

## **REPORT FROM LOCAL GOVERNMENT REFORM PLANNING DAY, LOUGH NEAGH DISCOVERY CENTRE, 5 NOVEMBER 2008**

**Agenda Item: 4**

**Summary: A planning day was held on 5 November 2008 for the main stakeholders of the local government reform programme. The purpose of the event was to develop a collective understanding and prioritise the essential elements of the change process.**

**Action required: To note**

### **Background**

1. A RPA planning day was held on 5<sup>th</sup> November at the Lough Neagh Discovery Centre. There were around 50 participants, representing the Strategic Leadership Board, the three Policy Development Panels, local government Chief Executives, local government officer working groups, officers from transferring functions and other experts. This was the first event where representatives from all the groups involved in the Local Government RPA delivery process were brought together.
2. The primary purpose was to support the development of a collectively agreed way forward. Specifically, the objectives were;
  - To develop a collective understanding of the change process;
  - To agree the essential elements of the change process to allow councils to become operational in May 2011; and
  - To agree and prioritise the highly desirable elements of the change process.
3. The event was independently facilitated, and was divided into six sections to help define the areas of agreement and highlight areas of contention:
  - Introductory presentations from the NILGA President, Cllr Helen Quigley and James Hutchinson from the DOE, setting out the political

commitment to improve services for citizens and the local government reform decisions.

- Setting out the ongoing and planned work programme of each of the delivery groups (Strategic Leadership Board, Policy Development Panels A, B and C, Regional Transition Co-ordinating Group, 11 Transition Committees/Transition Management Teams, Transferring Functions, Advisers).
- Identification of the key elements of the change process to allow councils to become operational in May 2011.
- Identification and prioritisation of the desirable elements to support the change process.
- Mapping out the essential elements along a timeline to facilitate implementation.
- Identification of any other key issues.

### **Key Outcomes**

4. There was major concern expressed about the resource requirement necessary to deliver the programme.
5. There was strong agreement about the essential elements required to support the change process and agreement that priority should be given to these elements.
6. There was agreement about the highly desirable elements but acknowledgement that these could only be actioned as resources become available.

7. There was strong agreement about the need to ensure an equitable transfer scheme to local government and a call for transferring functions to fully identify the services to transfer as soon as possible.
8. There was a call to ensure the benefits of the change process were well understood, evidenced and communicated.
9. There was strong agreement around the need for leadership at every level.
10. There was strong agreement around the need for robust communication processes.
11. Members expressed the need for role clarity in each area of the process.
12. There were no significant areas of contention
13. Other Issues:
  - a. Legislative base for employment of new Chief Executives as soon as possible
  - b. Concern expressed about the need to deal with changes in pension arrangements
  - c. A regional severance scheme for staff and members should be defined as soon as possible

### **Overview of Opening Remarks**

14. Cllr Helen Quigley opened the event by welcoming everyone to what could be described as the beginning of a next phase, when the emphasis should now move towards practical implementation within the newly established transition committees and transition management teams. She commended all those involved in local government for their exceptional work over the last 20-30 years, often in times of great political hardship. She then set out the compelling need for change, to recognise the new political context and to

capitalise on clear opportunities to increase efficiencies and improve services. Drawing on the historical remarks of the newly elected President of the USA, Barak Obama, she acknowledged the somewhat steep road ahead, but called on everyone in the room to lead the change to better serve our citizens.

15. James Hutchinson from the DOE gave a short presentation reiterating the local government decisions and the implementation structures. He highlighted that there would be a new system of governance, a new relationship between central and local government, and community planning underpinned with a new power of well being. He listed the services to transfer to local government specifically mentioning planning, regeneration, community development, public realm aspects of roads, and several other functions. He closed his presentation reiterating that the entire process was to be supported by robust programme management and communication arrangements.

## **Findings**

### **16. Agreed Essential Elements and Timescales**

The key priority at the planning day was to develop an understanding of the essential elements for change. Members worked in their key groups to define their work programmes and then collectively to agree the essential elements. The essential elements were then set out against a timeline as detailed in Annex 1.

