

IMPROVEMENT THROUGH PARTNERSHIPS

**An Integrated Improvement and Efficiency
Strategy for Local Government in the
East Midlands
2008/11**

A Framework for Sector Led Improvement

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Introduction

Purpose

The purpose of this Strategy is to set out our vision for driving efficiency and improvement across public services in the East Midlands region and to set out how the East Midlands Regional Improvement and Efficiency Partnership (EMRIEP) will support local authorities to achieve this ambition.

This Strategy is the result of an inter-authority collaboration both at officer and member level as well as close working with the East Midlands Improvement Partnership (EMIP), the East Midlands Centre of Excellence (EMCE), the Improvement and Development Agency (IDeA) and the Government Office for the East Midlands (GOEM). Indeed the EMRIEP also starts from a strong cross political commitment to driving improvement mirrored by the backing of chief executives and support organisations.

The document is structured round the 4 key themes from the National Improvement and Efficiency Strategy (NIES) to demonstrate how we are meeting government expectations as well as our own local priorities of better outcomes for people and places.

Each of the four themes identifies our strategic objectives, the evidence base used to inform these outcomes and our key performance targets - all in section 3. Our planned outline programme of work and the outcomes we intend to achieve from them are shown in section 7.

Our programme of work takes into account the outcome of our sub-regional workshops in December 2007 and January 2008. These workshops identified three generic priorities for improvement for local authorities in the East Midlands region: leadership, partnership working and capacity building, which run throughout the contents of this Strategy.

Our vision

Given our ambition for public services in the East Midlands, for the influential community leadership role of local authorities and for close partnership working with other public, private and voluntary and community organisations, our vision is simple, that:

“Public services in the East Midlands region will rank consistently amongst the best in the country”

Progressing towards this goal requires strong, inspirational leadership from the Region’s politicians and considerable skill and effort from the public sector workforce.

Public service providers from whatever sector, led by local authorities, will be imaginative, energetic and effective in delivering services, in shaping ‘the place’ and in building strong communities. Underpinning this success will be strong, mature and dynamic Local Area and Multiple Area Agreements, reflected in Comprehensive Area Assessments and sub regional partnerships that are admired across the country.

Collaboration, partnership working and the coordination of improvement and efficiency activities are essential components for developing innovative solutions to known customer needs.

The Regional Improvement and Efficiency Partnership (RIEP) aims to help drive up the capacity and performance of the local government family, and local public services in the East Midlands region more generally. The RIEP will increasingly aim to involve public service providers from outside the local government sector (i.e. police, health etc), together with their partners, to ensure improvements and efficiencies across ALL public services.

Primary responsibility for improvement lies with the individual authorities of the region where the stronger support the weaker.

We know that we will only do this if there is a step change in our own ambition and that of our partners and a transformation in the pace of what we do.

This is why we want to deliver improvement and efficiency. This is why this strategy is so important to us.

Section 1: The East Midlands Context

1. Over the last three years, the region has been able to use the support provided by the Regional Improvement Partnership (EMIP) and Regional Centre of Excellence (EMCE) in order to improve practice and service delivery which has delivered 53 improvement and efficiency projects, and 30 specific capacity building programmes. The return on investment has delivered actual savings of £15m to date, and projected savings of £113m over 5 years from an investment of £5.5m. It has built capacity and supported significant improvements in performance.
2. Other notable achievements have been:
 - 42 Peer reviews committed/delivered
 - 28 Councils participating in the Leadership Academy
 - 8 Councils currently undertaking Councillor mentoring programme
 - 14 Delegates attending the potential future senior managers programme.
 - 45 delegates attending training to progress the equality standard
3. In encouraging the development of the new Improvement and Efficiency Partnerships with effect from April 2008, the National LGA and Communities and Local Government department (CLG) have emphasised the importance of local authority leadership and clear governance arrangements. The new EM Regional Improvement and Efficiency Partnership (EMRIEP) starts from a strong cross party political commitment to driving improvement, mirrored by the backing of council chief executives and support organisations.
4. The East Midlands is the fourth largest region in England, covering 15,630 sq km and includes the counties of Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire and the unitary authorities of Derby, Leicester, Nottingham and Rutland. The region has 46 local authorities: 5 county councils, 4 unitary councils, 36 district councils and the Peak District National Park, plus 5 Fire & Rescue authorities. This represents the equal lowest number of unitary councils and the highest proportion of District councils, when compared with other regions.
5. It is a large and diverse region and is characterised by a wide range of contrasting environmental, social and economic conditions. The population in the region is approximately 4.2 million. Just fewer than 40% of the population live in towns and villages of less than 10,000 making the East Midlands one of the more rural regions in England. Major population settlements centre on the three major cities of Nottingham, Derby and Leicester and the regional centres of Lincoln and Northampton. Major housing growth is earmarked for Northamptonshire, the three cities and Lincoln, Grantham and Newark growth points over the next 10/20 years.
6. We need to grasp the impact of such growth will need to be grasped by local authorities in our planning for major infrastructure and service design. This aspect is therefore being factored into the programmes being developed by the sub regional partnerships to ensure cohesive working between local authorities and our partners.

7. Public services underpin the quality of life and economic success of the East Midlands region. Some of our Councils and public bodies provide amongst the best services in the country.
8. Some examples are LGC “Council of Year” High Peak BC, Derbyshire CC, an increasing number of excellent councils, for example Bolsover DC has recently achieved that status, we also have a proportion of upper tier authorities scoring maximum 4 stars (Leicestershire CC, Derbyshire CC, Derby City).
9. Also we have 3 of the top ten waste recyclers in England, all nine top tier Authorities piloting the Adult Services High Cost Placement tool and we lead the way in developing a collaborative regional commissioning framework for Children’s services.
10. The Annual Efficiency Statements (AES) show that the East Midlands predicted performance in achieving efficiency gains compares well with other regions. By the end of 2006/07 the region had delivered efficiency savings of circa £253m against the target of £157m (161.3%) This is a tremendous achievement but work completed by the EMCE shows that authorities have identified some issues around their capacity to deliver radical change.
11. In respect of progress against the e-Government target, figures for the IEG 5 e-Enablement of services by 31 December 2005 show that the Region had achieved an average of 98.1%, in excess of the national average of 97.1%.
12. But at present, public service performance in the region as a whole is not **consistently** excellent. Indicators suggest that the East Midlands has, on average, weaker local authority services, and capacity than other regions.
13. Five of the nine unitary and county councils in the East Midlands are rated as three or four star. At 56% this is well below the 80% of authorities that score three or four stars nationally. Unitary and county councils scoring one star is currently 11% compared with the national rate of 1.3%.
14. The current position (February 2008) in terms of CPA for the nine single tier and county councils shows a positive direction of travel:

Star Category	Direction of travel			
	Not improving adequately	Improving adequately	Improving Well	Improving strongly
4 star			2	1
3 star		2		
2 star		2	1	
1 star			1	
0 star				

15. The region has a high number of district councils and analysis of current CPA scores and performance for district councils showed that there were fewer excellent / good councils compared to the national average (36% compared to

48% nationally). The number of districts rated poor or weak is about the same as the national average of 16%. However, district councils have not had annual refreshers of their CPA scores and, therefore, the full rate of improvement in CPA terms cannot be assessed. However there has been demonstrable improvement – for example, district councils categorised as Good or Excellent have risen from 20% to 36% since 2004.

Rating	Number of Districts
Excellent	4
Good	9
Fair	17
Weak	5
Poor	1

16. The recently published direction of travel for the Fire and rescue Services (2007) show, one authority moved up one category from adequate to well, one authority moved down one category from well to adequate and three stayed on the same direction of travel. The CPA scores for 2005 read 1 Poor, 1 Weak, 2 Fair and 1 Good. These are the headline scores:

Direction of travel category	2006	2007
Improving strongly		
Improving well	2	2
Improving adequately	3	3
No improvement		

17. The EMRIEP also includes the Peak District National Park Authority. While not covered by the same CPA regime as local councils, since 2005 national park authorities have been taking part in the National Park Authority Performance Assessment, where it was judged as “performing effectively” and “making good progress”.
18. We still have a remaining one star upper tier authority, and three upper tier councils are stuck on 2 stars. Additionally a small number of the other upper tier authorities have less impressive direction of travel scores. We have also traditionally had a large number of Councils at fair or below and weakness in some specific service sectors such as Housing and Adult Care Services. We also currently have more than our fair share of Fire and Rescue Authorities not improving well or strongly.
19. There have been some notable improvements on an individual basis for example, significant improvement during the last 18 months in the average district councils CPA score. But local government in the region needs to commit itself as a whole to lead collective efforts to improve on the current situation. The current variation in performance is no longer acceptable. Local government, supported by national and regional change agents, must provide the inspiration for improvement and development in the context of local priorities and achieve real results.

20. To help with this we need a clear view of our current strengths and weaknesses the fore running paragraph gives an overall summary of high level evidence but other evidence also exists. In 2004/5 the East Midlands, like all regions, undertook a Regional analysis as part of national work on an Emerging National Strategy for Capacity Building. Led by the Government Office (East Midlands), with support from the (then) East Midlands Regional Local Government Association, this drew upon CPA results, inspections, Best Value performance and a knowledge of areas in which help had been sought. Government Office identified six capacity building priorities, these being:
- Leadership: organisational, political and managerial (particularly member development)
 - Middle management development
 - Development of partnership working
 - Performance management (including programme and project management)
 - Certain specific services, including: Town and Country Planning, Environmental Health, Housing, Benefits and Care Services.
 - Financial Management.
21. One of the recognised challenges facing the EMRIEP is to assemble a more sophisticated, up to date, region-wide analysis of performance. This will provide the context for our action plan and resource allocation decisions. The value of the analysis already available, however, along with the knowledge of the elected members, officers and officials involved in this Partnership should not be understated. Taken in conjunction with the national context (see Section 2 below), they provide a sound basis for our vision and priorities, as articulated in this Strategy.
22. We will consult with the Sub Regional Improvement Partnerships on how this analysis on performance can be introduced and maintained.

Section 2: The Improvement & Efficiency Drivers

23. The National Improvement and Efficiency Strategy (NIES) describes the ambition for improvement that is led by councils working in partnership with other local service providers, the principles and key objectives of the strategy and the steps to be taken over the CSR period to deliver these objectives. It also outlines the resources available from CLG and local government to support improvement and efficiency.
24. The East Midlands concurs with the ambitions of the NIES but we are clear that there will be no strong achievement and efficiency gain unless it is owned and driven forward by local government and its strategic partners.
25. We know there are significant challenges remaining including:
 - Rising customer expectations
 - Demands for more customer involvement in service planning
 - Improved outcomes alongside annual 3% efficiency gains
 - Strengthening the workforce against tight public sector pay settlements
 - Persistent underperformance in some cases.
26. We see potential solutions within the Local Government and Public Involvement in Health Act and within LAAs as a key mechanism for bringing together partners and delivering against these challenges.
27. For the East Midlands, the key drivers for delivering improved quality of life, better value for money and public services are:
 - Councils leading their communities through effective partnership working across boundaries, in collaboration with local authorities and strategic partners
 - Improvement and efficiency support targeted in the most effective and efficient way to support the key priorities through the LAA
 - Sector lead challenge, backed up by the Comprehensive Area Assessment which puts the views of local people at the heart of the process
 - A reduction in the overall burden of inspection and regulation on “localities” allowing more space for councils and partners to develop innovative solutions to local challenges.
28. Partnership is the key to all three ways in the East Midlands:
 - Partnering with other councils to mutually support and challenge each other
 - Leading with partners to achieve better outcomes for people and places.
 - Authorities in partnership through the regional and sub regional partnerships to identify improvement and efficiency needs and to provide and implement effective solutions

Section 3 - Our Priorities for Action

29. Achieving our vision of public services consistently amongst the best in the Country will ensure we achieve **better outcomes for people and places**.
30. By better outcomes we mean:
- Engaged, included, empowered and cohesive communities
 - Renewed neighbourhoods and sustainable economic growth achieved by influential local leadership
 - Safe fulfilling lives for young people
 - Healthy and supported lives for older people
 - High quality, local, liveable environments.
31. These outcomes clearly reflect the emerging priorities from our Region's LAAs. The most consistent LAA priorities are:
- Community empowerment, community cohesion and equalities including indicators concerning people from different backgrounds getting on with each other
 - Community safety, where particular emphasis on adult re-offending and assault with injury as well as perceptions of anti-social behaviour
 - Children's health and well being and youth participation, where there is a focus on obesity, physical exercise and the emotional and mental health for children, and a focus on children 'not engaged in education, employment and training, teenage pregnancy, youth offending and engagement in positive activities
 - Health and social care, where almost the full range of relevant NIs is included within the region, but with a focus on smoking and all age all causes of mortality
 - Social exclusion, where a particular emphasis relating to independent living for vulnerable adults, employment, worklessness and skills, where the most popular priorities are working age adults on benefits and qualifications and skills
 - Enterprise as measured by VAT registration indicators
 - Housing and growth agenda including affordable homes
 - Transport and the Environment, with our cities all including the congestion indicator
32. The 4 strategic objectives, which underpin our vision and our desire to achieve better outcomes for people and places, are:
- **Driving self improvement of authorities and partnerships**
 - Achieving **efficiency** savings through smarter procurement, business process improvement, shared services and better utilisation of assets
 - Building **capacity** through enhancing leadership skills and sharing knowledge and expertise
 - Supporting **innovation and transformation** of structure, processes and culture

Driving Self Improvement of Authorities and Partnerships

Rationale

33. This is an ambitious strategic objective but one the East Midlands region takes seriously given that:
- Public service performance in the region as a whole is not consistently excellent.
 - 56% of the unitary and county councils are rated as 3 or 4 star compared with 80% of authorities nationally.
 - We have traditionally had a large number of Districts at fair or below and weaknesses in some service sectors such as Housing and Adult Social Care Services

Intermediate Outcomes

34. Improving public services will be led by councils working in partnerships with other authorities and other public service providers so we need to focus on:
- Raising self awareness of strengths and weaknesses of authorities and LSPs
 - Creating effective partnerships by authorities partnering with other authorities to mutually support each other
 - Delivering challenging LAAs
 - Establish a pathway of continuous improvement as measured by CAAs.
35. These improvement initiatives would be best coordinated through the new and emerging sub regional Improvement and Efficiency Partnerships. A common leadership regime via nominated elected members, driven by chief executives for their local authorities and supported with resources and know how from the EMRIEP support team, would make sense and reduce the risk of too many initiatives being uncoordinated with potential for conflicts on the ground.

