plans that in particular take account of HC and HFRS reliance on a reduced number of vehicle workshops.
- Shared use of specialist vehicle workshop facilities, such as HFRS' vehicle paint shop, and training opportunities for staff.
- Sharing a hire desk for spot hire of vehicles (potentially

within the joint integrated structure) and the potential to extend this for staff booking other travel arrangements.

Further joint working opportunities may be identified in the future through this partnership working such as further joint procurement as contracts come to an end, particularly with the implementation of pan-government contracts.

There are limitations to further joint working opportunities due to the location and nature of each of the organisations' current vehicle workshops:

- HFRS has a relatively new workshop at Eastleigh.
- HC has made an initial decision to replace the Constabulary's two southern mainland workshops with a new workshop built at their Alpha Park site at Chandlers Ford.
- HCC has five workshops which are co-located with their largest customer, the highways maintenance contractor; any move away from their current locations would be a substantial risk to this business.

Expected benefits

- Greater collaborative working would allow all three transport services to build on their individually strong reputations for high quality service delivery.
- A shared transport service desk has the potential to offer a more seamless, user friendly process for staff to book travel arrangements, including the hire of vehicles.
- More formalised business continuity plans will increase the resilience of Transport and Fleet management services through their ability to cope in any unforeseen

circumstances.

Recommendation

That the Transport and Fleet Management leads continue to work collaboratively and work closely with the programme designing and implementing joint integrated services to design and build the most effective joint process for staff to spot hire vehicles along with other travel requirements.

Although no opportunities for shared vehicle workshops are being proposed at this time, it is recommended that if, in future, any of the organisations are considering further investment in vehicle workshop facilities, the opportunities for joint investment are re-visited.

Research & Analysis (R&A)

Current arrangements

R&A is a broad area that delivers different services that reflect the unique nature of the three different organisations. There are three distinct functions within R&A:

- Incident, risk and opportunity R&A which is principally carried out by HC and HFRS.
- Market Research and Surveying R&A which is carried out to some degree by all three organisations.
- Social and economic R&A which is principally carried out by HCC.

Joint working proposals

The three workstream leads could formally work together to develop the following different levels of joint working within the three different R&A functions:

- Incident, Risk and Opportunity R&A – the HC and HFRS teams will co-operate to share analysis of data and potentially in future develop shared systems and shared training and practice.
- Market Research - both quality improvements and future cost avoidance can be achieved through unified public engagement and sharing of research activity and information across all three partners. As an initial phase joint working will develop through co-operation between the current teams which could develop in the future to become an integrated joint team.
- Social and Economic Research - through joint working the current team in HCC will tailor some of their work to

produce products that would assist HC and HFRS in their long-term service planning.

In addition the workstream leads have identified the potential of a shared Geographical Information Systems (GIS) that would underpin all R&A functions, better enabling joint working and the quality of information that can be produced for Hampshire as a whole.

A fully joint service is not being proposed because with a few exceptions the skills and experience required are specialist rather than generic. Efficiency gains in addition to those proposed could risk levels of service, while the importance of restricting sensitive criminal intelligence to a small circle of qualified staff is paramount. Further opportunities are likely through planned regular networking/practice-sharing meetings.

Expected benefits

- Performance and quality improvements are likely at several levels including more holistic/integrated working across organisations at a strategic level and an increased sharing of data and analysis leading to more informed decision-making.
- Increased resilience in the area of market research will be considerable as the teams in each organisation are very small, as are budgets. Joint working will allow teams to co-operate and share the work required when countywide surveys and analysis are proposed.
- The joint market research model allows for other organisations (e.g. NHS, district councils) to join, further increasing capacity and potentially enabling efficiencies.
- If a shared GIS system is adopted then this would bring

increased access to GIS specialists in the other organisations, which would increase capacity.

- Shared software licences, including a joint GIS system, are likely to be cost neutral.

Recommendation

That the joint working proposals for the three distinct areas of R&A are implemented by the workstream through their normal business activities, with the appropriate support, links and co-ordination from the HC/HFRS/HCC joint working team.

Estates & Property Management

Current arrangements

Estates and Property Management encompasses all services related to the built estate, from major capital projects and investment to day-to-day maintenance activities. There is already joint working between HCC and HFRS, with services delivered to HFRS who maintain a client role.

HC Estates Department currently manages both normal business estates requirements, as well as the Constabulary's current one-off significant investment in its Estate Development Programme (EDP) which will run for the next five years.