## **Desirable Elements**

17. Delegates were also requested to identify actions which were highly desirable in the process. These were then prioritised using coloured dots .The results are set out in Annex 2.

## **Conclusion and Next Steps**

18. There are several key issues to note from the planning day. There was overwhelming concern on the day about the absence of identified resources to support the change process. The lack of agreed funding therefore provided the context for the day, which resulted in participants being clearly focused on the 'must do' issues rather than taking a more aspirational approach. The key priority must therefore be to deal urgently with the resourcing issues.
19. There was however strong and collective agreement about the essential elements of the change process. This work can now be used to feed into the more detailed critical path analysis and project plans to be created by the Transition Committees in conjunction with the Regional Transition Co-ordinating Committee. Additionally, the set of prioritised desirable elements provides the basis for the selection of projects to be considered if, and when, capacity to take forward other work becomes known.
20. In summary, the planning day was a helpful and timely event to bring together the key participants in a single forum to consider the collective issues and challenges facing the implementation process. Members also commented about the usefulness of the event and suggested that such a forum could be considered again at other critical stages in the process.

## **SLB Joint Secretariat**

## Annex 1

### Work Programmes and Timescales

	Date	Action	Lead
Ongoing Issues		Communication	All
		Programme/Project management	All
		Capacity Building	All
		Maintenance of services	TC/TMT/TF
2008	November 2008	Define / Knowledge of resources for transferring functions.	TF Negotiation with Local Government
	November 2008	Resources for Transition committees and Management Teams	DOE
	Nov '08 – Feb '09	Input into Strategic Case	All
	Nov '08 – Feb '09	Consider/ Influence options for service design	SLB/All
	December 2008	SLB agree PDP C Recommendations on legislation i.e. Ministerial Statement on TUPE	SLB and PDPC
	December 2008	Detailed Project Plan	RTCG
	Dec '08 – Jan '09	Governance Arrangements – Policy Agreement	SLB
	Dec '08 – April '09	Shaping Service Delivery Project	Consultants
2009	January 2009	Define Transferring Functions (Legislation and communication)	SLB
	January 2009	Governance Arrangements – Policy Development	PDPA SLB
	January 2009	Vacancy Control Guidance - Consultation	DOE Councils
	Feb '09 – April '09	Governance Arrangements Consultation	DOE All
	April 2009	Local Implementation of Transfer of Functions	RTCG TC /TMT

	<b>Date</b>	<b>Action</b>	<b>Lead</b>
2009	April 2009	Assurance that Transferring Functions properly resourced	SLB
	April 2009	SOC Submitted to DFP	DOE
	April 2009	Staff Transfer Scheme (Draft)	PDP C
	April 2009	Ministerial Decision on Centrally Funded, Common Staff, Severance Scheme	Minister/Exec
	May 2009	Vacancy Control Guidance - Implementation	Councils Transferring Functions
	<b>July 2009</b>	<b>Contracts Bill</b>	<b>DOE</b>
	July 2009	Appropriate Powers for Statutory Transition committees	DOE
	September 2009	SOC Agreed by DFP (Capacity Building, Transferring Functions, Integration Costs, Staff Severance, Elected Member Severance)	SLB
	September 2009	Elected Member Severance Package  (Co-option Package)	DOE Councils
	Nov '09 – May '10	Governance Arrangements – Legislation	DOE
2010	<b>April 2010</b>	<b>Finance Bill</b>	<b>DOE</b>
	From May 2010	Implementation of Staff Severance Scheme	Councils
	May 2010	Appointment of Senior Staff	Councils
	<b>September 2010</b>	<b>Modernisation Bill</b>	<b>DOE</b>
2011	<b>February 2011</b>	<b>Restructuring Bill</b>	<b>DOE</b>
	February 2011	Strike Rate	Councils
	February 2011	New Council Business Plans and Budgets	TC/TMT
	February 2011	Transfer Bills	Transferring Departments/DOE
	May 2011	Elections	

