

# Delivering Two Unitary Councils for Cumbria

LGR Implementation Plan  
(May 2022)

Local Government  
Reorganisation

Delivering Two New Councils  
for Cumbria



# Vision and Ambition for Cumbria



- We have a once-in-a-generation opportunity to shape the county's public services for the better.
- This implementation plan, which will develop overtime, will facilitate the development and the creation of two distinct councils focused on the specific communities they will serve.
- Vesting Day, on April 1, 2023 is a significant milestone and will be the start of the next stage of the journey, with the process of transformation continuing after this point.



# Two New Councils for Cumbria

**Our Vision** for Cumbria is that in creating the two new Councils we will promote Cumbria with strong and fair representation for our communities and businesses. Our services will drive sustainable economic growth, enable safe and healthy lives and deliver value for money for everyone.

**Our Ambition** as we move through the LGR programme is that we create:

- Two new financially sustainable unitary authorities, that operate safely and legally from day one, whilst providing improved access to services, a seamless transition for our customers and stakeholders, and a great place to work for employees. We will ensure that on vesting day services operate to at least the standard they did before.
- Foundations to enable the new organisations to further transform and improve outcomes for residents, businesses, partners and the environment with Vesting Day being a milestone on a transformation journey which is likely to take 5-7 years.
- Governance structures that enable the two new councils to raise ambitions and become more successful in terms of place, so that the economy is transformed, and the opportunities and life chances of all residents are significantly improved.
- Ways of working that deliver local, responsive, accessible, high quality, services efficiently and in collaboration with our partners.
- Governance structures that realise the opportunities of creating two unitary authorities to reflect the distinctiveness of place, but also facilitate operating on a Cumbria wide basis when this will bring investment to the area or mean they function more effectively.
- Councils who share decisions and power with the communities of Cumbria.
- Councils who ensure staff are fully supported through the process and are able to see and benefit from the opportunities LGR presents.
- Councils who elect and induct Members to lead the new unitary authorities and provide community leadership.



# Our Implementation Approach – Values

To achieve this, we have adopted a set of values to guide our work together, and a set of design principles to guide the transition of services to the two new Councils.

Underpinning this is a One team – One Programme – Two Plans approach.

## Our **Core Values** are:

- Open and transparent
- Collaborative
- Supportive and strength based
- Put organisational boundaries aside
- Committed

...and we are committed to:

- Sharing resources (for the programme and to support service needs in the transition period)
- Using principles of co-design and production
- Being evidenced based and giving due consideration to professional expertise
- Once and together – a single hub model
- Remaining conscious of what is best for the communities of Cumbria, and the different needs and opportunities in Cumberland and Westmorland in Furness
- Acting and speaking collectively for the programme, whilst respecting the sovereignty of authorities



# Our Implementation Approach – Design Principles

We have agreed to design our new Councils using the following Organisational Design Principles:

- **Creating Strong and Accountable Leadership** – at local and strategic level through effective member-led governance.
- **Outcome-focused** – a focus on delivering better outcomes and realising the benefits of local government reform.
- **Customer and community-focused** – ensuring that the needs and aspirations of customers and local communities are at the centre of the design of new structures.
- **Creating Sustainable Communities** – putting the creation and support of sustainable communities and sustainable development at the core –recognising the diversity of local communities, and the opportunities and challenges of the area’s rurality and unique geographies and landscapes.
- **Place-focused** – building on place-based approaches, local decision-making, co-production and community-based delivery mode.
- **Promoting Public Health approaches** – putting public health approaches at the centre of new models focusing on prevention and early intervention.
- **Climate and Environment-focused** – creating organisations and developing models of delivery with environmental sustainability, protecting and improving biodiversity, achieving net zero and the impacts of climate change at their core.
- **Promoting Inclusive Economy approaches** – focusing on both local and strategic approaches to build strong and inclusive economies, realising the benefits of collaboration to unlock inclusive economic growth.
- **Collaborative and Strength-based** – building on collaborative and strength-based approaches with individuals and families, with communities, and with local and strategic partners. Do with not do to.
- **Evidence-based** – informing decisions through a good understanding of the needs and aspirations of communities, and of best practice.
- **Modern, Innovative and Digitally-enabled** – unlocking innovation to modernise public services which are agile and adaptable. Ensuring digitally-enabled models fit for the 21st century.
- **Financial sustainability and Value for Money** – providing the best value for money through delivery of efficient and effective services and building long-term financially sustainable organisations.
- **Creating positive organisational cultures** – creating new organisations with cultures that promote positivity, creativity, flexibility, the building of positive relationships and emphasising the importance of being learning organisation
- **Valuing the Workforce** – valuing the skills, knowledge, capabilities and commitment of our greatest asset.