Efficiency

Rationale

36. This strategic objective is derived from the following facts:
- The public sector faces significant pressure to meet the latest efficiency targets. For the majority of public sector organisations in the East Midlands this means that over the three year period of the 2007 CSR organisations will need to make cashable savings of over 9%. The Annual Efficiency Statements (AES) show that by the end of 2006/07 the region had delivered efficiency savings of circa £253m against the existing CSR target of £157m (161.3%). Although this is a good performance other regions have also performed well against this target and the existing target is based on a lower expectation of 1.25% cash efficiencies and 1.25% non cash efficiencies.
 - At present 51% of local authorities in the East Midlands are either consistently above or well above minimum standards under the value for money CPA use of resources judgement. This compares with a

national average of 55%. 49% of east midlands authorities are at minimum standards while none are below minimum standards. Whilst performance in this region is only slightly poorer than the national average, there is considerable scope for improvement. All the regions fire authorities perform at consistently above minimum standards.

Intermediate Outcomes

37. Generating efficiencies will focus on the key developments highlighted in the CSR07 Value for Money Delivery Plan. These are:
- Smarter procurement and commissioning of services across the major spending blocks of Adult Services, Children Services, Environmental Service including Waste and Corporate Services.
 - Business process improvement and shared services. Given the predominately two tier structure of the region shared services offer a particularly attractive way of generating savings and service improvement.
 - Asset Management to achieve better utilisation of property and other physical assets to drive out wasteful practice and to be a catalyst for new ways of working.

Capacity Building

Rationale

38. This strategic objective is based on the following rationale:
- Our regional analysis in 2004/5 as part of the national work on an Emerging Strategy for Capacity Building, identified six capacity building priorities: leadership; middle management development; development of partnership working; performance management, financial management and specific service developments.
 - We already have successful experience of delivering 30 specific capacity building programmes to date
 - However, experience tells us that without further capacity, achievement will be limited. Indeed the work completed by the EMCE has shown that authorities continue to identify issues around their capacity to deliver radical change.
 - Indicators suggest that the East Midlands region has, on average, weaker local authority services and capacity than other regions.
 - We need to strengthen the workforce against tight public pay settlements.
 - The National Local Government Association (LGA) and Communities and Local Government Department (CLG) have emphasised the importance of local authority leadership and clear governance arrangements

Intermediate Outcomes

39. Progressing towards this strategic objective requires strong, inspirational leadership from the Region's politicians and considerable skill and effort from the public sector workforce. We will therefore help to build the capacity and performance of authorities and partnerships by focussing on the following areas:
- Leadership
 - Member development
 - Workforce development
 - Performance management
 - Programme and project management

Innovation and Transformation

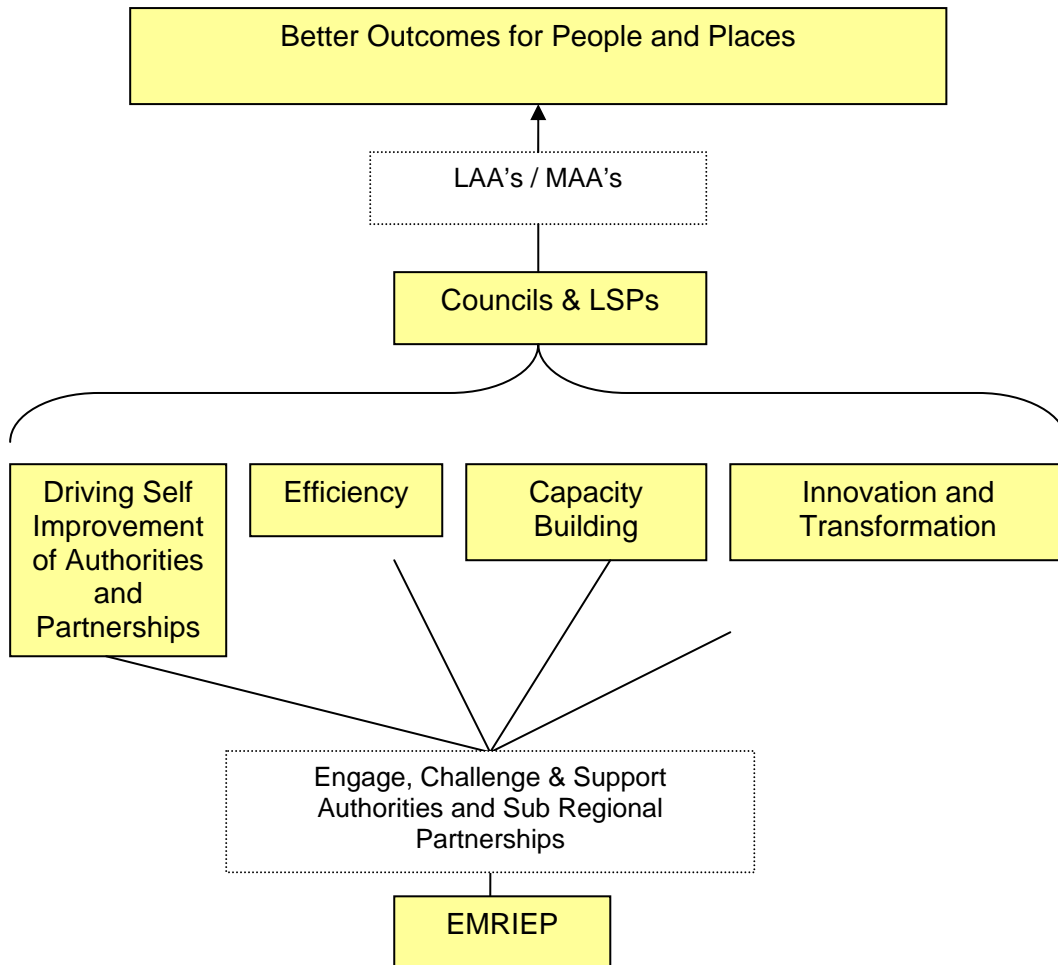
Rationale

40. This 4th strategic objective is justified by the following:
- Whilst excellent progress has been made against the e-government target¹ - the region achieved an average of 98.1% of targets in excess of the national average of 97.1% - the region needs to keep pace with technological advancements
 - Our customers' expectations are rising and we must continually monitor and then adapt to try to meet them
 - There are an increasing amount of self-service options
 - Changing a mature culture within local authorities is not easy and presents challenges if its own.

Intermediate Outcomes

41. There are well proven national programmes, toolkits and guidance to support the region to achieve excellence through the following:
- Business process improvement
 - Good practice networks
 - Developing the visionary capacity of elected members to enhance their place shaping role
 - Exploiting technology to deliver innovative ways of improving service delivery for citizens.
42. The following diagram summarises the East Midlands approach to achieving better outcomes through these 4 strategic objectives. The RIEP will engage with all authorities, challenge them to ensure they are self aware and prepared for the future as well as ensuring they are properly supported.

¹ Source: IEG 5 e-Enablement of Services, December 2005



Struggling and Weak Performing Authorities

43. The aim is to bring all authorities on to meet their potential. In some cases this is moving beyond excellence. In some cases stimulating them to move beyond “coasting.” But it also means that councils currently weak are strengthened and those at risk are prevented from declining
44. The EMRIEP and other support and improvement agencies will share information on the performance of local authorities and from this intelligence develop an “early warning” system to identify poorly performing authorities and implement appropriate remedial actions, which could include intervention measures. This will be a feature of the performance management regime for the EMRIEP over the next three years.
45. The components of this approach will include:
 - Intelligence gathering from a number of national and regional sources together with information shared between the key agencies operating under the governance and support arrangements of the EMRIEP
 - Identification of where support is necessary and the framing of packages of support from the relevant agencies

- Development of a plan of action
- Delivery of the plan and continued support and monitoring.

Annex one contains a suggested protocol for supporting struggling and weak performing councils.

46. Our specific targets to measure our success will be:

Targets - Better Outcomes for People and Places

- All stretch targets established under the LAA/MAA regime need to demonstrate **a minimum level of 80% achievement across the range for each LAA/MAA** by 2011.
- All relevant authorities should be at **level 2** or better in Adult Services by the end of 2010/11.
- All relevant authorities should be at **2 stars** or equivalent in Children's Services by the end of 2010/11.
- All relevant authorities to have achieved **the national milestone waste recycling targets** set by government by 2011.
- Citizen Engagement - Civic Participation in the local area **will be improving** as measured by the National Indicator 3 between 2008-11.
- Improvement in voter turnout (annual and 4 year cycle elections). Target should be **20% improvement** by 2011 **for 90% of Councils**.
- Improve regional performance against an agreed sub set of national targets set (the region will agree this sub set and the targets)

Targets - Efficiency

- **Aggregate achievement of targets set under performance indicator NI 179** (efficiency) by end of 2010/11, estimated to be £300m per annum
- **Each** authority to have made significant contributions to efficiency as evidenced by NI 179
- 80% of authorities to have **over** achieved this target as described in NI 179
- By 2011 75% of local and fire authorities will be in the top two ratings for value for money under the use of resources judgement. No Authority will receive the lowest rating. This outcome will need to be revisited following the publishing of final guidance on the new use of resource judgement.

Targets - Driving Self Improvement of Authorities and Partnership

- **No failing authorities** by the end of 2008/09 as measured by the new CAA regime so reducing the gap between the poorer and the best
- **More authorities on average** than other regions in the top two categories
- All authorities will have a **positive rating** attached to LAA partnership working, as assessed by CAA.
- No authority scoring **less than 3 overall** on use of Resources by the end of 2010/11.
- All authorities to be classed as **'improving well or better'** on the Direction of Travel assessment by the end of 2011.
- **100% of authorities** having a peer review in each two year period, to ensure the sector is driving improvement
- Each authority to offer at least one peer officer and peer member to be accredited for support and challenge in other authorities
- All authorities to have achieved **ratings of Amber/Green** on their annual area risk assessments for each area covered by a LAA.

Targets – Capacity Building

- All authorities at **Equalities Standard Level Three or better** by 2010/11.
- All authorities to have **achieved full authority liP status, and retained it**, by 2010/11.
- **60% of councils** will have achieved the member development charter by 2010/11
- The average number of days lost through sickness will be **best quartile**

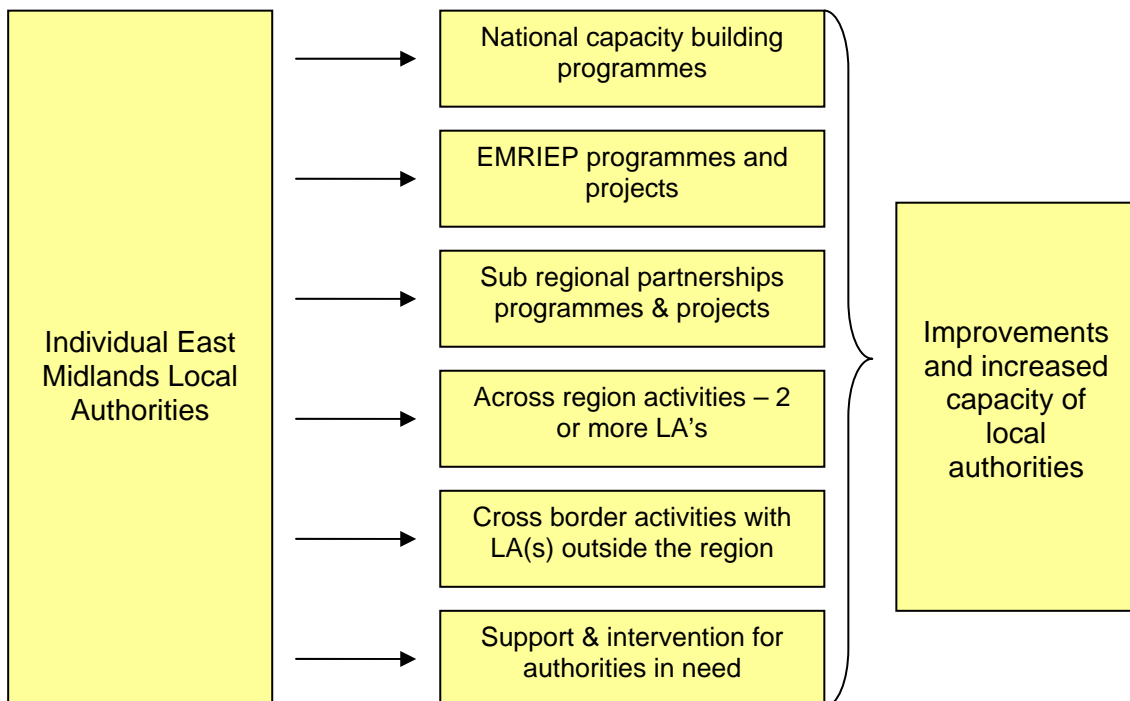
Targets - Innovation and Transformation

- The satisfaction rate with East Midlands authorities will be **improving**, as measured by the new National Survey of Public Views on Local Services (National indicator 5 overall/general satisfaction with local area) between 2008-2011
- **100% of councils** will have undertaken a Business Improvement Training Programme
- The region will **capture £112m** of business improvement savings over 3 years

Section 4 – Our Principles for Investment

47. As a result of the investment in improvement and efficiency work in the region during the Comprehensive Spending Review 04 (CSR04) period, substantial programmes have been initiated and completed via the EMCE and EMIP combined resource allocations. We are not starting afresh but we're building on the strong base created through our investments over the last three years.
48. The implementation of our Strategy will follow the principles set out below;
- Authorities are primarily responsible for their improvement and performance but the EMRIEP will have a right to engage, challenge and support
 - Funding will be made available to what works and will focus on areas of poor performance and greatest benefit.
 - The priorities emerging in LAAs and MAAs will be a key factor in determining service specific priorities at a sub regional and regional level.
 - Some funding will be delegated to sub regional partnerships where appropriate. However, partnerships across sub regions including arrangements between upper tier authorities will be recognised as important drivers of efficiency and service improvement. Sub regional and other partnerships will be held to account for their contribution to the targets within this strategy.
 - Monitoring and review of the strategy and business plan will be rigorous.
 - The new services necessary to achieve the strategy will fill any gaps in existing provision. But our strategy will not lead to a duplication of the type of support and information available from other agencies. For instance we will make best use of existing proven improvement and efficiency tools highlighted in the NIES Prospectus
 - Governance arrangements will be based on;
 - Strong political leadership
 - Operational delivery vested in Chief Executives
 - Effective programme and project management
 - Involvement of appropriate partners.
 - Best practice project management principles should be adhered to in delivering the work programme.
49. Authorities can find current arrangements for challenge and support confusing, fragmented and sometimes difficult to access. We will overcome this. Our aim will be a coherent package, with the following characteristics:

- Stronger relationships, so that the priorities and the programme are owned by all in the region. Where governance is inclusive and there is a balance between bottom up and top down influence
 - A core of simple, proven solutions available to all authorities and largely based on existing national programmes and those from key partners especially the LGA and its Central Bodies
 - The commissioning of additional initiatives and solutions where the need is determined and the appropriate solution can be designed
 - Clear communication of what is available and why, with named direct contacts
 - Regular monitoring and evaluation with a formal annual review of progress.
50. The EMRIEP recognises the critical importance of supporting weaker authorities through the family of local authorities in the sub regional partnerships. These can lead on improvement solutions which have a wider regional application.
51. There are various ways in which local authorities in the region will be able to access improvement activities and these are shown in the chart below. The EMRIEP will ensure these are co-ordinated and clear with nominated leads.