## Annex 2

### Desirable Elements

Level Of Priority	Potential Action
High Priority Issues	<ol style="list-style-type: none"> <li>1. Convergence and redesign of Service Delivery (15 dots)</li> <li>2. Customer Service Strategy (11 dots)</li> <li>3. Community Plan (10 dots)</li> <li>4. IS Strategy (9 dots)               <ul style="list-style-type: none"> <li>• Systems</li> <li>• Payroll</li> <li>• IT</li> <li>• Finance</li> <li>• Shared Services</li> <li>• Structures Review</li> </ul> </li> <li>5. Harmonisation of Terms and Conditions of Employment (HR) (9 dots)</li> <li>6. Options for Shared Services (8 dots)</li> <li>7. New Performance Management System (7 dots)</li> </ol>
Medium Priority Issues	<ol style="list-style-type: none"> <li>8. Transformation – start to design the transformation programme – Modernisation (4 dots)</li> <li>9. Location – Early agreement on headquarters and staff locations – Name (4 dots)</li> <li>10. Induction arrangements (4 dots)               <ul style="list-style-type: none"> <li>• Members</li> <li>• Officers</li> </ul> </li> <li>11. Early severance (Members and Officers) (3 dots)</li> </ol>
Lower Priority Issues	<ol style="list-style-type: none"> <li>12. Integration of services (2 dots)</li> <li>13. Phased transfer beginning ASAP (2 dots)</li> <li>14. Identify issues relating to Estates (2 dots)</li> <li>15. Single IT strategy (1 dot)</li> <li>16. Estate review (no dots)</li> <li>17. Local Government as an attractive career option (no dots)</li> </ol>

## Annex 3

### Current Work and Needs for the Future

<b>SLB</b>	
<p><b>Work Done/Current</b></p> <ul style="list-style-type: none"> <li>• Political Leadership and negotiation</li> <li>• Structures Established</li> <li>• Approval of PDP activity</li> <li>• Principles Paper Agreed</li> <li>• Representation Paper agreed</li> </ul>	<p><b>To Do</b></p> <ul style="list-style-type: none"> <li>• Leadership</li> <li>• Political Negotiations</li> <li>• Oversight of Programme</li> <li>• Ensure dispute resolution mechanisms in place</li> </ul>
<b>PDPA – Governance and Relationships</b>	
<p><b>Work Done/Current</b></p> <ul style="list-style-type: none"> <li>➢ Agreement in Panel</li> <li>➢ Broad Governance Framework</li> <li>➢ Proportionality</li> <li>➢ Decision Making Structure</li> <li>➢ Ethical Standards</li> <li>➢ Transparency</li> <li>➢ Community Planning – High Level Framework</li> <li>➢ Central / Local Government Relations               <ul style="list-style-type: none"> <li>- Statutory Panel.</li> </ul> </li> </ul> <p>3 Month Consultation early 2009.</p>	<p><b>To do</b></p> <ul style="list-style-type: none"> <li>• Call in</li> <li>• Weighted Majority</li> <li>• Key Decisions</li> <li>• Code of Conduct</li> <li>• Roles               <ul style="list-style-type: none"> <li>➢ Chief Executive</li> <li>➢ Chief Financial Officer &amp; Monitoring Officer</li> <li>➢ Auditor</li> <li>➢ Ombudsman</li> </ul> </li> <li>• Governance               <ul style="list-style-type: none"> <li>➢ Transition Committees</li> <li>➢ Arbitration, default.</li> </ul> </li> <li>• Community Planning               <ul style="list-style-type: none"> <li>➢ Regulations</li> <li>➢ Guidance</li> <li>➢ Set up pilots</li> </ul> </li> </ul>
<b>PDP B – Service Delivery</b>	
<p><b>Work done/current</b></p> <p>Preparation work</p> <ul style="list-style-type: none"> <li>• Procurement</li> <li>• NI Direct</li> <li>• Single network</li> <li>• Performance Management</li> </ul> <p>IS Strategy ( E government Group)</p>	<p><b>To do</b></p> <p>Strategy</p> <ul style="list-style-type: none"> <li>• Management / resourcing / Buy in</li> <li>• Transferring functions.</li> </ul> <p>Performance Management (VFM)</p> <ul style="list-style-type: none"> <li>• Consistency / Benchmarking</li> </ul> <p>Infrastructure</p> <ul style="list-style-type: none"> <li>• Network / System</li> <li>• Business improvement / Change enablement</li> </ul> <p>Customer Service Strategy</p> <ul style="list-style-type: none"> <li>• Transferring functions</li> <li>• CRM</li> </ul> <p>Procurement (VFM) – (Collaborative / Shared Services?)</p> <p>Data / Info Management / Integration</p> <p>Shared Services</p>