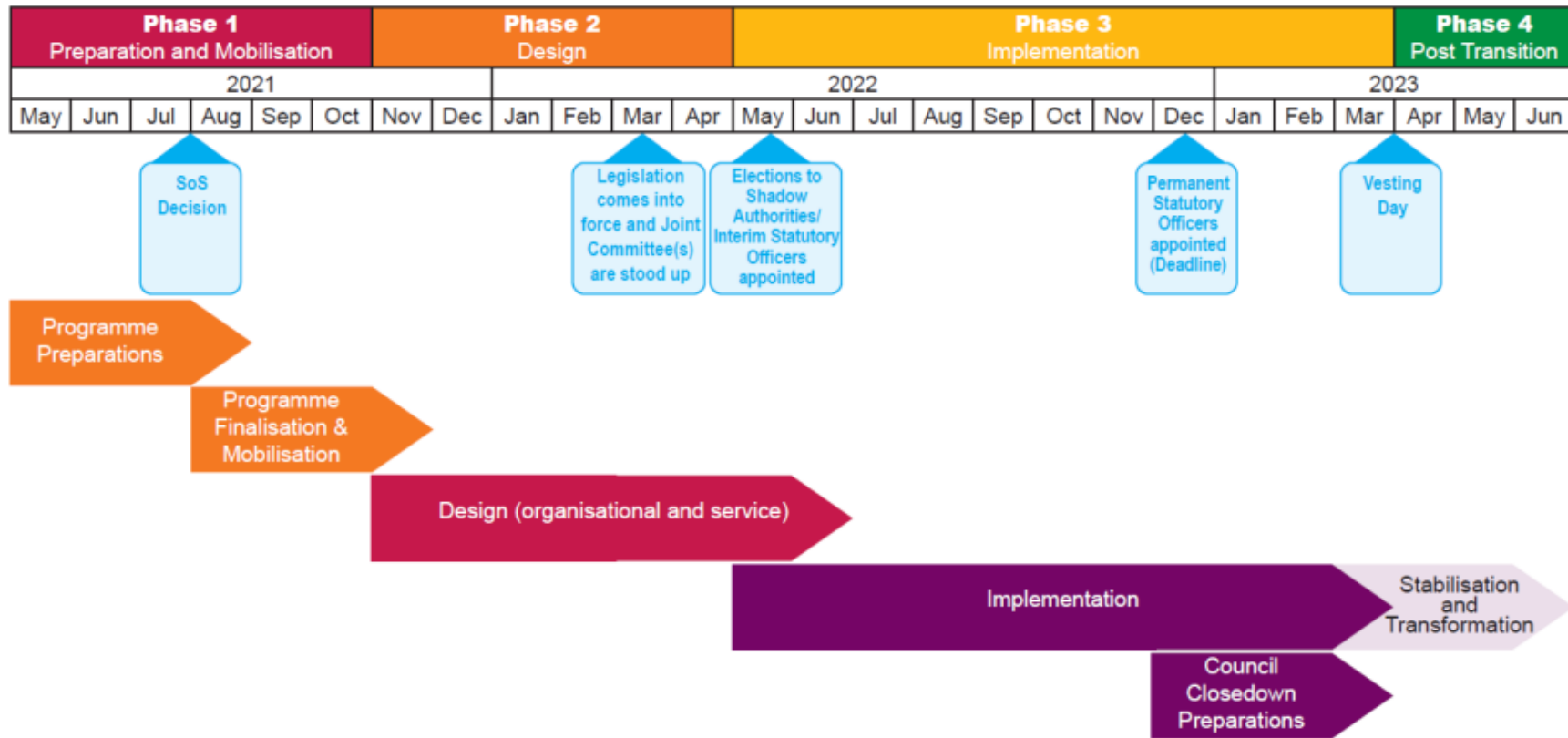


# Timeline and Phasing

- The high level Programme timeline to deliver the unitary Councils of Cumberland and Westmorland and Furness is set out on the following slide.
- A Programme has been developed in a series of phases that will enable the two Councils to deliver improvements from day one (vesting day – the 1 April 2023), including in relation to ease of customer access. The Programme will ensure a smooth transition to the new arrangements, operation in a safe and legal fashion, and the building blocks for further transformation and delivery of benefits for local communities.