Joint working proposals

It is recommended that HCC and HC jointly deliver day-to-day Estates Management, Energy Management, Property Maintenance and capital projects including HC's EDP, through combining HC's Estates function and HCC's Property Services. HC will be able to benefit from the scale of HCC's Property Services derived from delivering services for its own large estate and that of other partners. This has allowed greater influence with and management of contractors and the development of specific processes such as the management of asbestos. There are significant savings that can be delivered through joint management in terms of both the number of staff and purchased services. The timing of some of these savings will depend on when contracts can be aligned.

HCC & HFRS already have a joint working partnership (currently a sold service) that delivers a full range of Estates and Property Services. It is planned to continue this arrangement and embed it within the partnership.

HC will retain a function, as HFRS and HCC service departments do, to define estates and property requirements and maintain a link to operational service delivery.

Expected benefits

- A more responsive service for HC customers, in areas where there have been resourcing issues in the past.
- Joined up Estates and Property information will better support organisational decision making and the overall programme of joint working.
- The greater capacity of a jointly managed Estates and Property Service will deliver major resiliency benefits to HC through access to a greater range of professional skills and experienced officers.
- Improvement in the management of risk for HC, such as asbestos and legionella.
- The economies of scale from a jointly managed service can deliver the following financial savings, although the timing of when some of these savings can be achieved will be dependant on when contracts can be aligned:
 - £56,000-£75,000 through reduced staffing, which will be shared between the partners,
 - £113,000-£150,000 on expenditure on brought in services which would be attributable to HC under the current proposed financial model.
- There will be additional non-cashable savings from more robust management of contractors which will deliver greater value for similar levels of expenditure.

Recommendation

That the work to merge HC and HCC Estates and Property Services teams to form a joint team is planned and delivered by both teams through their normal business, with the appropriate support, links and co-ordination from the HC/HFRS/HCC joint working team.

In implementing a joint Estates and Property Management Team the workstream will work closely with the programme designing and implementing joint integrated services, to provide a first point of contact for Estates and Property Services customers.

Facilities Management (FM)

Current arrangements

FM includes a range of building support services, which are organised differently within each of the three organisations. HC and some of HRFS' FM services are integrated with their Estates teams. HCC have a separate FM team distinct from Estates and Property Management. Some FM services such as cleaning, mail and security are managed directly by FM teams. Some of the organisations' other services, such as catering, records management, couriers and printing, are delivered by discrete teams.

Joint working proposals

Analysis of FM functions has identified the potential for joint working on some FM functions, with different opportunities in three distinct groups of services. The functions identified below do not include the physical maintenance of buildings, which is included in the Estates and Property Management workstream.

- **Services/functions where there is an immediate opportunity for joint working;** management of bulk storage, fulfilment service (pack and dispatch), scheduled deliveries (courier service), ad-hoc deliveries and meeting room management (including events management).
- **Services/functions which are location specific;** workspace management, caretaking (including security), reception and office services and mail rooms.
- **Services/functions where there are opportunities for joint working, although these are not immediate due to timing issues** e.g. leases or contracts; physical bulk storage (including purchased items), printing service,

records management (including storage), printer and copier devices, cleaning and catering (including vending).

A joint management structure is being proposed to oversee some of the functions carried out by the current FM teams and to work closely with services delivering other FM functions, to ensure joint working opportunities are maximised. A joint Head of Service post is being proposed to both manage the convergence of FM services over time (in line with the opportunities identified above) and to provide transitional FM support that may result from the wider programme of joint working. A small amount of additional management capacity would be required to provide the additional resource to drive the convergence of FM services and the identification and exploration of further joint working opportunities. This additional resource would be funded from part of the savings that would be generated by these joint working proposals.

Initially the joint management team will target the immediate opportunities particularly around a shared delivery service where there are expected to be efficiencies in staff resources and vehicle mileage.

In the longer term further improvement through joint services will be pursued, facilitated by co-located services and as current contracts and leases are renewed.

Expected Benefits

- Shared best practice will improve both ongoing services and specific programmes, such as office rationalisation.
- Existing space can be used more effectively if shared, for example a shared decanting space could be invaluable whilst conducting large office moves.
- A larger pool of staff will offer an improved capacity in

terms of both size and skills. This will allow the service to more easily deal with peaks in demand and to cover periods of absence.

- A joint FM service would be better positioned to be a key enabler, much like Estates and Property Services, for supporting the wider programme of joint working if it is approved.
- By combining the delivery services of the three organisations it will be possible to reduce staff numbers, saving approximately £30,000- £40,000, a net annual saving of £10,000-£24,000 when taken together with the additional management resource required to manage the convergence of services to deliver joint working.
- Joint management processes will ensure that assets are used more efficiently e.g. the use of space in operational buildings is maximised and that obsolete items are disposed of.