Section 5 - Governance and Management of the EMRIEP

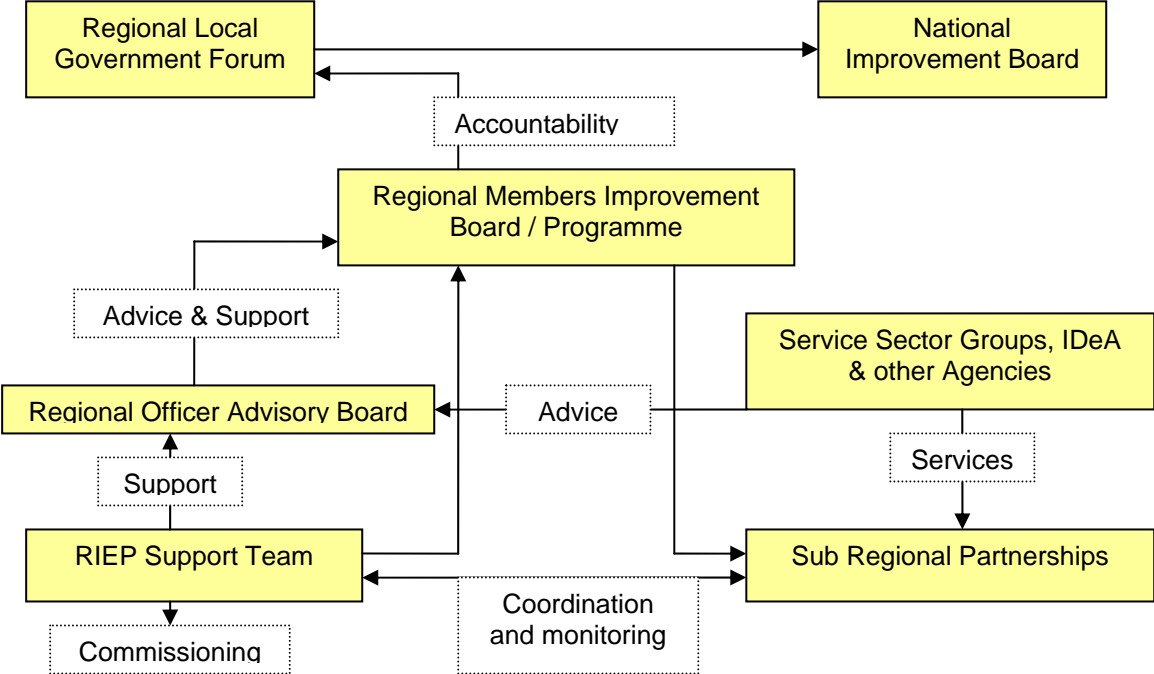
52. The East Midlands Regional Improvement & Efficiency Programme has been developed over the last few years by the Regional Centre of Excellence (EMCE), strengthened more recently by the Regional Improvement Partnership (EMIP).
53. The EMRIEP Partners include all local authorities in the East Midlands, its Fire and Rescue authorities and the governmental and other regional improvement and support agencies (LGEM, IDeA, GOEM and the Audit Commission).
54. The East Midlands has strong governance through:
 - Elected Members Steering Group, where policy and investment decisions are taken
 - Chief Executives Board, where operational and programme management/performance management scrutiny occurs across the whole EMCE/EMIP programmes
 - Robust Programme Management regime consistent with the national protocols developed via the CLG/RCE arrangements during the CSR04 period.
55. The EMRIEP has its own dedicated support team and aims to work collaboratively with all partners and change agents.
56. With CSRO7 and the National Improvement Programme imminent, the Sub-National Review proposals to consider and the need to secure further 'Gershon' efficiency savings and enhanced two-tier working, it is an appropriate time to review the operation of the improvement arrangements in the East Midlands.
57. The EMCE/EMIP have supported a wide-range of successful improvement initiatives but a number of possible structural/operational changes can be identified that would improve delivery still further.
58. The local authorities, through their representative arrangements, have agreed strengthened governance arrangements for both elected Member and officer roles. The changes have been discussed at length throughout the region and include the following:
 - Delivering the National Improvement Programme by combining the EMCE/EMIP activities into a single coherent efficiency and improvement programme for the East Midlands
 - Enhancing the responsibility of the existing EMIP Member Board to encompass this broader activity with accountability through to regional executive arrangements as well as to the national level
 - Clarifying the role of the existing Officer Board as an advisory board, and the sole means of making recommendations to the Members Board

- Establishing declaration of interest arrangements for the Member and Officer Boards
- Utilising the existing resources to develop the new EMRIEP support team to facilitate collaboration and the sharing of good practice, together with the co-ordination and monitoring of the single improvement programme.

Sub Regional Improvement and Efficiency Partnership

59. Creating Sub-Regional Improvement Partnerships at county/city level, where they don't already exist, will be a priority for the EMRIEP. It is envisaged that the sub regional partnerships should have an expanded role to embrace oversight of the capacity and performance of the LSPs, the delivery of the LAAs/MAAs and the integrated improvement and efficiency work programmes agreed with the EMRIEP. In this model the EMRIEP would have a wider monitoring role across all sub regional and regional improvement programmes, in order to ensure its resources are invested wisely and that sub regional and other partnerships are enabled to effectively contribute to the Region's vision and targets.
60. It is envisaged a model terms of reference will be developed and agreed through the EMRIEP Members Board. This should include the components described above which will then enable resource allocations to be made with confidence that targeted programmes of improvement and efficiency activity will be effectively delivered. The benefits from this structured approach will provide:
- The Members Board power to commission improvement activity from the Sub-Regional Improvement Partnerships and to hold them to account for overall delivery
 - The Sub-Regional Improvement Partnerships with the freedom to tailor, within the regional framework priorities, a local improvement programme to local strengths, capabilities and needs
 - Encouragement to Sub-Regional Improvement Partnerships to secure efficiencies and improvements through a hierarchical programme of self-development and mutual support through to the purchasing of external assistance
 - LGEM/IDeA and other improvement agencies unfettered ability to market their improvement services
 - The Officer Advisory Board and the EMRIEP support team with a clear steer on investment strategies and realisation of benefits/targets.

- 61. We will develop a model where the 5 sub regional partnerships which are closer to the ground, and more in tune with the detail of individual improvement needs and are responsible for a significant proportion of improvement and efficiency work. However, the EMRIEP will have the strategic oversight of the regions ambitions and the responsibility to address them and will therefore have a right to challenge and support the Sub regional partnerships to play their part in achieving them.
- 62. But we will also ensure space is left open to support and fund appropriate innovative improvement and efficiency initiatives that do not fit neatly into regional or sub regional projects – including cross-boundary joint working.
- 63. The diagram below indicates the inter dependencies in the approved governance arrangements.



- 64. The EMRIEP will produce an annual business plan projecting its declared investment strategy for work programmes during the 2008/11 period. During April 2009 an annual report will be produced setting out the achievements of the East Midlands authorities against the challenging targets set out in this strategy and the success of the EMRIEP in delivering real benefits to communities in the Region.

Section 6- Programme Management

65. We will manage the programme with clear best practice including:

- Our strategy will be subject to an annual refresh that takes account of experience in the preceding year and anticipates future demands.
- The EMRIEP will produce an annual business plan which will set out a clear work plan and investment strategy for the 2008/11 period.
- The EMRIEP will receive quarterly reports, including an annual report, on progress with the annual business case. This will focus on outcomes, specific developments and actions.
- The sub regional partnerships will receive quarterly progress reports on specific projects that operate at a sub regional level

66. The delivery of the work programmes will consist of a process based on:

- **An EMRIEP core capacity** - lead individual or small team to act as focal point for activity. The need will vary from stream to stream, but without capacity, experience tells us that achievement will be limited.
- **A standard core 'offer'** in each work stream based around:
 - Core information
 - Sharing of best practice
 - Support for networking
 - Benchmarking support.
- **In addition** – each work stream will identify:
 - Specific outcomes it considers need to be achieved
 - Specific initiatives to deliver these
 - Specific funding requirements
 - Sustainability implications.

67. There will be a strong emphasis on commissioning projects and initiatives. The success of this is dependent on having a strong client function and clearly defined project principles.

68. For projects commissioned by the EMRIEP, the following project management principles, which already form part of the EMIP project/programme management policy, will be applied:

- a) All projects must be sponsored by a Local Authority and follow project management principles
- b) Projects for single authorities will not be supported. Project documentation must identify the partners

- c) All requests for funding to the partnership board must be supported by a structured business plan, utilising the EMRIEP business plan template
- d) All projects must have a supporting ROI (return on investment), utilising the approved Communities and Local Government (CLG) “mietool” model, when presented to the partnership board for approval
- e) All projects must identify what the appropriate improvements and efficiencies are and what success looks like
- f) The project must be structured in such a way where practical, that it is possible for other authorities within the County group and preferably within the East Midlands to utilise the project outcomes and share in the resulting benefits
- g) Where appropriate projects will be subjected to a Gateway review which will be conducted by the 4ps. The EMRIEP support team will discuss this aspect with the Project Boards for individual projects
- h) All project boards will include a representative from EMRIEP
- i) Funding for projects will be granted on the basis that if the project is subject to a business case, and the resulting business case is approved then it is expected that those outputs are implemented. Should a business case be approved and the outputs are not enacted then any grant funding will be required to be repaid in full to EMRIEP
- j) Payments of grant funding are drawn down against delivery of agreed project delivery milestones
- k) A case study is required upon completion of the final milestone.

Communication Plan

69. Our 2008/9 business plan will provide a full version of the EMRIEP Communications Strategy. It will build on the existing EMIP/EMCE communications approaches which have served the region for the past 3 years. It is anticipated the medium for communication with all local authorities and partners in the region will be via:
- A monthly news bulletin containing details of national/local improvement programmes, celebrating good practice and providing information on national developments
 - Publication of good practice case studies from around the East Midlands in all the priority Improvement Programme area
 - Maintenance of an informative, attractive and regionally updated web site as a source of inspiration for the sub regional partnerships and individual local authorities

- Regular publication of progress reports and EMRIEP Member and Officer Board papers, in the interests of transparent decision making
- Ad hoc advice and guidance and sharing of good practice in a variety of ways:
 - Special events
 - Conference & workshops
 - Written work
 - News articles (national, regional and local).

Section 7- Work programme

70. It should not be the purpose of a high level Regional Improvement and Efficiency Strategy to spell out the precise detail of the programmes and projects that will need to be designed and implemented over the course of the CSR07 period. Such programmes will form the basis of our business planning activity. We envisage a specific business plan will be produced addressing the priorities set out in this section and translating these into action programmes via the following approach.
71. Given the requirements of the National Improvement and Efficiency Strategy and the CSR07 Value for Money Delivery Plan, the RIES business plan needs to identify the ability and capacity to support authorities. This should encourage collaboration and commissioning initiatives in cross cutting thematic areas, which will deliver against the key improvement priorities identified above. In the East Midlands these thematic areas are seen primarily as:
- Better Outcomes for People and Places achieved by:
 - Driving Self Improvement of Authorities and Partnerships
 - Capacity Building
 - Innovation and Transformation
 - Efficiency.

And from CSR07 these are:

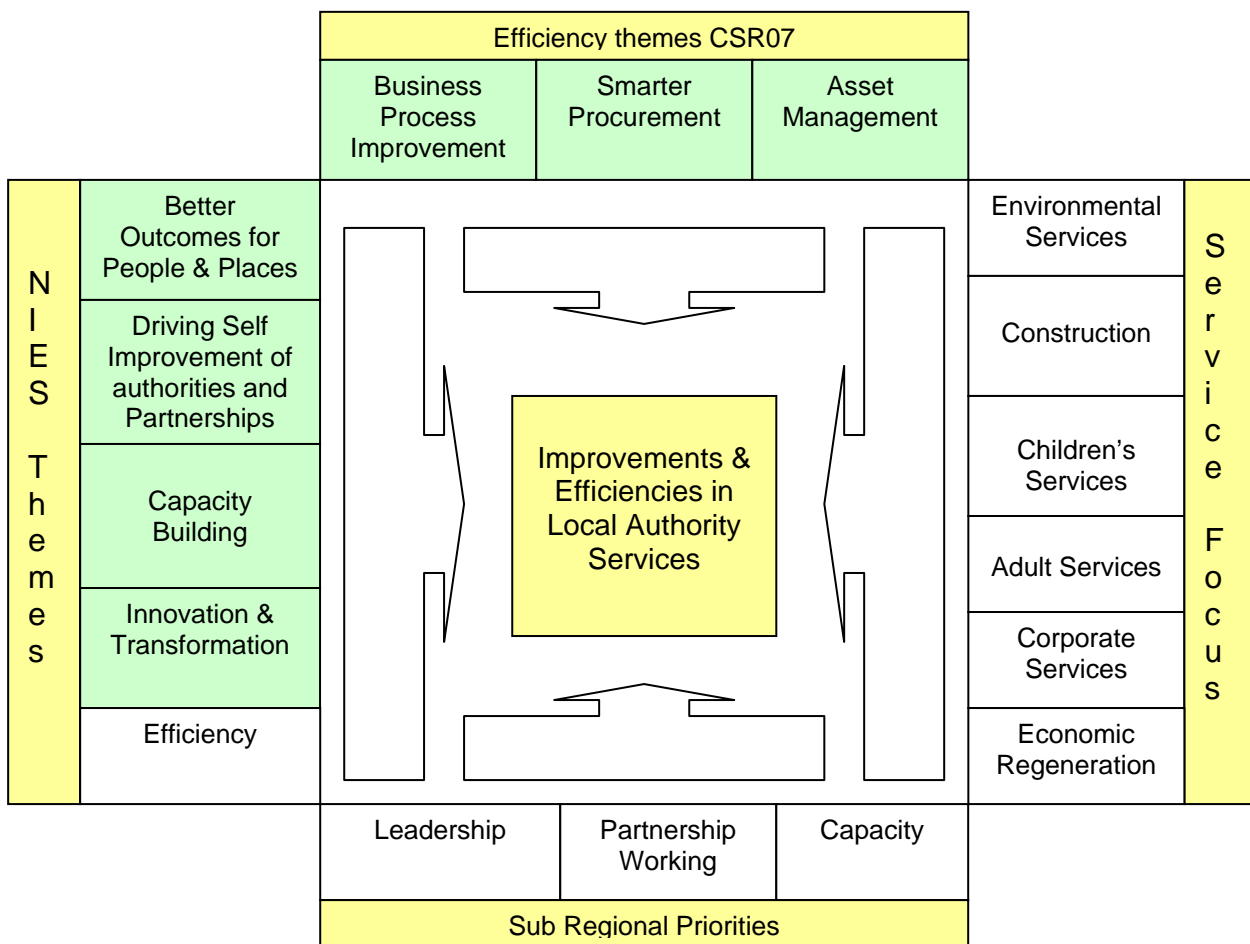
- Business Process Improvement and Collaboration
 - Smarter Procurement, Improved Competition
 - Asset Management.
72. Inter- relating with these cross cutting themes, there needs to be a mechanism for working effectively with the key service delivery areas. Generally, the approach should be to work with, and through, the key existing service based networks and, in particular, the emerging Sub Regional Improvement Partnerships and other key stakeholder groups. Which services are prioritised will depend on particular needs and may change over time. Currently, the key priority service blocks reflecting perceived national and regional priorities are seen as:
- Environmental Services including Waste
 - Construction
 - Children's Services
 - Adult Services
 - Corporate Services
 - Economic Development/Regeneration.