# LGR Programme -Timeline and Phasing



# Design Phase

- We have developed a design phase for the two new Councils and this involves a series of stages outlined on the following slide.
- At the time of writing, this phase of the Programme, involving developing officer recommendations for Shadow Authority consideration, is nearing completion. The work that has been done in this phase continues to be collated and assessed and will inform the development of draft service baseline Blueprints, describing the services, staff and budget each Council will have on vesting day.
- The development of these will be iterative as the detail will be developed through discussion with Members and incoming leadership teams and as part of the strategic planning process.





# Design Phase

November	December	January	February	March	April	May	June
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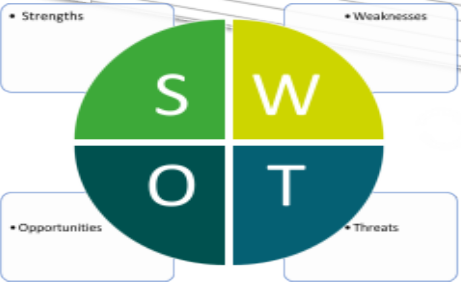
Stage 1: Scope of Themes, Introduction to services

Stage 2: Service Profile/Baselining, SWOT, Options Identification

Stage 3: Options Appraisal Review

Stage 4: Draft Blueprints Developed

Stage 2-4: Day 1 Requirements and Interdependencies Identified



# Design Phase – Design Options, Day 1 Requirements and Initial Service Baseline Blueprints

- Over the last few months the process of considering the high level design options for services has followed the approach shown on the next slide.
- The starting point is to disaggregate, aggregate and integrate services into two separate Councils unless there is a compelling reason not to do so, to deliver the requirements of legislation.
- We continue to consider all options, evaluating these to arrive at a preferred option for each service on Day 1. It might not be possible to reach the preferred arrangements for service delivery on Day 1, in which case transitional arrangements will be recommended.
- Officer recommendations will be brought together in the draft service baseline Blueprints for how services in the new Councils will operate seamlessly from vesting day, so that they can be considered by the Shadow Executives and Scrutiny Committees now they are established. Members will be involved in discussions and considering the work done to date to enable input before Blueprints are finalised.
- The design phase has also involved the identification of those critical elements without which services will not be able to function effectively on vesting day, (“Day 1 Requirements”), regardless of the design of the service.



# Design Options

**Working assumption**  
Programme is creating two new unitary councils, each with their own services

Other options may be considered where there is a strong case to do so (e.g. affordability)

Difference between Design (configuration of services) and Delivery vehicles (outsourcing, TECKAL etc.) which could be considered by the new authorities

## 1 Separate services

Each authority delivers its own service aligned to the geographical boundaries

### Disaggregation

Split existing countywide service to unitary council (1 to 2)

### Aggregation

Combine existing district services to unitary council (3 to 1)

### Integration

Services currently provided by all councils' (mainly internal support/back office). Require disaggregation before integrating to unitary (7 to 2)

## 2 Joint provision Shared services / collaboration

### Shared service

Joint governance

### Hosted

Led by one authority, each retains statutory duties

### 3 Strategic Sub-regional Governance Model

## 4 Provided by others

### Alternate delivery model

 Separate entity, LATC, TECKAL

In some service areas a hybrid of options may be appropriate, and transitional arrangements may be recommended for day 1