Recommendation

That a joint FM management structure as outlined above is implemented by the current teams as part of their normal business activities, with the appropriate support, links and co-ordination from the HC/HFRS/HCC joint working team.

The joint FM management will work closely with the programme designing and implementing joint integrated services to provide the first point of contact for FM customers.

Media and Communications

Current arrangements

Media and Communications covers both internal and external communications within each of the three organisations. This includes management and development of each organisations' communication strategy as well as a number of distinct disciplines, including, graphic design, e-communications, marketing, multimedia productions and campaigns.

Joint working proposal

A phased approach to joint working is being proposed starting with an integrated shared function that will be created to deliver the following products:

- graphic design
- photography
- multimedia production
- social marketing campaigns.

These products represent specialist activities that are currently delivered by HC and HFRS, and outsourced by HCC (through one-off purchases from framework contracts), which lend themselves to successful integration, as proven by existing shared working arrangements between HC and HFRS. It is proposed that these functions will be co-ordinated by the three workstream leads. This will require a small amount of additional resource which will be funded by part of the savings that would be generated by these joint working proposals.

It is recommended that in a first phase of joint working the three organisations retain their individual communication teams and respective strategic leads, reporting to their own organisations

and delivering:

- internal communications and staff engagement
- strategic communication
- media strategy
- marketing/income generation/advertising (specific to HCC).

The functions will be delivered separately which reflects the individual communication strategies of each organisation – aligned to each authority's strategic plans/priorities and identity.

Further phases of joint working are possible to develop further levels of integration based on the needs of the three organisations. Building on joint work to deliver social marketing campaigns could also lead to a more joined-up media strategy in the future.

Expected Benefits

- Improved performance and quality through:
 - Pooling of skills, knowledge and experience around shared functions.
 - Supporting consistent and a coordinated approach to campaign messages.
 - More innovative service design and delivery.
- Resilience is increased through greater capacity and access to in-house design functions, which will increase flexibility and the ability to deal with periods of peak demand.
- There are potential annual efficiency savings of between £35,000-£45,000 from reduced duplication of similar

campaigns e.g. road safety; anti-social behaviour and a reduction in costs from external suppliers (areas currently outsourced by HCC e.g. photography). This gives a net annual saving of between £3,000 and £16,000 when taken together with the additional resource to manage a joint communications unit.

Recommendation

That the three communications leads from each organisation work together as part of their normal business activities to form a joint communications function, as outlined above, building on the existing joint working between HC and HFRS.

Legal Services

Current arrangements

Legal services are delivered by two distinct units within each of the three organisations. HCC's Legal Services provides corporate governance and legal advice to the County Council, HFRS, HFA and in addition provides some advice to HPA and discrete legal work for HC. HC's own Legal Department provides advice to the Constabulary and some advice to HPA. Additional work and advice is purchased externally, for example HFRS are part of a national consortia for purchasing the specialist legal expertise for fire prosecutions.

Joint working proposal

It is recommended that the current joint working arrangements should be extended to create a single joint legal service which includes services to HC, HFRS and HCC.

A joint Legal Service would combine teams able to provide service specific advice, for example on policing or social care, as well as teams of lawyers specialising in aspects of law, such as property and procurement. All functions would be delivered through a single integrated team and use a strategic business partner concept to ensure appropriate organisational understanding, support and advice.

Counsel advice has confirmed that a joint legal service can provide services to all three partners, including the specific legal powers discharged by the Chief Constable.

The Legal Services leads have considered how the proposed joint structure would manage any occasion where there may be a potential legal issue involving two or more of the partners,

potentially causing a conflict of interest for the service. The instances of conflicts of interest should be reduced through all three organisations working together jointly, however they may still occur in a small minority of cases.

This is already a potential issue that is managed by the Legal Service provided currently by HCC to a range of partners. Any conflict situation would be raised with senior managers to try to identify a resolution. If the conflict became a legal matter both parties would be able to seek external legal advice if necessary, and there are already examples where reciprocal arrangements are in place with other public sector organisations, as an option for this eventuality. A small contingency may be required to fund external legal support should it be required in the event that there is a legal dispute between any of the partners.

Expected Benefits

- The joint team will be more resilient through the three bodies receiving support from a larger team comprising greater numbers of specialist lawyers in more service areas.
- There will be greater capacity to develop integrated arrangements to handle “high volume, low value” casework through a combined pool of paralegal and administrative support.
- A larger team of specialists within the joint team should be able to develop staff to improve services, supporting recruitment and retention of quality staff, and offering more opportunities for career progression.
- The joint structure will better enable the teams of specialist lawyers to provide peer support and continuing

professional development through working together as large teams of specialists.