From the sub regional workshops the key generic improvement themes are considered to be:

- Leadership
- Partnership Working
- Capacity Building.

73. This creates a matrix of potential key work streams and themes for improvement and efficiency investment, from which the seven key work programmes are:

- 1) Better Outcomes for People and Places
- 2) Driving Self Improvement of Authorities and Partnerships
- 3) Capacity Building
- 4) Innovation and Transformation
- 5) Business Process Improvement
- 6) Smarter Procurement
- 7) Asset Management.



Better Outcomes for People and Places

74. Our expectation is that the ambitious targets in this strategy will be achieved through the collective efforts of the local authorities in the sub regions, led by sub regional partnerships providing the support and encouragement to strong LSPs to deliver robust LAAs.

Driving Self Improvement of Authorities and Partnerships **Outcomes**

75. As a result of the focus and investment via this Regional Improvement and Efficiency strategy we expect:
- no failing local authorities by April 2009 as assessed by CAA
 - a general improvement in overall performance of all East Midlands authorities as assessed by CAA
 - our LSPs to be delivering their programmes together with the challenging LAA targets
- thus generating a catalyst for change and improvement throughout the region, under a common sub regional partnership approach.
76. The East Midlands family of local authorities expects to see the gap between the performance of the strongest and weakest local authorities shrink considerably by 2011 in overall performance and in the use of resources, to further the ambitions of local communities.

Key Programmes of Work:

- We will use Peer Challenges to ensure authorities are self aware and equipped to meet the requirements of the CAA regime
- We will use Innovation Coaching to help authorities accelerate progress on their goals, challenges or problems
- We will continue with our existing regional programme of activities, which supports the implementation of the workforce strategy
- We will use intelligence gathered from a number of national and regional sources to identify poorly performing authorities
- We will develop a coherent package of 'preventative and 'early intervention support for weak and struggling authorities
- Activities to promote excellence in leadership within our local authorities and communities, including; peer challenge to shape and drive through our LAA and MAA stretch targets
- Work to secure the effective impact of scrutiny across all public services
- The active promotion of the Beacon scheme
- Diagnostic work to assist our place shaping role through;
 - customer segmentation and use of customer insight through our consultative arrangements
 - deep performance benchmarking over the major service blocks of Adult Care, Children's Services, Environmental Services to aid our approach to commission excellence in service delivery

Efficiency

Outcomes

77. As a result of the focus and investment via this Regional Improvement and Efficiency strategy we expect that over the life of the 2007 CSR the region as a whole will collectively meet the target of 3% cash releasing efficiencies. (NI 179)

Key Programmes of work:

- We will deliver the key activities contained within the Procurement 2012 strategy
- We will continue to encourage and support our Waste Management Networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries
- We will continue to encourage and support our Adult Services Networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries
- We will continue to encourage and support Children's Services Networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries
- We also recognise the importance of **sustainability** and support the statement issued by the RIEP Chief Executives Task Group (see appendix 5), and will facilitate its application.
- We will continue and further develop a programme of capturing and communicating best practice and strategic guidance for local authorities
- We will continue to support our Midlands Highways Alliance and East Midlands Property Alliance work which has generated significant buy in from around the Region, we will continue to address the re thinking construction agenda and achieve significant improvements in design, commissioning and asset management.

Capacity Building

Outcomes

78. Better service solutions are put in place as a result of strengthening the operational capacity of authorities and partnerships beyond the direct capacity of individual organisations. We also want to see greater consistency across the region in equality and diversity matters.

Key programmes of work:

- We will support the promotion of the leadership academy programme and other initiatives to build future leadership capacity
- We will support member development and mentoring programmes
- We will support participation in the national graduate programme
- We will invest in workforce development to identify and address occupational as well as known skill shortages
- Innovation coaching
- We will continue to invest in programme and project management development as a route to manage change effectively and deliver improvements on time and within budget

- We will develop the culture where authorities swap short sharp `one hit` bursts of high level skills to address a specific problem area.
- We will continue with the programme already supported at a regional level with our existing resources, on a range of activities which support the implementation of the national workforce strategy. This includes addressing issues across the themes of organisational development, leadership development, skills development, recruitment and pay and rewards
- Equality and diversity awareness and practice

Innovation and Transformation

Outcomes

79. We want to see the services provided for citizens through out the East Midlands regarded as amongst the best in the UK by communities and individuals whom we serve.

Key programmes of work

- We support the development of a consistent and effective regime of generating investment cycles through a process of `banking and re using` efficiency gains
- We will support change management development programmes
- We will support the development of common standards for ICT systems to enable exchange of information and providing a platform for sharing of services
- We will promote examples of best practice.
- We will continue to promote and support the LGA's Reputation Campaign.
- We will support business transformation projects that lead to increased customer focus and improved customer outcomes (lean systems approach)
- We will continue to support the business improvement skills development programme to enable local authorities to develop a sustainable capacity
- We will provide a regional capacity to advise, promote and support local authorities BPI activities
- We will promote the CLG national business process information toolkit and best practice examples.

Allocation of Resources

80. We understand there is a proposal that the East Midlands be allocated a sum of £19.6m over three years for their integrated improvement and efficiency activities. Of this some £5.6m is expected to be allocated by CLG for the financial year 2008/9.

Outline Budget for 2008/9	£,000's	£,000's
EMRIEP Core Support Team Salary costs	420	
RIEP Running Costs	258	
Unallocated monies from:		
Balance from EMCE Estimated Surplus		61
Balance from EMIP Estimated Surplus		43
Funding Expected March 2008		1,161
Funding Expected for 2008/09		5,600
Estimated Interest Earned on Balances		50
Totals	678	6,915
Balance available for programmes and projects		6,237

81. Potential work programme investments

Theme - Better Outcomes for People and Places	% Overall Allocation
Driving Authorities Service Improvement and Partnerships	27.2
Capacity Building	12.7
Innovation & Transformation	21.7
Efficiency Programmes	26.8
Support for Struggling Authorities	4.0
Contingency	7.6
Total	100

82. Annex two summarises the indicative allocation of programme resources to activities identified above, subject to further consultation within the region. But please **note that the work programme and the indicative allocation of resources in 2008/09 is still the subject of consultation with the EMIP Members Steering Group and local authorities in the region.**

Risk Analysis

- 83 Annex three contains the risk matrix and analysis of risks which could impinge on the roll out of this strategy and delivery of anticipated benefits. These pose a strong challenge for the Member /Officer governance arrangements for the EMRIEP and the sub regional partnerships. The serious nature of these risks must not be under estimated and the risk analysis outlines the essential actions which need to be pursued.

Support for Struggling and Weak local authorities

General

The Local Government White Paper sets out a new framework for local government with greater emphasis on local government owning the improvement agenda. Therefore authorities will be given more freedom and empowerment to manage themselves and deliver the required improvements.

There is the intent that the new Performance Framework will focus on local delivery and closer partnership working.

Proposals currently in draft form and subject to national consultation, are concerned with tackling under performance. These proposals place the Government Offices at the fore front of developing improvement support or deciding upon action required in conjunction with other agencies, for local authorities in difficulty in respect of CAA inspections and LAA targets.

This protocol is designed to support the GOEM role in the region in leading in this area, and should not be viewed to be in conflict with these responsibilities.

The role of EMRIEP is to ensure an approach of continuous improvement is engendered across the region. Within this arena of improved delivery, there remain a number of councils in the region who may struggle to improve and may from time to time encounter problems either across their organisation or within specific services. Equally there are a number of councils who are aiming for excellence who whilst requiring a different focus of support will also need a range of offerings from both the partnership in their sub region and from the themed partnerships. The EMRIEP is committed to a structured approach to supporting these Councils.

Whilst there needs to be a more 'preventative' and 'early intervention' approach taken to support the weak and struggling councils through improvement and efficiency plans, there will be times when a greater level of rapidly deployed focussed support to an individual council will be necessary.

There are areas where the East Midlands Region leads the way in performance. The EMRIEP is committed to helping other regions in these areas. Similarly there are areas where other regions lead the way in performance and the EMRIEP will seek support from the regions for these areas.

In delivering this EMRIEP will take the following approach:

1. Intelligence gathering

EMRIEP is committed to ensuring that, as far as possible, it will predict potential problems and respond before they occur. In order to achieve this it needs to have an effective mechanism in place for 'intelligence gathering' which builds the picture of performance across the region and identifies 'hot spots' and growing issues

This information will come from a number of sources and though not exhaustive will include:

- Council self assessments
- Annual risk assessment
- Annual use of resources judgement
- Direction of travel statements
- CAA annual review reports
- Peer reviews
- Anecdotal information gathered from change agents
- Regional performance comparators – impacts of 'coasting' authorities.

If we are to be able to positively intervene to support local authorities we should create a confidential environment where key change agents – GOEM; IDEA; Audit Commission and the EMRIEP support team can exchange, discuss and verify information. This must be done under 'Chatham House' rules to protect and build the trust of councils.

Additionally we may be approached by individual councils with weak ratings to support them deliver improvement and we must have a clearly articulated offering of support.

2. Offer of support

Once an area of concern has been identified there can sometimes be a delay in mobilising effective action because the various strands of support have to be identified and pulled together. Additionally the local authority concerned will currently have to approach a number of change agents and no coherent support plan exists. This is neither efficient nor effective.

To counter this EMRIEP should maximise the existing support available from all change agents and have a picture across the region of:

- What resources and skills sets are available and from whom;
- What is the extent of the available support capacity
- Who are the 'experts' who can provide 'best fit' advice
- What can each expert offer and who is best placed to provide effective support:
 - IDeA on improvement;
 - EMRIEP on service improvement themes e.g. Waste

- Externalised support from 'Excellent Council' teams
- How they can be mobilised quickly
- Which change agents have the expertise to 'lead' with the authority
- What role will the requesting council play
- Identify gaps in offerings and commission tailored support solutions.

This will allow the EMRIEP to maintain a matrix of problem types mapped against support to resolve them. Some of these resources will be free at the point of delivery and some will require EMRIEP to set aside resources.

The role of the nominated Improvement Adviser to the Members Steering Group and the Officer Board will be:

- Where there is resource mobilised from more than one provider, to oversee the development of the plan that coordinates the resources deployed.

The role of the EMRIEP Chatham House Group will be to:

- Review support plans for authorities and suggest any improvements to them.

The role of EMRIEP support team will be:

- Collectively commission a region wide range of support options for 'critical' issues
- Placing call off arrangements to allow sub regions to quickly and simply commission support
- Ensuring that no conflict of interest arises for regional bodies who are commissioned to provide support.

The role of the EMRIEP sub regional partnerships will be:

- The first port of call in their area for any authority seeking assistance and
- Play the key role of commissioning appropriate support.

The support available should be designed to address a number of key issues:

- An individual authority has reached organisational crisis point
- Failure on critical success factors, such as use of resources or poor commissioning skills
- Service specific issue – for example waste disposal facility not in place
- Authorities who are identified as 'coasting' with no demonstrable year on year improvement
- Providing a challenge to all authorities, not to let problems fester but be willing to seek support
- Be of equal benefit to authorities who are moving towards excellence.

3. Principles Underpinning the Offer of Support

EMRIEP will deliver this support within a core set of principles and values:

- Role will not be as regulator and not interventionist
- Responsibility to look at best practice and share soft information
- Duty to cooperate / cross sector
- Build trust and willingness to collaborate
- Engender a culture of help / care and help other sectors to engage
- Partners in the EMRIEP acknowledge and accept they have a responsibility to seek support when they are struggling
- Partners will make capacity to participate.

4. Approach

A plan of action should be built with the authority to

- Produce an evidence based diagnosis of the problems
- Identify the nature of the problems – financial; capacity; capability; political
- Identify potential solutions
- Mobilise the ‘experts’
- Support the creation of an internal team to help deliver the change and imbed improvement
- Identify resources to deliver the plan.

5. Prevention

Taking a preventative approach EMRIEP should ensure that the sub regional partnerships have built into their plans programmes of work which strengthen authorities in key areas such as:

- Leadership and change management
- Member development
- Mentoring and buddy schemes for key managers
- Knowledge and advice on best practice
- Projects to mobilise best practice where most needed
- Efficiency strands which reduce financial burdens.

6. Delivery Models and Budgetary Requirements

Key Components of the support will include:

- Intelligence database
- Matrix of support against key needs and matched support
- Fully costed menu of services
- Access route to support – technology and people

- Change agent group
- Communications model.

Next Steps During 2008/09

1. Discovery stage for 2008/09:

- Create a matrix of the type of possible events that will require reactive improvement support against the Regional Change Agents and peer authorities that can give support (and the form that support takes)
- Discuss with IDeA and other partnerships the opportunities to strengthen existing cross regional collaboration
- Ensure prevention agenda is built into each EMRIEP partnership and sub regional partnerships
- Ensure the role and the capacity to commission reactive support is built into partnership plans
- Ensure planned process is CAA compliant
- Identify what approaches being taken in other regions
- Test the idea with weak authorities in the region to understand how support could be optimised
- Make recommendations to the EMRIEP Member Steering Group and Officer Board and agree funding stream to support planning phase.

2. Planning and delivery stage:

- Establish project team
- Build the 'Intelligence Database'
- Identify key strands of expertise; dynamic and innovative solutions currently operational in East Midlands and elsewhere
- Deliver clear offering of 'what's possible'
- Build capacity to deliver
- Create a funding stream within the overall EMRIEP business plan.

3. Budget implications

Within the indicative budget for the EMRIES a contingency sum of c£200k has been established to support this work during 2008/09.

It will be incumbent on EMRIEP Steering Group to approve an annual business plan and budget which should contain an element to support struggling and weak councils, it is suggested this should not be more than 5% of the total annual budget.