	<ul style="list-style-type: none"> <li>• Radical Solutions?</li> <li>• Collaborative Working</li> </ul> <p>Finance / Payroll / HR / Legal Services / IT / Assets / Procurement.  Business Case / Funding / Resources (VFM) – Who Pays?  Best Practice / Cost Effective Services / Consistent Services (Benchmarking)</p>
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**PDP C – Service Delivery**

<p><b>Current Work</b></p> <ul style="list-style-type: none"> <li>• Finance <ul style="list-style-type: none"> <li>➤ Legislation</li> <li>➤ Funding for Local Government</li> <li>➤ Taxation / VAT Implications</li> <li>➤ Transfer of Assets / Liabilities</li> <li>➤ Accounting Issues</li> <li>➤ Financial Modelling</li> </ul> </li> <li>• HR <ul style="list-style-type: none"> <li>➤ Legislation</li> <li>➤ Staff Transfers</li> <li>➤ Recruitment and Equality</li> <li>➤ Staff Retention</li> <li>➤ Severance</li> <li>➤ Pensions &amp; Transferring Functions</li> <li>➤ Post 2011 Core Conditions</li> <li>➤ PSC Guiding Principles</li> </ul> </li> <li>• Capacity Building <ul style="list-style-type: none"> <li>➤ Requirements up to 2011</li> <li>➤ Requirements post 2011</li> </ul> </li> <li>• Estates <ul style="list-style-type: none"> <li>➤ Legislation (especial acquisitions)</li> <li>➤ Data Template for Assets</li> <li>➤ Defining Estate / Assets within each function</li> <li>➤ Asset Management System</li> </ul> </li> <li>• Regional / Sub Regional Design</li> <li>• SOC Consultancy Assignment Brief.</li> </ul>	<p><b>To do</b></p> <ul style="list-style-type: none"> <li>• Consideration of recommendations of the Local Government Service Delivery consultancy assignment.</li> <li>• The Current Work is ongoing and will therefore make up a large portion of the work that it to be completed.</li> </ul>
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**Regional Transition Co-ordinating Committee**

<p>First Meeting due November 2008</p>	<p><b>To do</b></p> <p>Legislation  Essential Governance – Checks and Balances  Functions Transferred (Clarity)  Capacity Building – enabling decision making  Merging corporate plans etc – budget  Staff Transferred – Staff Transfer Scheme</p>
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	<p>Continuity of Services – existing and transferred.</p> <p>Core functions of RTCG</p> <ul style="list-style-type: none"> <li>• Informing Legislation</li> <li>• Securing Resources - Transferring functions and informing Organisation Design Research.</li> <li>• Encouraging / informing central co-ordination on cross cutting issues. <ul style="list-style-type: none"> <li>➤ Pilots? <ul style="list-style-type: none"> <li>- Timeframe</li> <li>- Build on existing best practice</li> </ul> </li> <li>➤ Building Capacity</li> </ul> </li> <li>• Central / Local Relations <ul style="list-style-type: none"> <li>➤ Principles paper / Concordat</li> </ul> </li> </ul> <p>May 2009 Analyse Consultation Responses</p>
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**Transition Committee and Management Teams**