- By delivering in-house some of the legal work that HFRS currently outsources, there is an opportunity to save an estimated £8,000 to £11,000 per year. There will be a small additional cost of an IT system that serves a larger team, which makes the ongoing net saving of this proposal between £6,000 to £9,000.

Recommendation

That the workstream leads for Legal Services implement the model for a joint legal service out-lined above as part of their normal business activities, working closely with the programme implementing joint integrated services.

Enabling Workstreams

The proposals above for each of the seven Individual Blueprints all require strands of enabling work to take place to deliver the recommendations for joint working. As part of the overall programme for joint working, enabling workstreams were tasked with making recommendations for the requirements in their fields that would be necessary to deliver joint working.

The Enabling Workstreams have identified the following requirements that specifically relate to the Individual Blueprint services, in addition to those already documented as part of the Strategic Integrated Business Case.

Finance

The Finance enabling workstream has identified a mechanism for the partners to share costs, savings and liabilities. The mechanism distinguishes between the following:

- Procured supplies and services by one of the three partners, who will bear all of the costs and saving. This applies to Estates and Property Services procured services where all of the savings (£113,000 - £150,000) from the proposals for joint working will be borne by HC.
- Costs and savings that are directly as a result of joint working which need to be apportioned between the partners. The remainder of the savings from all of the Individual Blueprint proposals (£69,000 - £187,000) fall into this category.

The model for how costs and savings will be apportioned has been determined based on the characteristics of the specific proposals for joint working from each Individual Blueprint. Allocations will either be made based on the percentage of baseline costs or on the basis of use. The following is recommended for each Individual Blueprint.

Individual Blueprint	HC	HFRS	HCC
	%	%	%
Learning & Development ³	40 (47)	15	45 (53)
Transport & Fleet Management	No joint costs or savings have been identified		
Research & Analysis	Cost driver of the use of shared IT systems		
Estates & Property Services	Time spent		
Facilities Management	27	7	66
Media & Communications	Time spent		
Legal Services	9	1	90

³ figures in brackets are the percentage apportionment if the joint service only includes HC and HCC

Further work will take place to refine the financial baseline for services that will be delivered jointly, however an indicative split has been calculated based on the current baseline information. The Finance enabling workstream will continue its work and confirm the allocation model for all Individual Blueprint services as part of the implementation programme.

HR

Following detailed planning by HR specialists, options have been identified for how staff can work together and form joint teams. This would be applicable to the following workstreams, whose proposals include joint teams:

- L&D
- Estates & Property Management
- FM
- Legal Services

It is proposed that staff are ultimately transferred to a single host employing organisation with pay terms and conditions being harmonised in the medium term. HR leads have recommended that the least cost and most pragmatic option would be to transfer staff to the largest employing organisation (HCC).

In the short term, staff could remain in existing teams or be seconded to a lead organisation whilst the joint working arrangement is being established and interim management appointments are being made. This will need to be considered as part of the overall programme design of phased implementation and consideration of fast tracking certain services for early implementation.

As part of the design and implementation of the Individual Blueprint proposals including recommendations for joint teams

the workstream leads will need to continue to be supported by HR specialists.

IT

Detailed analysis has been undertaken by IT specialists to work with all seven Individual Blueprint workstreams to understand their current IT systems, potential requirements for joint working and opportunities for shared systems.

Shared IT systems are included in six of the seven proposals for joint working in the Individual Blueprints in this report (Transport and Fleet Management being the exception).

Development work will be required by the IT specialists and each workstream's service delivery teams to design and implement joint IT systems. The total one-off costs for the IT resource to implement joint IT systems has been estimated at between £96,000 and £124,000 (a full breakdown is shown in Appendix A). These costs are in addition to the implementation costs in the Strategic Integrated Business Case, some of which, such as IT, will create the basic infrastructure for joint working that can be used by the Individual Blueprint services, as well as the services in the Strategic Integrated Business Case.

Estates

Estates and Property Services experts have been identified to work with the workstreams and overall joint working programme if it is agreed to implement these proposals.

Where desirable, Estates and Property Services experts will facilitate the co-location of joint working teams. Given the relatively small size of the Individual Blueprint service teams that may need to be co-located it is assumed, following consultation with Estates and Property Services experts, that this could be achieved within all three organisations' current estate.

Looking Forward – Design and Implementation

Next Steps

If approval is given for the proposals for joint working the programme would move to a phased design, build and implementation phase, with sign-off of each design prior to implementation, as outlined in the Strategic Integrated Business Case.