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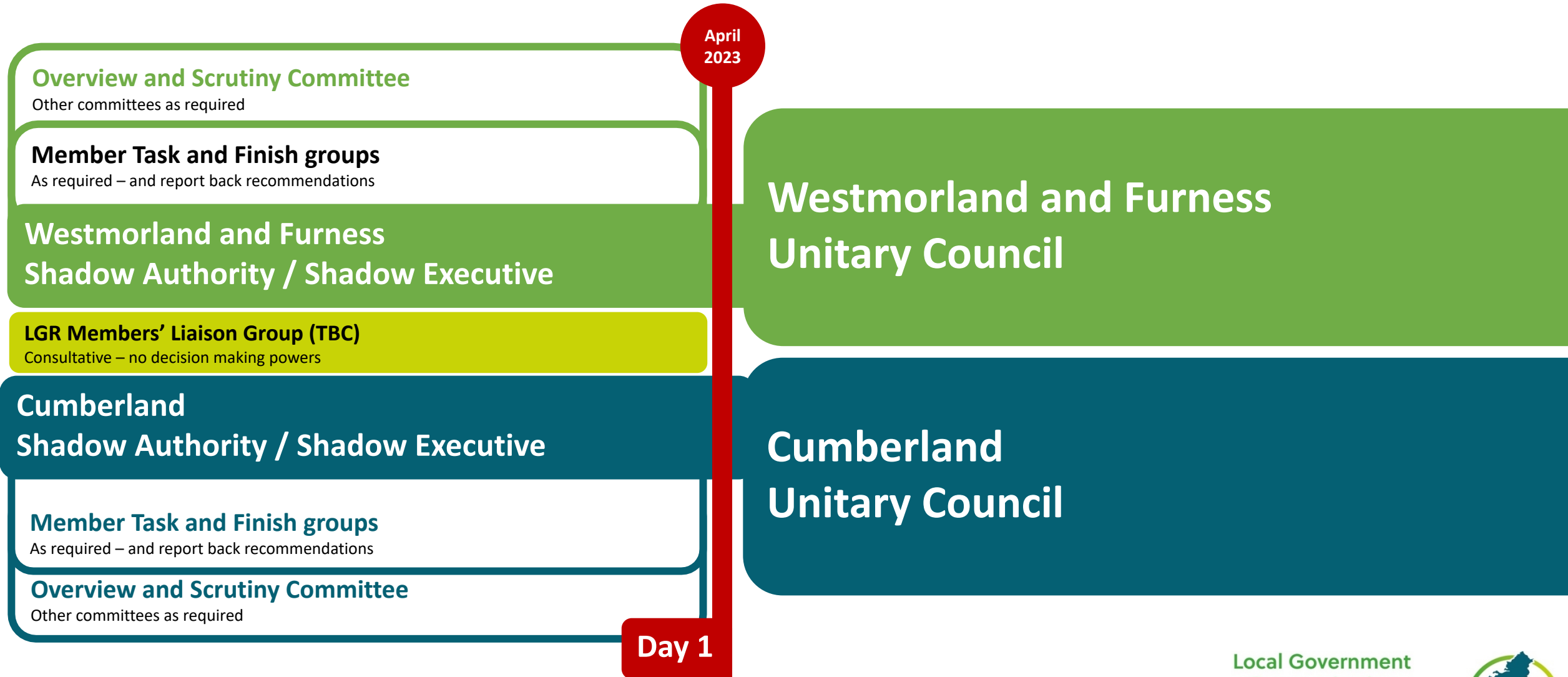


# Democratic and Programme Governance

- Democratic and programme governance arrangements are in place to oversee the transition to the two new Councils on 1 April 2023, and to ensure that they can operate safely and legally from day 1.
- The Joint Committees which oversaw the transition work after the Structural Changes Order came into force, were stood down following the first meeting of Shadow Authorities on 17 May 2022.
- The two Shadow Executives and other key committees are now in place, and Interim Heads of Paid Service, Chief Finance and Monitoring Officers designated, in line with requirements. Permanent Heads of Paid Service, Chief Finance Officers and Monitoring Officers are required to be appointed by 31.12.22. The two Shadow Authorities gain full powers on vesting day, 1.4.23.
- There are two types of work involved going forward – transitional work and the work the Shadow Authorities are leading, with support through the programme, to set themselves up for vesting day and beyond.
- The next slide describes the democratic governance structure, from May 2022, to 1.4.23.