<p><b>Work done/current</b></p> <ul style="list-style-type: none"> <li>• Awaiting Guidance <ul style="list-style-type: none"> <li>➤ Meeting Informally at Different Levels</li> </ul> </li> <li>• Working on the Day Job!!</li> </ul>	<p><b>To do</b></p> <ul style="list-style-type: none"> <li>• Establish T/C's TMT's <ul style="list-style-type: none"> <li>➤ Implementation <ul style="list-style-type: none"> <li>- Timetable / Programme</li> <li>- Resource Issues / Funding</li> <li>- Details of Transferring Functions</li> <li>- Governance Arrangements</li> <li>- Communication Plan</li> <li>- Staff Transfer Scheme</li> <li>- Asset Plan</li> <li>- Severance Arrangements (Newtownabbey!!)</li> <li>- Service Amalgamation / Delivery Plan (Clarity on Transfer Services)</li> <li>- 1 Year Business Plan for New Council &amp; Related Estimates</li> <li>- Leading to New Corporate Plan</li> <li>- Appointments of Senior Officers</li> <li>- Legislative Base?</li> </ul> </li> </ul> </li> <li>• Determine Success &amp; Timetable all of Above!!! <ul style="list-style-type: none"> <li>- Capacity Building &amp; Political Succession Planning</li> <li>- Clear Leadership and</li> </ul> </li> </ul>
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	Guidance.
<b>Transferring Functions</b>	
<p><b>Work done/current</b></p> <p>Issues  Clarification of Functions Transferring  Analysis of Policy and Legislative Framework  Related Assets Including</p> <ul style="list-style-type: none"> <li>• Staff</li> <li>• Financial Resource</li> <li>• Estates</li> <li>• Capital</li> </ul> <p>Preparation for Effective Engagement.</p>	<p><b>To do</b></p> <ul style="list-style-type: none"> <li>• Options for Service Delivery <ul style="list-style-type: none"> <li>➤ Capacity Building</li> <li>➤ Change Management</li> <li>➤ Staff Transfer</li> </ul> </li> <li>• Planning for Implementation <ul style="list-style-type: none"> <li>➤ Internal Restructuring</li> <li>➤ Maintenance of Service (Before, During and post May 2011)</li> </ul> </li> <li>• Retained Functions &amp; Governance Arrangements</li> </ul>
<b>Professional Advisors – Experience of Change Management</b>	
<p><b>Work Done/Current</b></p> <ul style="list-style-type: none"> <li>• Day Job <ul style="list-style-type: none"> <li>➤ Service Delivery</li> <li>➤ Rates</li> <li>➤ Events / Strategic Surprises</li> </ul> </li> <li>• <b>90%</b> - Balance Needs To Change</li> </ul>	<p><b>To do</b></p> <ul style="list-style-type: none"> <li>• Resources</li> <li>• Capacity <ul style="list-style-type: none"> <li>➤ Capability</li> <li>➤ Culture</li> <li>➤ Ownership</li> </ul> </li> <li>• Project Teams to look at Specific Areas – Regional Structures?</li> <li>• Prioritisation – Timescales  Guidelines / enabling legislation</li> </ul>

## **Annex 4**

### **Participants List**

#### **DOE**

John Price  
James Hutchinson  
John Murphy  
Tracey Morgan  
Brian Moreland  
Jim Wilkinson - Planning

#### **DRD**

Michaela Glass  
Geoff Beattie  
Henry Johnston

#### **Councillors**

Cllr Eddie Rea  
Cllr Dermot Curran  
Cllr Mrs Helen Quigley  
Cllr John Mathews  
Ald Arnold Hatch  
Cllr Sean Begley  
Cllr John O’Kane

#### **NILGA**

Heather Moorhead  
Sheena Mairs  
Helen Bryan  
Nora Winder  
Helen Richmond  
Sinead Kelly  
John Adams

#### **Chief Executives**

Danny McSorley  
John McGrillen  
Geraldine McGahey  
Wavell Moore  
Dessie Mitchell  
Liam Hannaway  
Ashley Boreland  
Adrian Donaldson  
Rodney Connor  
Norman Dunn  
Alan Burke  
Liam Flanigan  
Trevor Polley  
Michael Doherty  
Valerie Watts  
Thomas McCall  
David McCammick

#### **LGSC**

Lisa O’Neill  
Linda Leahey

#### **Local Government Officer Working Groups**

Moira McVeigh  
Jim Rose  
Tim Walker  
Kieran Doherty  
Liam McLernon  
Brendan Hegarty

#### **Others**

Kevin Heaney  
Stephen Smyth