Following all Governing Bodies' approval the programme's main focus would be the design and implementation of the Strategic Integrated Business Case. The Individual Blueprint proposals have identified that consideration of the management of customer contacts for Estates and Property Management, Facilities Management and booking vehicles (which could be incorporated with other travel requirements) would need to be included as part of the Strategic Integrated Business Case (detailed in the other report)

All other elements of the Individual Blueprint proposals for joint working can be implemented by the workstream leads as part of their normal business activities.

The joint working programme will manage the design, build and implementation of these Individual Blueprint proposals, including detailed planning of a phased approach to ensure that the programme moves forward in manageable steps; giving workstream leads the appropriate support and co-ordination, monitoring progress and the achievement of the benefits that have been outlined in these proposals.

In designing the next stage of the joint working programme, should approval be granted, consideration will be given to how the implementation is phased and where checkpoints are placed to ensure that the benefits identified are being achieved and that further opportunities for developing joint working are explored.

Links to enabling work

In the majority of these Individual Blueprint proposals full implementation and the achievement of the benefits identified in this report, will be dependant on the enabling workstreams putting in place the structure to support joint working, in particular:

- The HR and change management processes that will assist managers in supporting staff through the change to implement joint working. Where fully integrated teams are created managers will need support from HR for the appointment process for joint roles, and the movement of staff onto a single set of terms and conditions.
- The IT systems that allow staff to share information and work together as fully integrated teams.

Risk Management

A strategic risk assessment (contained in the Strategic Integrated Business Case) has been undertaken in order that any strategic risk associated with the proposed programme of joint working is identified and managed.

Conclusions

Conclusion

These Individual Blueprint proposals offer opportunities to increase the breadth of joint working, in addition to that already identified in the Strategic Integrated Business Case.

All seven Individual Blueprints have identified proposals for joint working that build on existing collaboration already taking place within a number of the workstreams.

All of the Individual Blueprint workstream leads have highlighted that by working jointly together they will be able to identify further opportunities for collaboration and additional benefits to those that are summarised below.

Summary assessment against the Success Criteria

Improved service performance and quality

- Bringing together into larger groups skilled and dedicated staff that will be able to drive a culture of continuous improvement and innovative service design.
- Opportunities to present more effective information that can support the better alignment of services across the whole of Hampshire.
- Enable staff to formally work together in partnership to identify further service improvements and exploit future opportunities for service development jointly.

Organisational resilience and future capacity

- Increasing the opportunities to invest in, develop and retain staff across a range of services.
- Increasing the size of teams, a number of which in the Individual Blueprint workstreams are very small, to be better equipped to deal with peaks in demand or unforeseen circumstances.
- Joint teams will improve the access to services and larger pools of skills and experience will better enable more effective problem solving in future service delivery.
- Creating models for joint working that can be built upon to include additional partners or sell services to other organisations.

Efficiencies and cost reduction

- Ongoing net savings of between £182,000 and £337,000 have been identified from a combination of staffing reductions and economies of scale in the purchase of goods and services. A breakdown of savings between the Individual Blueprints proposals is shown in Appendix A.
- There will be a one-off cost of change to implement shared IT, where this has been identified as necessary for joint working. IT experts have estimated this one-off cost as between £96,000 and £124,000.

- Additional non-cashable savings from the more efficient use of all three organisations' assets and streamlined processes.

Appendix A: Breakdown of estimated savings

Reoccurring full year estimated cost/(saving)

Service Area	Cashable Savings		Procurement ⁴		Total	
	Low	High	Low	High	Low	High
	£000s	£000s	£000s	£000s	£000s	£000s
Learning & Development	(8)	(54)	0	0	(8)	(54)
Transport & Fleet Management	0	0	0	0	0	0
Research & Analysis	14	(9)	0	0	14	(9)
Estates & Property Services	(56)	(75)	(113)	(150)	(169)	(225)
Facilities Management	(10)	(24)	0	0	(10)	(24)
Media & Communications	(3)	(16)	0	0	(3)	(16)
Legal Services	(6)	(9)	0	0	(6)	(9)
Total	(69)	(187)	(113)	(150)	(182)	(337)

⁴ Procurement savings resulting from purchased Estates and Property Management Services will be due to HC only.

One-off IT cost

Service Area	Low	High
	£000s	£000s
Learning & Development	25	32
Transport & Fleet Management	0	0
Research & Analysis	11	14
Estates & Property Services	18	24
Facilities Management	16	20
Media & Communications	18	24
Legal Services	8	10
Total	96	124