# Democratic Governance to April 2023



# Programme Governance and Structure cont.

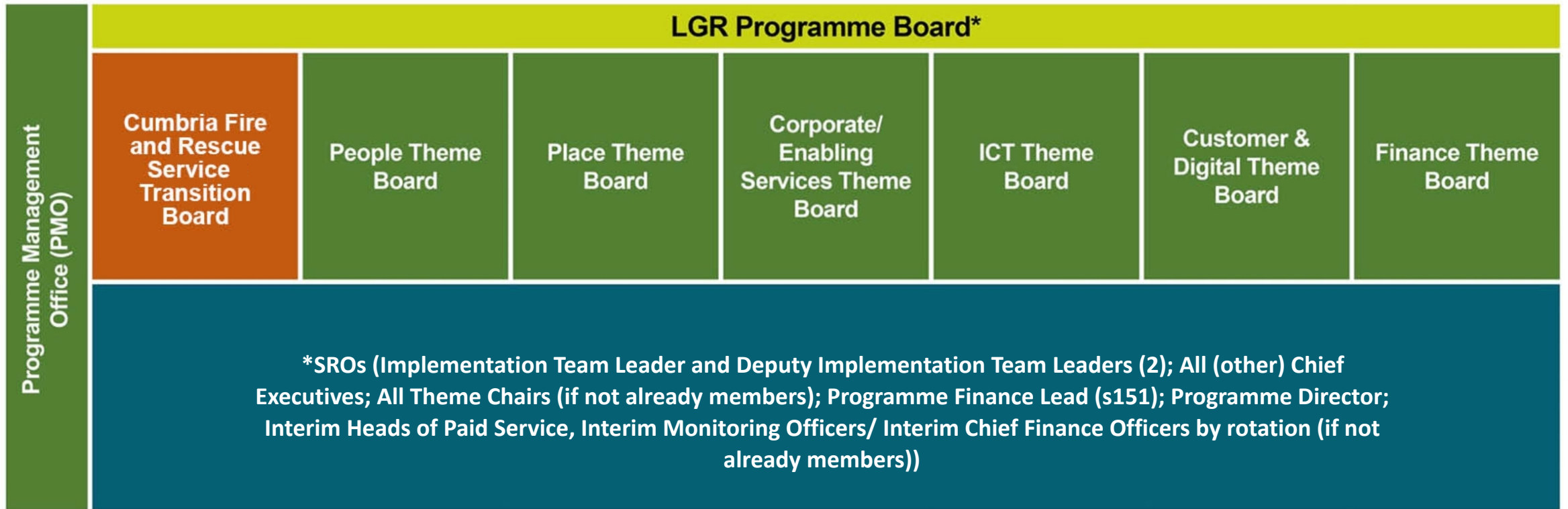
- In terms of officer level programme governance, the work to move to the two new Councils continues to be organised in a series of themes, with representation from all Councils, complemented by individual pieces of cross cutting work, for example in relation to economy and devolution. There is also an aligned piece of change work in relation to the options for the future of the Cumbria Fire and Rescue Service.
- A series of thematic officer boards are operating, involving senior representatives of the County Council, and from the Cumberland and Westmorland and Furness Councils, together with subject matter experts to oversee the work involved in setting up the new councils. There are six boards currently, with a series of workstreams/work packages in each. The number and focus of the boards reviewed periodically to ensure they remain fit for purpose.
- LGR Programme as a whole is overseen by an LGR Programme Board at the most senior level of representation from sovereign councils. The arrangements are shown diagrammatically on the next two slides.



# Programme Structure

THEMES						
CUMBRIA FIRE AND RESCUE SERVICE (Aligned programme)	PEOPLE	PLACE	CORPORATE/ ENABLING SERVICES	ICT	CUSTOMER & DIGITAL	FINANCE
	Adults / Children & Families / Public Health	Environment / Economy & Devolution / Community & Locality / Safety, Resilience and Public Protection	Strategic Core / Change Facilitators / Transactional Services	Infrastructure / Applications / Technical Architecture / Security / Service Continuity	Customer and Digital Strategy / Customer and Digital Service Functions / Website / On-line Services	Disaggregation of Budgets / Creation of balance sheets / Financial & Commercial Stability / Benefit Realisation
	Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)	Workstream(s)