Indicative Allocation of Resources Subject to Further Consultation Within the Region		£'000s
Programme Area		
BPI	We will continue to support and provide resources for process reengineering and delivery of shared services.	130
BPI	We will support business transformation projects that lead to increased customer focus and improved customer outcomes (lean systems approach).	390
BPI	We will continue to support the business improvement skills development programme to enable local authorities to develop a sustainable capacity.	20
BPI	We will provide a regional capacity to advise, promote and support local authorities BPI activities.	50
BPI	We will promote the CLG national business process information toolkit and best practice examples	20
Total		610
Smarter Procurement	We will deliver the key activities contained within the Procurement 2012 strategy now endorsed by all councils in the region.	
Smarter Procurement	We will provide support to analyse KPI, savings data, case studies, best practice dissemination workshops, facilitate group meetings	50
Smarter Procurement	We will provide support for a regional resource to deliver the regional initiatives programme, the best deals comparison service, maintain contract database and community web site	180
Smarter Procurement	We will develop a training & skills programme on a regional basis which can then be assessed by sub regional groups.	100
Smarter Procurement	We will continue to support cluster development	60
Smarter Procurement	We recognise the importance of sustainability and support the statement issued by the RIEP Chief Executives Task Group and will provide support to facilitate delivery	100
Total		490
Asset management	We will continue and further develop a programme of capturing and communicating best practice and strategic guidance for local authorities.	50
Asset management	We will continue to support our Highways Alliance work which has generated significant buy in from around the region, will continue to address the re thinking construction agenda and achieve significant improvements in design, commissioning and asset management.	50

Indicative Allocation of Resources Subject to Further Consultation Within the Region		£'000s
Programme Area		
Asset management	We will continue to support our East Midlands Property Alliance work which has generated significant buy in from around the region, will continue to address the re thinking construction agenda and achieve significant improvements in design, commissioning and asset management.	150
Total		250
Waste	We will continue to encourage and support our Waste Management networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries.	200
Waste	We will provide a regional capacity to advise, promote and support local authorities Waste activities.	70
Total		270
Care Services	We will continue to encourage and support our Adult Services networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries	160
Care Services	We will provide a regional capacity to advise, promote and support local authorities Adult & Children's Care activities	70
Care Services	We will continue to encourage and support Children's Services networks to develop regional solutions to pressing service delivery problems and efficiency needs which transcend local authority boundaries.	150
Total		380
Innovation& transformation	We support the development of a consistent and effective regime of generating investment cycles through a process of `banking and re using` efficiency gains.	10
Innovation& transformation	Invest to save fund.	1,000
Innovation& transformation	Change management development programmes.	25
Innovation& transformation	We will support the development of common standards for ICT systems to enable exchange of information and providing a platform for sharing of services.	50
Innovation& transformation	We will promote examples of best practice.	10

Indicative Allocation of Resources Subject to Further Consultation Within the Region		£'000s
Programme Area		
Total		1,095
Capacity Building	We will support the promotion of the leadership academy programme.	50
Capacity Building	We will support member development and mentoring programmes.	200
Capacity Building	Exploiting the national graduate programme.	50
Capacity Building	We will invest in workforce development to address known skill shortages	180
Capacity Building	We will continue to invest in programme and project management development skills as a route to manage change effectively and deliver improvements on time and within budget.	70
Capacity Building	We will develop the culture where authorities swap short sharp 'one hit' bursts of high level skills to address a specific problem area.	90
Total		640
Driving Improvement of authorities	We support Peer challenges to ensure authorities are equipped to meet the requirements of the CAA regime.	70
Driving Improvement of authorities	Innovation coaching.	50
Driving Improvement of authorities	We will continue with the programme already supported at a regional level with our existing resources, on a range of activities which support the implementation of the workforce strategy.	50
Total		170
Better outcomes for people	Activities to promote excellence in leadership within our local authorities and communities, including; peer challenge to shape and drive through our LAA and MAA stretch targets.	225
Better outcomes for people	Partnership skills training.	100
Better outcomes for people	Diagnostic work to assist our place shaping role through:	
Better outcomes for people	(i) customer segmentation and use of customer insight through our consultative arrangements	125

Indicative Allocation of Resources Subject to Further Consultation Within the Region		£'000s
Programme Area		
Better outcomes for people	(ii) deep performance benchmarking and analysis of expenditure over the major service blocks of Adult Care, Children's Services, Environmental Services to aid our approach to commission excellence in service delivery.	100
	Total	550
	Support for struggling authorities	236
	Contingency	385
	Sub total	5,076
	Projects already allocated (CLG windfall)	1,161
	TOTAL	6,237
	Funds Available	6,237

EMRIEP– Risk Analysis Criteria

IMPACT	High (9)	Important risks – may potentially affect provision of key services or duties 7	Key risk – may potentially affect provision of key services or duties 8	Immediate action needed – serious threat to provision and/or achievement of key services or duties 9
		Monitor as necessary – less important but still could have a serious effect on the provision of key services or duties 4	Monitor as necessary – less important but could still have a serious effect on the provision of key services or duties 5	Key risks – may potentially affect provision of key services or duties 6
	Low (1)	No action necessary 1	Monitor as necessary – ensure being properly managed 2	Monitor as necessary – less important but still could have a serious effect on the provision of key services or duties 3
		LIKELIHOOD		
		High		low

EMRIEP– Risk Analysis Criteria

Risk	Risk Description	Inherent Risk	Risk Owner	Risk Management Solution	Key controls	Residual Risk	Risk Indicators
	KEY RISKS						
1	Failure to agree regional governance arrangements and support structure for EMRIEP	9	EMRIEP + LAs	Resolve by negotiation	LGA intervention/consultation	3	Report to the EMRIEP Steering Group
2	Local authority buy in not achieved for the EMRIES and overall programme	8	EMRIEP + LAs	Consultation and strings attached to resource allocation	Consultation	3	Report to the EMRIEP Steering Group
3	Failure to establish 5 robust sub regional partnerships to deliver significant elements of the EMRIES programme	7	EMRIEP + LAs	Resolve by negotiations and resource allocations	Consultation	3	Report to the EMRIEP Steering Group
4	Sub regional partnerships fail to implement programmes, provide oversight of LSPs & LAA delivery	7	EMRIEP + LAs	Resolve by negotiations and resource allocations	Consultation	2	Report to the EMRIEP Steering Group
5	Failure to secure support from other partners to implement EMRIES programmes	4	EMRIEP + LAs + Partners	Resolve through joint working and collaboration over programmes	Consultation with EMRIEP steering group and appropriate action	2	Report to the EMRIEP Steering Group
6	Failure to deliver regional and sub regional programmes and therefore make best use of resources delegated from the Government	5	EMRIEP + LAs + Partners	Resolve through joint working and collaboration over programmes	Consultation with EMRIEP Steering Group and appropriate action	3	Early warning system of information gathering
7	Performance of EMRIEP in terms of leadership and management of the programmes of investment deficient	6	EMRIEP + LAs + Partners	Reflection on decisions taken and implementation track record	Reports to the EMRIEP Steering Group	2	Programme management reporting

**IMPROVEMENT THROUGH
PARTNERSHIPS**

Supporting Evidence

**Final Draft
25th February 2008**

Appendix 1 – Member Steering Group on Improvement and Efficiency : Terms of Reference

These documents can be found on either the LGEM or EMCE web sites as;

www.lg-em.gov.uk

www.emce.gov.uk

Appendix 2 – East Midlands Improvement and Efficiency Officer Board : Terms of Reference

These documents can be found on the LG-Em or EMCE websites at;

www.lg-em.gov.uk

www.emce.gov.uk

Appendix 3 – EMIP Targets 2006/08

The existing EMIP strategy targets set out in the table below are those described in paragraphs 18 and 19 of this report, which relate to the period 2006/08.

Priority: Council Performance
<ol style="list-style-type: none">1. No authority in the Region will be classified as rating zero/ one stars or poor/ weak under CPA by 2008/9.2. A positive “direction of travel” categorisation (defined as Adequately, Well or Strongly) will be achieved by:<ol style="list-style-type: none">a. At least 8 out of 9 single tier and countiesb. 32 out of the 36 districtsc. All 5 fire and rescue authorities3. The average CPA score of East Midlands authorities will have risen further, from the base in 2003/04 for districts and 2005 for single tier, counties and fire and rescue authorities, than those in other regions by 2008/9.4. Residents’ satisfaction with East Midlands authorities will have improved at a faster rate than the national average between 2004 and 20075. As an indicator of level of innovation, the percentage of both short listed and successful Beacon Council applications received from the East Midlands will be greater in 2008/9 than the average of Rounds 3 -6 of the Scheme.
Priority: People and performance
<ol style="list-style-type: none">6. By 2008/9 at least 10 authorities will have been awarded Member Development Charter status.7. The number of authorities with current liP status (all or part of the authority) will have increased from 76% in 2005 to 90% in 2008/9.8. The average Equality Standard level of attainment will have increased from 0.8 in 2003/4 to at least Level 2 by 2008/9.

Priority: Transformational Government and Efficiency

9. Each year 100% of East Midlands authorities will achieve their annual Gershon efficiency targets.
10. By 2008/9 the average days lost through sickness and absence in East Midlands' authorities will be in the best 3 Regions nationally
11. By 2008/9, the average Value for Money score (part of the Use of Resources assessment) of East Midlands authorities will have risen further from their respective bases in 2005/06 for districts, single tier and counties, than those in other regions.
For Fire and Rescue authorities, the rise will be assessed against a 2006/7 base, subject to current proposals for the 2006/7 Fire and Rescue CPA regime being adopted

Priority: Local Public Services

12. There will be universal coverage of agreed LAAs in the East Midlands by March 2007.
13. By 2008/9, 100% of Local Area Agreements covering the East Midlands will be considered to be delivering outcomes satisfactorily and adding value.
14. The overall scale of shared service arrangements involving authorities in the Region will have significantly increased by 2008/9.

Appendix 4 – Our Process for Developing the Strategy

1. The EMRIEP agreed early on to use an inclusive process to deliver this strategy. It has allowed all of our partners to actively contribute and shape what will, after all, be their strategy for improvement and efficiency.
2. The process was kicked off by a half day session on the 29th November 2007 to which Chief Executives and Leaders of all of our authorities were invited, an invitation that was extended to other senior officers and Members. This set the scene for the subsequent workshops and prepared authorities for participation.
3. Five workshops were then held in rapid succession in early December, one for each sub-region (Derbyshire, Leicestershire, Lincolnshire, Nottinghamshire and Northamptonshire). The workshops followed the same format and were designed to allow participants to work first on their own and then to discuss emerging ideas with colleagues in a series of iterative formats.



With the input of an external facilitator (from RSe Consulting Ltd), each workshop was then able to reach its own conclusions. Participants were required to complete rigorous templates at each of the key stages in order to provide a record of the rich set of inputs to the formulation of the strategy (these are included in the appendices of this document). There was also physical movement

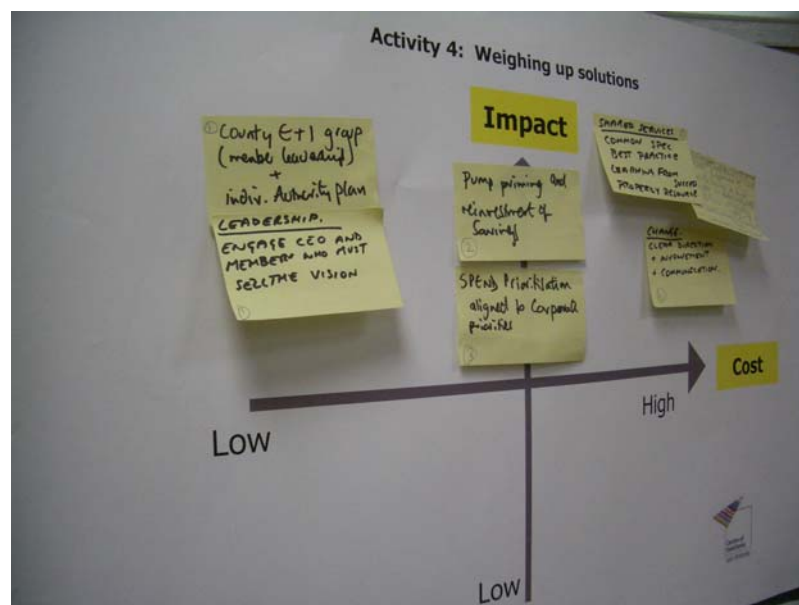
built in to the sessions with participants moving within different groups throughout the session to complete the sequence of tasks, which added to the energy and momentum.

4. The workshops followed a simple format: participants first considered what the issues in relation to efficiency and improvement are for their own authority. Participants all had their own copy of a schematic, designed both so they could 'orientate' themselves on the same 'map', and also as a prompt to new and fresh thinking.

- Having done this on an individual basis, participants then discussed their formative conclusions in break out groups in order to share similarities and differences and to enhance their own thinking. As a single group, the workshop then prioritized the most important issues emerging for their sub-region.



- Having established a clear view of what the strategy should be aiming to address, participants then moved on to discussing (back in break out groups) current and new ideas for addressing these issues. Once again, templates were completed to capture the full discussions and then as a single group, the workshop discussed and prioritized ideas and potential projects for delivering improvement and efficiency in a way that would work for them as a partnership of authorities.

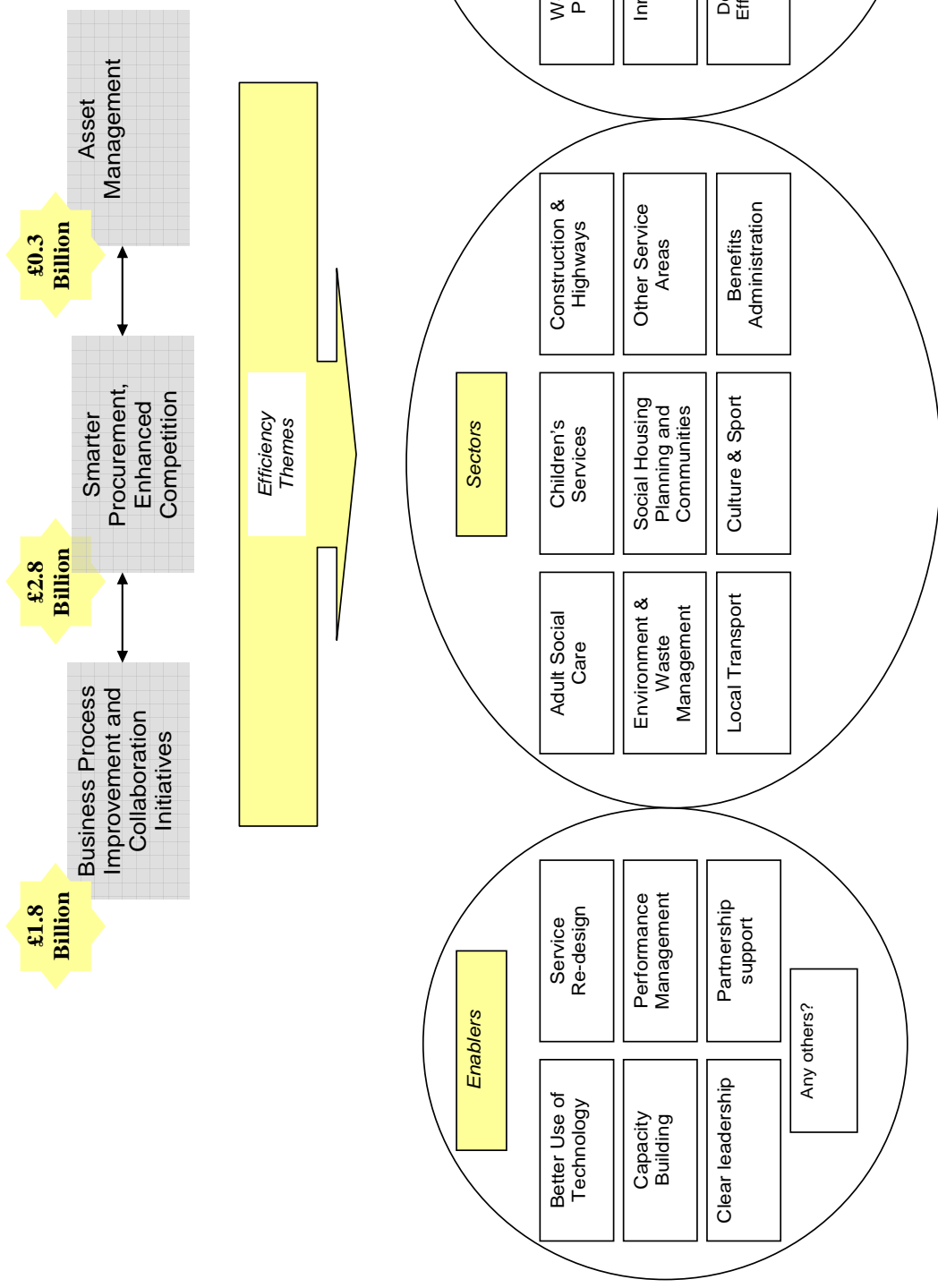


- As a result of this process, each sub-region has a clear and agreed list of its most important issues and opportunities in relation to improvement and efficiency; and each has a corresponding and directly related set of evaluated ideas to address them. These were circulated for comment to each of the sub-regions before Christmas.
- The outputs from all of the workshops were then brought together and analysed before Christmas by the EMRIEP team with the support of the external facilitator in order to create the regional overlay from the five sub-regional strategies.

9. A combined workshop for participants (Members and Officers) involved in the 5 sub regional events, was held on the 8th January. Further development work was undertaken by sub regional and cross regional groups on the outputs/programmes summarised in Section 4 of this report and the potential measurement targets summarised in Section 5.
10. A further workshop for elected Members only was then held on the 16th January to consider and revise the strategy and to seek endorsement before the final version of the EMRIES was presented to a combined EMIP Member/Officer Board meeting on the 28th January.
11. The seven workshops were extremely well attended with a total of 155 elected members/senior managers participating. A short analysis of participants shows that:
 - 43 out of the 46 authorities participated in the workshops
 - 100% Fire & Rescue authorities represented
 - 1 Police Authority represented
 - 48% of Chief Executives attended the workshops
 - Members participated in the 6 of the 7 workshops
 - 17% of participants were Members

Average sub regional workshop feedback score 4.0 (scale 1= poor – 5 = very Good)

12. The outputs from the sub regional workshops (5) are attached in Appendix 4 to provide the body of evidence to support the proposals contained within the vision and priorities section.
13. The schematic representation used in the 5 sub regional workshops to summarise the drivers, enablers and impacts for local authority improvement and efficiency, arising from the national policy publication of the CSR07 Value for Money Delivery Plan and the National Improvement and Efficiency Strategy, is as follows:



Appendix 5 – Sub Regional Workshops (5) Outputs

Write up of Derbyshire Sub-Regional EMRIEP Strategy workshop on the 3rd December, incorporating feedback from the 8th January

The sub-region and its aspirations

The Derbyshire sub-region comprises:

- One County Council: Derbyshire CC
- One Unitary: Derby City Council
- Eight District Councils: High Peak, Derbyshire Dales, South Derbyshire, Erewash, Amber Valley, North East Derbyshire, Chesterfield, and Bolsover.
- Derbyshire Fire and Rescue.
- Derbyshire Peak District National Park

The Derbyshire authorities all reaffirmed their aspirations to build on a strong history of sub-regional working on the improvement and efficiency agenda. They know that they need to work together, to make tough decisions and to set ever higher standards in order that citizens, businesses and visitors get the best possible service given the resources available.

Issues identified

The Derbyshire Authorities identified the following issues that are currently hindering their individual and collective achievement of improvement and efficiency objectives, in roughly descending order of importance:

- A need for better knowledge, information and awareness in order to improve the high level decision making and leadership required for the improvement and efficiency agenda
- Difficulty in delivering the level of efficiency savings required to balance budget in the short term
- Poor joint asset management in terms of utilisation of assets and assessing whether buildings and properties are fit for purpose
- Business Process Improvement (BPI) is not working well enough or extending far enough due to lack of skills and capability
- Procurement and commissioning skills at the strategic level now required are insufficiently developed
- Only a small chunk of the potential from shared services is being delivered due to lack of capability and resource

- Of growing concern is the ability of the authorities to operate sustainably both economically and environmentally.

Solutions identified

The proposals identified for overcoming these issues are:

(a) Develop leadership through a mentoring and coaching programme

Leadership in Derbyshire needs to be developed across all authorities and all levels. Strong leadership and involvement is considered critical to driving through real improvement and changes.

An 'Efficiency through expertise' programme providing external (i.e. beyond local government) mentoring and coaching for political and managerial leaders in a project based setting would help to improve leadership in the region. This would require a significant amount of time from those involved and probably cost to secure the involvement of external mentors, but would have high benefits for Derbyshire.

(b) Develop priorities for investment and savings

Achieving efficiency gains on the scale now required will be increasingly hard, which means resources and energy must be focused on where it will deliver most. There therefore needs to be disciplined and robust prioritisation for improvement and efficiency investments.

A strong top management level (developed in the proposal above) is a necessary condition for improved prioritisation and quicker decisions to overcome the silo culture and drive savings down from the top. But it needs to be combined with a programme and mechanism to develop a strategy of clear priorities and identification of big areas for gains.

(c) Facilitate decision making over improving Asset Management

Assets need to be examined to ensure they are fit for purpose and/or being properly utilised not just across local, fire and National Park authorities but all potential partners. This needs to include not just existing assets but potentially new assets that, in partnership, may open up new and transforming ways of working. A capital programme workshop to facilitate decision making in this area across the Derbyshire authorities, and a planning process to identify priorities and integrate services will help improve asset management in the sub-region.

(d) Develop BPI skills and capacity

Business Process Improvement techniques are currently used within some of the authorities but are not perceived to be delivering the benefits expected.

Authorities consider they need to use the tools better to secure savings but they lack the critical mass of skills within the current workforce required to sustain the BPI process over time and deliver continuous improvement.

In addition to supporting the development of core BPI skills, it would be useful to have shared templates to undertake and then capture lessons from BPI projects in order to share experience quickly and easily to accelerate learning and development.

Authorities also want to explore the potential development of a Derbyshire wide BPI/ improvement team.

(e) Improve procurement and commissioning

Procurement is a potential area of high gain in the long term for relatively low investment. In particular authorities consider they should:

- Raise awareness of the potential of procurement and commissioning with members and senior management in order that they can begin to provide the leadership required
- Build capacity both generally and in service specific areas through training and support in procurement
- Investigate running procurement and commissioning on a more shared basis between authorities

(f) Improve support to develop shared services on a range of levels

Authorities are finding it difficult to progress with shared services due to capacity and resourcing constraints. The authorities felt they would benefit from:

- Resource to address internal capacity constraints
- Support to help write shared services business cases
- A 'critical friend' to assess and work with shared services project teams
- Enhanced best practice support in terms of case studies, seminars, and visits (that get under the skin of the 'glossy' case study)

(g) Raise awareness of the issues surrounding economic sustainability

At this stage it is considered that raising awareness around economic sustainability and each authority's potential role is considered the primary focus. This is a low cost measure and should include good practice examples demonstrating the potential benefits from an economically sustainable procurement policy.

(h) Facilitate debate around environmental sustainability

The authorities considered that they need to start facilitating discussion between leaders and members about the impacts of climate change and how

to integrate this into council policy and risk assessments. Gathering of best practice information and running more general awareness sessions should support this process.

The facilitation cost is expected to be low, but the actual implementation of policies to reduce climate change will be high.

High level summary

The following diagram shows ‘at a glance’ what Derbyshire authorities agreed their current priorities are, mapped onto the East Midlands strategy as a whole (see main strategy document for more on the East Midlands overall strategy). A green box indicates that this issue is a high priority for Derbyshire, an amber box that it is a priority while no box indicates that it was not identified as a priority (though this does not necessarily mean that the Derbyshire authorities think it is unimportant).

Derbyshire

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) joint communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Write up of Leicestershire & Rutland Sub-Regional EMRIEP Strategy workshop on the 4th December, incorporating feedback from the 8th January

The sub-region and its aspirations

The Leicestershire and Rutland sub-region consists of:

- One County: Leicestershire
- Two Unitaries: Leicester City and Rutland
- Seven Districts: Charnwood, Melton, Harborough, Oadby and Wigston, Blaby, Hinckley and Bosworth, and North West Leicestershire
- Leicestershire Fire and Rescue

The Leicestershire and Rutland authorities all expressed a desire to make their resources go further for the benefit of the people and places they serve. They want to design services around customers, work together for the benefit of end users and citizens and to get ever more out of the resources that they spend on behalf of the public.

Issues identified

The Leicestershire Authorities identified the following specific issues that are currently hindering their individual and collective ability to improve and to deliver efficiencies, in roughly descending order of importance:

- A shortage of internal capacity to drive change and improvement
- The significant difficulties of creating up-front investment 'head room' to get a self-sustaining invest to save cycle going
- A lack of clarity about where the greatest potential for efficiency gains lies and about how to realise them
- Services are not yet designed around the needs of customers
- Partnerships are not working as well as they can or currently delivering to expectations
- Different technology systems between authorities create a barrier to partnership working
- Waste management is an increasingly significant service specific issue with financial and environmental implications
- There is wariness of change amongst staff.

Solutions identified

The proposals identified for overcoming these issues are:

(a) Build capacity across the Leicestershire authorities to drive change

Leicestershire and Rutland authorities believe that creating internal capacity to deliver change will make a significant difference.

In order to do this, the authorities plan to work on an individual, sub regional and regional basis to:

- Develop shared capacity through an 'innovation centre' and run specific programmes that build capacity and spread knowledge such as road shows and mentoring programmes (e.g. for members)
- Share resources and best practice experiences across councils where gaps and skills exist locally
- Build capacity in specific areas such as procurement, service transformation and Lean methodologies, potentially through the use of specialized support

It will be important to kick start this through securing additional resources to provide initial project and programme management capacity.

(b) Invest in change strategically

By adopting a more coherent and prioritised approach to investment, the Leicestershire and Rutland authorities believe that they can accelerate and further the change that they want to bring about.

They want to create headroom for investing in projects where change is most needed and benefits will be achieved, as well as encouraging and funding innovative ideas and research and development projects with potential to deliver savings down the line. This needs to be supplemented by a rigorous process for capturing portions of any cash savings from early projects for explicit re-investment in subsequent projects – a self-sustaining 'invest to save' cycle. It also needs an explicit space for riskier projects to be considered and initiated.

(c) Develop a strategy for efficiency realisation tacking largest spend areas first

Authorities believe that they need to know more about their current spends and value for money performance in order to know where the best efficiency and improvement opportunities lie.

Opportunities to achieve efficiencies can then be systematically analyzed and prioritised, targeting the largest-spend areas first. Such a strategy can also incorporate an effective asset management plan and consideration of strategic objectives such as moving the spend to prevention rather than result activities. This would link closely to the solutions (a) and (b) above.

(d) Adopt Lean and service redesign methodologies

Undertaking new and innovative approaches to service design can help the sub-region meet the challenges of rising customer and community expectations and the need to deliver services to rural locations and vulnerable groups across the sub-region. These approaches will include greater personalization of services, customer segmentation and adopting Lean methodologies internally.

(e) Making Partnerships work through leadership and capacity building

Leicestershire and Rutland authorities will commit to the strong internal leadership and development of strong interpersonal relationships and trust, which are all are required for effective partnership working. Other activities that are part of the same improvement and efficiency strategy will be opportunities to develop and demonstrate this leadership, relationships and trust.

The authorities will work to overcome the challenges associated with partnership working:

- political boundaries and dimensions
- the sheer number of partnerships which often overlap
- different approaches to service delivery
- technology variations and resistance to information sharing
- lack of buy-in and drive from all partners and individuals involved

This will enable Leicestershire and Rutland authorities to meet the need to work together to meet the challenges of new performance framework for local government and to satisfy the growing appetite amongst partners for effective sharing of services.

(f) Use technology as an enabler

Leicestershire and Rutland authorities will move from the current situation in which each council operates and invests in its own technology infrastructure and architecture. They will move to standard protocols, common systems and data structures in order that they can share the information they need to. This in turn will enable them to expand service models and develop customer centric solutions. They will also look for ways to enhance the current technology base, identify opportunities for integration and standardisation, and how technology can be used to enhance service design and drive change. As part of this, authorities recognise that they will need to identify explicitly where the short term benefits of having a locally distinct (locally tailored) set up are outweighed by the longer term benefits of sharing ICT.

(g) An integrated approach to Waste management

Waste management (both recyclable and non-recyclable) is environmentally and financially significant across all tiers of authorities. All councils in the region face similar issues of increasingly scarce landfill space and collection and disposal decisions. There is opportunity for authorities to take an integrated approach to service redesign in waste management/street scene. This will require leadership and involvement from members and high-level officers with potentially high benefits.

(h) Address cultural barriers to change

The authorities identified that many staff are wary of change. This is likely to hamper efforts to bring about improvements and efficiencies.

The group identified that there is a need to change the way in which change is talked about. Often it is talked about as large scale, disruptive, dismissive of how things have been done to date and with poorly articulated benefits for officers and managers involved. Instead, authorities will use a different, more positive and less threatening language that will increase the chances of officers and managers engaging with the agenda.

The authorities recognise that this will require strong leadership plus a concerted effort to overcome silos and take on change as whole organisations rather than solely concentrating on section/department priorities. Peer support to achieve this across and between the different authorities will also help.

High level summary

The following diagram shows 'at a glance' what Leicestershire authorities agreed their current priorities are, mapped onto the East Midlands strategy as a whole (see main strategy document for more on the East Midlands overall strategy). A shaded green box indicates that this issue is a high priority for Leicestershire, an amber dotted line box that it is a priority while no box indicates that it was not identified as a priority (though this does not necessarily mean that the Leicestershire authorities think it is unimportant).

Leicestershire

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) Joint Communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Write up of Lincolnshire Sub-Regional EMRIEP Strategy workshop on the 6th December, incorporating feedback from the 8th January

The sub-region and its aspirations

The Lincolnshire Sub-region consists of:

- One County: Lincolnshire County Council
- Seven Districts: East Lindsey, Boston, Lincoln, South Holland, North Kesteven, South Kesteven, West Lindsey.
- Lincolnshire Fire and Rescue

Lincolnshire authorities have a growing track record of joint working. They want to build on and accelerate this in order to deliver ever greater improvements and efficiencies in order that the citizens of Lincolnshire get the most possible from the public services that serve them.

Issues identified

The Lincolnshire Authorities identified the following issues that are currently hindering their individual and collective achievement of improvement and efficiency objectives, in roughly descending order of importance:

- Priorities for the region are not clearly defined and articulated in a strategy
- Services are not designed systematically around customer needs
- Councils do not have an embedded culture of Lean Systems Thinking
- Customers' expectations of service delivery are not managed proactively which means dissatisfaction is potentially 'locked in'
- ICT systems across Council's are not compatible making communication and entering into shared services difficult
- Procurement objectives need to be more ambitious in achieving efficiencies and driving change
- There is a shortage of people and the skills needed to achieve change.

Solutions identified

The Lincolnshire partners identified the following proposals to overcome these issues:

(a) Develop a single 'golden thread' strategy for improvement

Clarity is needed over what the 'must have' improvements as opposed to the 'nice to haves'. A 'Golden Thread' strategy capturing the 'must haves' only

needs to cascade real, locally determined targets, based on Lincolnshire's needs, through performance management systems including LSP Community Strategies and the LAA. Developing such a clear, prioritised strategy will require strong leadership and political will to subordinate parochial preferences for the sake of wider clarity. But it will have high benefits in transforming services in a way that provides clarity for customers and meets local people's priorities.

(b) Improve services using a common approach to Lean Systems Thinking and Service Re-design

Lean Systems Thinking and Service Redesign techniques with the customer as the focus are vital if Lincolnshire authorities are to meet community and customer demands as well as achieving efficiency targets.

Lincolnshire authorities will individually be better able to benefit from these techniques if they think and talk about them in the same way as each other i.e. if there is some commonality of approach. This "common language" will reinforce the need for this sort of change, make it much easier for councils to learn from each other, help to build confidence and reassurance and will over time develop a core of officers – capacity – who share a purpose and understanding.

There is a need therefore to collectively and consciously adopt a shared approach out of the myriad approaches available.

(c) Manage demand effectively using improved communications

Citizens' expectations are rising all the time. In many ways this is a good thing and it is certainly not something that Lincolnshire authorities can prevent. But they can proactively influence those expectations in order that citizens are better informed, better served and ultimately more satisfied. For example, in shifting customers to more efficient delivery mechanisms (e.g. reducing the use of cash) and deliberately shaping expectations around waste management (weekly or fortnightly) authorities will need to engage with partners and communicate with customers about what is provided and how to gear expectations towards the most efficient delivery mechanisms and access channels.

(d) Develop a known business destination for ICT

In order to develop ICT services the region needs to have a common destination in mind for how services should look and how ICT can support this on a sub-regional basis. To deliver this, in turn, there needs to be a shared view of where the benefits of having a shared set up for ICT outweighs the benefits of having a locally distinct set up, be that in terms of approach, standards or actual systems. This will underpin the achievement of joined up

systems for joined up benefits over a shorter timescale than the 15 year timescale currently envisaged.

(e) A step-change improvement in procurement ambition

A shared service has been agreed for procurement, however there is a feeling that the level of savings is not ambitious enough and a more strategic approach is required. The partnership needs to achieve a step change and take on some of the more difficult tasks such as agreeing common specifications and dealing with higher value contracts rather than making changes at the margins (“paperclips”).

(f) Manage skills across the region

Lincolnshire authorities want to turn competition for a limited shared pool of potential labour into collaboration i.e. rejecting opportunities to fill a post in the short term (for example by increasing a salary relative to neighbours) for the sake of longer term recruitment and retention for Lincolnshire authorities as a whole (for example, creating a Lincolnshire graduate development programme in which participants have an early career path structured across multiple Lincolnshire authorities).

High level summary

The following diagram shows ‘at a glance’ what Lincolnshire authorities agreed their current priorities are, mapped onto the East Midlands strategy as a whole (see main strategy document for more on the East Midlands overall strategy). A shaded green box indicates that this issue is a high priority for Lincolnshire, an amber dotted line box that it is a priority while no box indicates that it was not identified as a priority (though this does not necessarily mean that the Lincolnshire authorities think it is unimportant).

Lincolnshire

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) Joint Communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Write up of Nottinghamshire Sub-Regional EMRIEP Strategy workshop on the 7th December, incorporating feedback from the 8th January

The sub-region and its aspirations

The Nottinghamshire sub-region consists of:

- One County: Nottinghamshire County Councils
- One Unitary: Nottingham City Council
- Seven Districts: Rushcliffe, Broxtowe, Ashfield, Gedling, Newark and Sherwood, Mansfield, and Bassetlaw
- Nottinghamshire Fire and Rescue

The Nottinghamshire authorities are all committed to save money whilst improving services to local people as part of a unified improvement and efficiency agenda. There is an emphasis on improvement and efficiency for a purpose, namely better outcomes for the people and places of Nottinghamshire.

Issues identified

The Nottinghamshire Authorities identified the following issues that are currently hindering their individual and collective achievement of improvement and efficiency objectives, in roughly descending order of importance:

- Priorities for the region are not clearly defined and articulated in one place
- There is a shortage of internal capacity to deliver change and improvement of the order required for CSR07 and the emerging CAA agenda
- Procurement as a skill and function has too low a profile given its potential for efficiencies
- There is a lack of both upfront cash earmarked for invest to save type projects and of an agreed mechanism/approach that harvests cash savings from projects for reinvestment in the next projects (and so on...)
- There is resistance to change because people are unfamiliar with it and/or assume it will be bad for them personally (when it might not)
- A target of 3% is not that helpful, as sudden external events could in an instant make it irrelevant (because the need for change could be so much greater)
- Although there has been progress with shared services, there does not appear to be an efficient way of exploring and delivering them.

Solutions identified

The proposals identified for overcoming these issues are:

(i) Enhanced leadership direction to define priorities for the region

The Nottinghamshire Authorities consider that strong leadership and engagement, both from the Chief Executive and Members, is core to driving improvement in order to resolve conflicts in prioritisation and sell the vision through the authority and partnership. It is also critical for securing shared ownership, vital in the context of the significant challenges of CSR 07. Developing clear prioritisation is considered to be of relatively high gain and low cost to each authority, but requires time commitment from high profile individuals.

“If everything is a priority then nothing is a priority”.

(j) A proper investment approach

Authorities will need the ability to invest upfront in projects that deliver longer term efficiencies and service improvements. Good recent examples of this are the planning delivery grant and IEG funding that both enabled significant service improvements through up front funding.

Allied to access to the upfront funds, authorities need to establish a mindset and the mechanics of a proper investment approach, where there is a clear chain between savings from one project becoming the investment fund for the next project. ‘Pump priming’ is needed, but so too is each authority’s commitment, for example via match funding.

(k) Build capacity to achieve change and improvement and deliver efficiencies

Capacity building is needed in Nottinghamshire in three discrete parts:

- 1) New skills: Authorities need to plan how to acquire and embed the new skills leading to service transformation (both improvement and efficiency) in a way that reduces future dependence on consultants e.g. Lean Thinking; such skills, once acquired, can be shared across the region.
- 2) Delivery: Programme management capacity is needed for delivery of existing ideas to ensure projects actually get delivered rather than relying on people to deliver in addition to their ‘day job’. This specialist resource should be planned and used strategically across authorities. There may need to be some pump priming of this to achieve the required acceleration.
- 3) Specific support: Expert advice will likely be required for specific improvement and efficiency projects, termed ‘one hit experts’ that come

in as objective outsiders to assist with, for example, asset management or to transform a specific service.

These activities should be supported by sharing of best practice (case studies) and skills across the region.

(l) Raise the profile of procurement

Nottinghamshire Authorities want to raise the profile of procurement both at a leadership and operational level. Procurement needs to be given a 'seat' at the corporate table and to agree strategically a prioritised list of spend categories on which to focus which are aligned to corporate objectives.

Procurement improvements are potentially high impact, and can deliver cashable savings at a relatively low cost but may require additional procurement capacity. Sign-up should be agreed both at individual and sub-regional level where county-wide commitment is secured as part of the 'top-level' sub-regional plan.

(m) Promote service transformation and improvement

Authorities need to promulgate the comfort that a some officers already have with change – normally those who have experienced it before and/or those who are multi-skilled – to a critical mass of officers in order that they are empowered to own and drive change themselves. This can be done through a concerted (and shared) effort to insist on a clear direction for change, to identify benefits and demonstrate the positives, to communicate continuously and to use support and training throughout. From the top down, politicians and managers need to think twice about blaming subordinates as this fosters a blame culture where people are afraid to fail and therefore to change, but to do this without sacrificing accountability.

(n) Properly resource and prioritise moving forward with shared services

Existing shared service projects are not progressing as anticipated, with difficulties in scoping parameters and agreeing outputs. Political commitment and patience is required in generating results with projects requiring proper resourcing at the front end to deliver in the longer term.

Councils need to share best practice and learn from each others' successes. Investing in shared services is considered to be high cost, but potentially high return with improved efficiencies that could actually be delivered in practice. In particular, authorities believe there could be real potential from approaching assets together.

High level summary

The following diagram shows 'at a glance' what Nottinghamshire authorities agreed their current priorities are, mapped onto the East Midlands strategy as a whole (see main strategy document for more on the East Midlands overall strategy). A shaded green box indicates that this issue is a high priority for Nottinghamshire, an amber dotted line box that it is a priority while no box indicates that it was not identified as a priority (though this does not necessarily mean that the Nottinghamshire authorities think it is unimportant).

Nottinghamshire

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) Joint Communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Write up of Northamptonshire Sub-Regional EMRIEP Strategy workshop on the 12th December, incorporating feedback from the 8th January

The sub-region and its aspirations

The Northamptonshire sub-region consists of:

- One County: Northampton County Council
- Seven Districts: South Northamptonshire, Northampton, Daventry, Wellingborough, Kettering, Corby, East Northamptonshire
- Northamptonshire Fire and Rescue
- Northamptonshire Police

The Northamptonshire authorities know that they need a clear plan of action to deliver the improvement and efficiency agenda in association with all their partners not least because of the growing pressures of the South Midlands growth agenda. This will ensure that the public resources available to Northamptonshire are maximised and used in the best possible way for current – and future – Northamptonshire citizens and stakeholders.

Issues identified

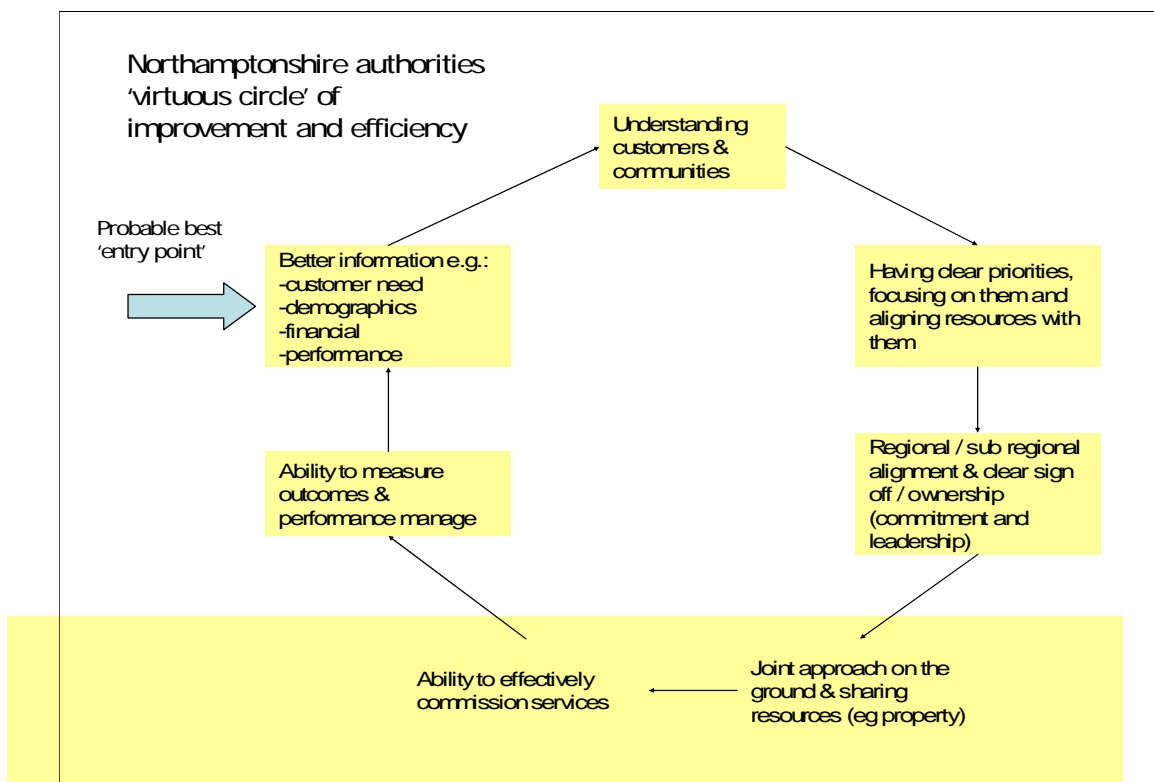
Northamptonshire Authorities identified the following issues that are currently hindering their individual and collective achievement of improvement and efficiency objectives, in roughly descending order of importance:

- 1. Better information on customers, financials and performance:** without this basic information, understood and shared across partners, it is difficult to develop a clear and agreed vision, priorities and ways of working. For example, this has hampered the sub-region's ability to shape and direct its own growth agenda (comparison with the Thames Gateway illustrates the benefits of a strong 'story' and of the high profile that that brings)
- 2. Collective leadership:** in order to deliver the growth agenda and the building blocks of efficiency and improvement, there will need to be collective leadership that is prepared to make the appropriate trade-offs between individual organisational issues and the needs of Northamptonshire as a whole; this needs to include other parts of the public sector and the voluntary and community sectors to be part of that collective leadership
- 3. Knowing priorities and aligning resources and focus to these:** Due to the lack of a clear understanding of the community and its needs, it has been hard to generate a coherent set of priorities that in turn govern resource allocation and action; this sometimes manifests itself

as a lack of a compelling incentive to change within organisations and at other times by ongoing tension between competing agendas

4. **Capacity:** there is serious concern about whether there are the skills and people available to make improvements and efficiencies happen both in the context of the growth agenda and partnership working, but also in the sub region as a whole which will have consequences for the growth agenda.
5. **Culture of shared working:** Shared services (e.g. around property) have the potential to reduce costs and duplication of services but progress has been inhibited by cultural and trust issues combined with a skills gap associated in partnership working.

This was also presented in diagrammatic form as a self-sustaining cycle in which activities feed into one another in sequence delivering a sustainable, self-funding cycle of improvement and efficiency:



3. Solutions identified

The authorities identified four fundamental actions that they want to happen that will be the foundation for sustainable delivery of continuous improvements and efficiencies:

(o) Assemble key information and 'intelligence'

Only by working together can Northamptonshire authorities deliver on the growth agenda. A critical element of achieving this joint working is strong information and understanding. This will strengthen decision making by providing a complete, accurate and relevant set of information on the 'place' that is Northamptonshire (and its component geographical parts), the people who live there and the performance of public bodies serving it. This will be vital for community strategies and new LAAs, and will also enable authorities to work together to identify where and how they can improve their combined allocation of resources in order to deliver the improvement and efficiency agenda.

Work needs to be done to develop this information base. The authorities are also keen to foster links with local universities who can become an ongoing source of insight and intelligence into the people, place and public service performance within Northamptonshire.

(p) Develop sustainable communities services strategy based on data and analysis

Having assembled a healthy set of evidence and analysed it, the Northamptonshire authorities then need to create an integrated view of who their customers and communities are now, what they are likely to be in the future and therefore what the authorities need to collectively focus on (and what they can individually pursue on their own without compromising the shared approach). As customer needs are complex and vary across areas, sub-regional facilitation can help to pull together and analyse customer strategies and citizen information to develop a sub-regional approach.

Once Northamptonshire authorities have their shared vision for their customers and communities, backed up by data and evidence, they can communicate it to local and national stakeholders to promote their ability to collectively shape their growth agenda.

(q) Effective regional prioritisation that makes the right trade offs with local issues

It is important that authorities have a common understanding of the priorities for the sub-region. Strong facilitation by the Public Service Board can help establish these priorities but it will need to run a transparent and effective process. Once these shared goals have been established resources need to be aligned accordingly. This

(r) Improve relationships between and within authorities at all levels in order to build collective leadership

Successful leadership at both political and managerial levels will require vision (which the previous two actions address) and understand and trust between organisations. At a basic level, the authorities want to improve relationships between leaders through the following small steps:

- Celebrate collective success rather than just dwelling on collective shortcomings (for example, the Public Service Board has been working well)
- Initiate more social interaction
- Present a shared face to the world (for example a Northamptonshire Stand at the LGA, which could be complemented by a social occasion)
- Sessions to support relationship development and information exchange

As relationships build, so too will trust. As trust grows, then the Northamptonshire authorities will be better able to make and deliver collective decisions and to shape their own agenda. They will also be increasingly well placed to reap the benefits from ever-greater collaborative working.

4 High level summary

The following diagram shows ‘at a glance’ what Northamptonshire authorities agreed their current priorities are, mapped onto the East Midlands strategy as a whole (see main strategy document for more on the East Midlands overall strategy). A shaded green box indicates that this issue is a high priority for Northamptonshire, an amber dotted line box that it is a priority while no box indicates that it was not identified as a priority (though this does not necessarily mean that the Northamptonshire authorities think it is unimportant).

Northamptonshire

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) Joint Communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Regional Perspective

This appendix captures the outputs from the sub regional workshops and consolidates these into regional perspective.

Leadership	Partnership Working	Capacity
(i) Where are we now	(i) Day to day reality	(i) Investment cycle
(ii) Prioritising and setting the vision	(ii) Bigger vision v self interest	(ii) Skills
(iii) Leadership Skills	(iii) Joint Communications	(iii) Change Methodology
(iv) 'Beyond Excellence'		

Note: These areas and sub components form a matrix of interrelated activities which need to be taken forward as a complete programme in order to secure deep improvement.

1. We will also continue our regional programme for procurement & commissioning, accelerating and building on it in such a way that it draws on the rest of this new strategy.
2. We now give more detail on the sub-headings within each of the three main areas and then provide an outline of the procurement project. We have included examples of projects that officers and Members identified as having potential during the workshops used to develop this strategy. Once we are allocated resources, we will therefore be able to quickly move to work at a regional and sub-regional level to initiate projects and activities that tie closely to need and that will contribute to our vision.
3. Within the **Leadership** support area, the East Midlands has identified the need for four kinds of activities:
 - (a) "Where are we now?" – many of our authorities have identified that in order to target energy and resources well and to deliver services that citizens actually want, it is vital that they have a living, up-to-date understanding of what they are working with and for: the nature of the 'place' they serve, how their citizens and other customers segment and about public service performance. There

is an appetite amongst many of our authorities to improve this understanding, and to build capacity to maintain it. Examples of projects that we will support to deliver this include:

- customer segmentation and use of customer insight
- place profiling
- 'deep' performance benchmarking
- pro-actively developing links and collaboration with good academic institutions

- (b) Prioritising and setting an inspiring vision – our authorities acknowledge explicitly that the money, time and energy to undertake improvement and deliver efficiency is itself limited, and therefore there is an imperative to select only a few areas to work on at any one time. We will build on and accelerate our work in this area to ensure that our authorities, individually and collectively, prioritise and subsequently articulate the vision that their priorities add up to. This will include being explicit about what they are NOT going to do. At the same time, leaders at both Member and officer level need to be supported to think beyond narrow remits and embrace broader agendas and longer term horizons than they have been used to dealing with. They need to be supported in how to lead innovation.

Examples of projects that we will support to deliver this include:

- Rolling out our Return on Investment approach
- De-prioritisation exercises
- Managing and steering the public's expectations
- Challenging ambitions and strategies
- Innovation coaching

- (c) Leadership skills – authorities recognised that at both an officer and Member level there is still room for improvement in terms of skills for leading change across large and complex organisations. In particular, authorities identified that very little work had been done to support leaders to develop their skills to lead in partnership – very different and usually more challenging than leading a single organisation. We will specify, commission and closely monitor the delivery of leadership development programmes to meet this need. Examples of projects that we will support to deliver this include:

- How to lead change
- How to lead in partnership

- (d) "Beyond excellence" – one of our highest performing sub-regional partnerships want to do more than 'excellence' in local authority terms, rather, they aspire to excellence that would stand up to comparison with the best organisations from any sector. This will mean investing in opportunities to learn from 'best in class'

organisations and then being prepared to do things that are radical for local government. Examples of projects that we will support to deliver this include:

- Mentoring/coaching with high flyers from other sectors
 - Seminars
 - Site visits
4. Our expectation is that all our sub-regions will aspire to participate in this programme once it is established and once they have made progress in other areas.
5. Within the **Partnership Working** support, the East Midlands has identified the need for three kinds of activities:
- (a) Day-to-day support – working in partnership was seen by many as energy sapping (rather than energy giving) and unnecessarily time consuming and inefficient. We will work with partners to work better together, be that through training, administrative support and/or tight, focused management of partnership programmes and projects. Examples of projects that we will support to deliver this include:
- Advice on best-fit structures and processes (e.g. sub-groups, member involvement, meeting frequency & agendas etc)
 - Independent facilitation of workshops/events
 - Support for structures and processes e.g. support for agenda setting, minute taking, chasing ‘to dos’ etc.
- (b) Bigger vision vs self interest – there was almost universal support for the concept of working together for the benefit of citizens and to use public resources more effectively. But authorities were also honest enough to acknowledge that many officers and politicians are either unwilling or unable to appear to lose out relative to partners in the short term for the sake of a long term collective gain. Clearer prioritisation and articulation of programmes will help as will support for leading in partnership, but we will reinforce the need for these kind of trade-offs by fostering dialogue and providing a lead directly. Examples of programmes that we will support to deliver this include:
- IT infrastructure
 - Procurement
 - Sharing assets
 - Establishing an investment cycle (see capacity below)
- (c) Joint communications – leaders of East Midlands authorities recognise that they need to change behaviour: first, the behaviour of their staff and partners in order that delivery of improvement and

efficiency is something undertaken by everyone; secondly, the behaviour of the public, for example, around recycling and direct payments for adult social care. Communications are a key tool in helping to change behaviour in this way. A clear but above all shared message coming from the leadership of all authorities will exponentially increase the effectiveness of such communications way beyond that which any authority could achieve on its own. Examples of projects that we will support to deliver this include:

- (to own staff): the need for change, how to change
- (to the public): about the 'place'

6. Within the **Capacity** support, the East Midlands has identified the need for three kinds of activities:

(a) The creation of a series of proper investment cycles across the region – there are a few examples in the region of authorities harvesting the cashable gains from one initiative to provide the funding for the next, but these are the exceptions rather than the rule. In order to create a 'norm' in which part of the savings from the previous improvement and efficiency project are put into the next, we will set expectations and design and implement mechanisms so that this can happen. We also acknowledge that there is a role for pump priming – but we are determined that such 'pump priming' will not become mere 'project funding'. We will consider funding some improvements on the basis of an investment fund which requires repayment of funding as savings are achieved so that a revolving capacity resource can be developed. In this way, we will build a self-sustaining cycle in which capacity for new projects is in significant part created by the benefits from previous projects. Examples of projects that we will support to deliver this include:

- Articulating the concept, securing buy-in from leaders, promoting the concept
- Case studies
- Recognition scheme
- Making EMRIEP funding contingent on re-investment into the next project

(b) Skills – there was widespread recognition that many staff do not have the techniques, experience or confidence required to conceive, deliver and sustain improvement and efficiency. At the same time, authorities know that some authorities have outstanding skills in small pockets that could benefit and help to build capacity in the region more widely. Examples of projects that we will support to deliver this include:

- Skills training (but beyond 'standard' programmes such as PRINCE 2)

- A 'Time bank' in which authorities swap short sharp 'one hit' bursts of high level skills to address a specific problem held by the recipient authority, for example around procurement and diversity & equalities
- Backfill to enable staff proper time to manage programmes and projects
- Sub-regional (to begin with) graduate recruitment programme, including spells in different authorities (including two tier) and enhanced inter-authority secondment programme
- Regional wide programme to develop 'lean'/systems thinking/ business process improvement techniques (see change methodology below)

(c) Customer focus – we will support business transformation that lead to increased customer focus and improved customer outcomes including effective customer performance and benchmarking increased customer choice and access and improved data sharing around customer service.

(d) Change methodology – change is hard enough, and is made considerably harder for the person doing the changing if they are not sure about how to go about it and/or they are inundated with competing if not conflicting 'schools' of advice on the matter. East Midlands authorities would like to build a strong, simple and consistent approach to change in order that it becomes less threatening, more effective and supported by a shared language across the region (which means that staff working from across authorities do not need to learn from scratch the new authority's approach to change). This is likely to be based on 'lean' systems thinking, which a number of authorities identified as having significant potential. Examples of projects that we will support to deliver this include:

- Information about approaches (e.g. Companion to Change), including myth busting
- Brokering/co-ordinating training
- Providing 'expert bodies' (to begin with)
- Ensuring best practice and intelligence is shared

7. Procurement & commissioning initiatives with cashable savings may well provide the critical 'head room' early on in the improvement cycle

The regional **procurement & commissioning programme** will continue, but will be enhanced in order to do two things: first, it will accelerate and deepen support to our authorities to get maximum improvement and efficiency out of the procurement and commissioning functions; secondly, it will link all of the different areas of activity across the new strategy, since each one is needed in some degree for procurement and commissioning, as follows:

- (a) Leadership
 - Many of our authorities identified that leaders have to promote the profile of procurement and commissioning as functions
 - Authorities want to prioritise procurement and commissioning effort on the big areas of return – they will need to prioritise carefully
 - Bigger vision versus self interest i.e. collective benefits outweighing individual authority gains.

 - (b) Partnership working
 - Many of the shared procurement efforts until now have been about relatively non-controversial goods: now they need to find a way to procure and commission more complex services, such as waste collection and social care collaboratively and so deliver greater efficiency.
 - Joint procurement of complex services will require excellent communications, a commitment to change leadership and , appropriate project resources.

 - (c) Capacity
 - Some authorities have procurement and/or commissioning experts, others do not – we will create a mechanism that makes it worthwhile for those that have this capacity to share it with those who don't
 - Procurement & commissioning require skill, experience and confidence – we will broker and co-ordinate training to build this up across the region
8. The Region recognises that it is critical that the RIEP is able to respond to early warning signs of councils in difficulty or in danger of slippage in specific service areas. The RIEP performance monitoring and reporting arrangements to the Elected Member Board may trigger appropriate **sector led intervention** through the Regional and Sub Regional Partnerships.

Appendix 6 - RIEP Chief Executives Task Group statement on Sustainability

“We recognise and advocate that the good work on ‘sustainable procurement’ as part of the best practice in commissioning and procurement should continue and be developed. The Local Government Sustainable Procurement Strategy provides a framework for action for each region to consider with its local authorities and partners. The activity will significantly help to progress the Value for Money work streams on ‘smarter procurement’ and ‘collaboration’.

Sustainable procurement contributes to the long-term integrated economic, social and environmental wellbeing of communities. It clearly delivers genuine Value for Money for citizens and helps to build resilient communities for better public health, social, local economic and environmental outcomes. Such work helps to reduce environmental harm – particularly linked to climate change – and reduces the financial costs that arise from unnecessary waste, poor resource use and demand management.

Adopting a sustainable development approach as part of collaborative working at the regional, sub regional and local levels has a positive role to play in place shaping to improve the prosperity and vitality of communities. It will help maximise the positive contribution that all sectors – public, private and the third party – can make to the delivery of services to improve the quality of life for all communities.

Enhancing the robustness of, and linkages between, practitioner improvement networks reduces duplication, saves time and money, catalyses innovation and rivers up performance improvement and builds capacity that empowers better leadership.

Adopting and mainstreaming sustainable procurement will enhance the whole business transformation of services.

We will ensure that the valuable synergy of sustainable procurement is not lost. We will ensure that it is fully considered and appropriately embedded in the evolution and delivery of our Regional Improvement and Efficiency Strategy and programmes.”

A programme to support this activity is being developed in conjunction with our local authorities and will feature in detail in the EM RIEP 2008/9 Business Plan