# Programme Governance





# Implementation Phase

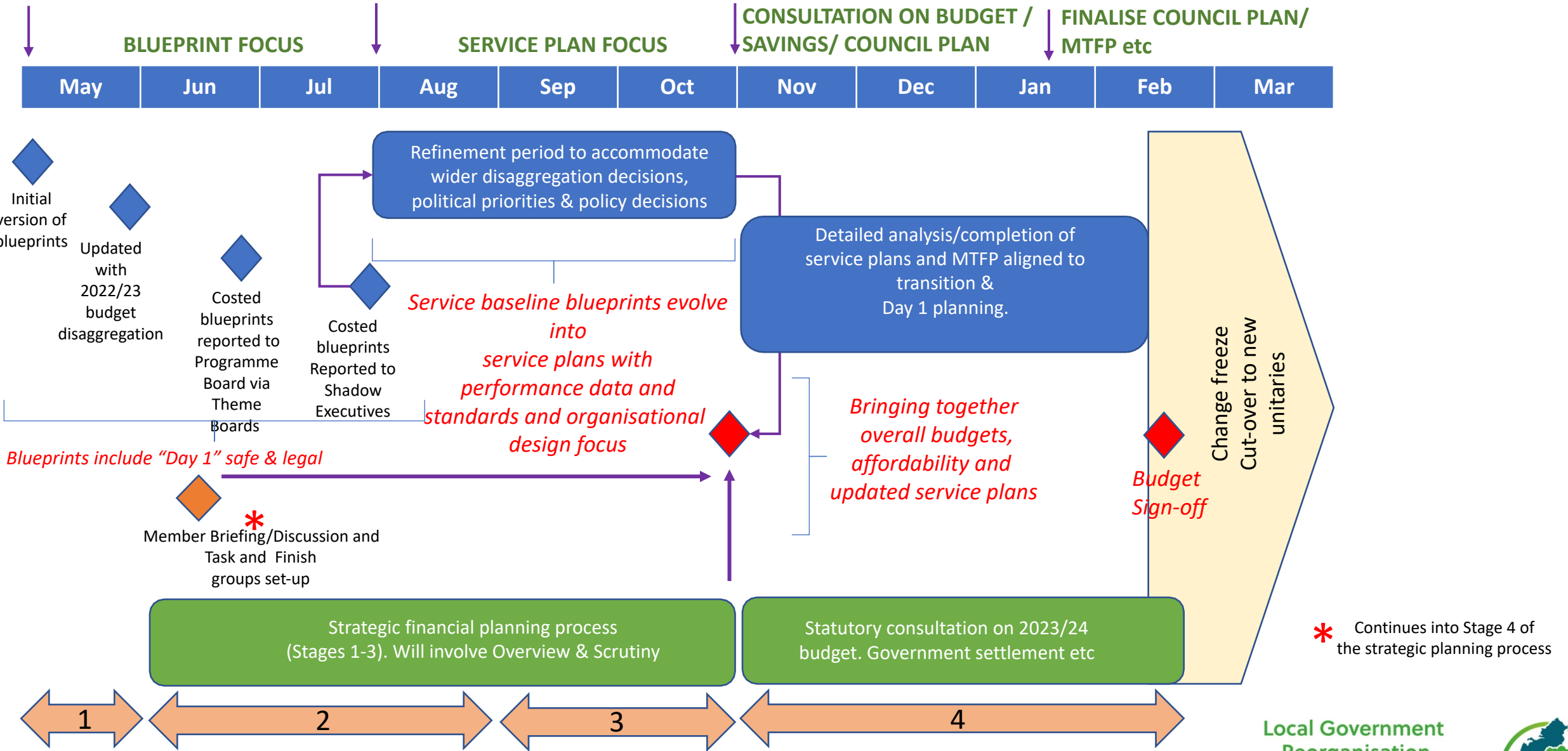
- The design phase of the programme is coming to a close, and we have entered the Implementation Phase.
- As described in preceding slides, Day 1 Readiness Planning involves identifying the must haves for day one, what achieving these relies on (interdependencies), and the order in which these need to be addressed. Detailed critical paths are also in place/under development for different workstreams/work-packages as part of Day 1 planning. This will enable more detailed reporting on the Programme over the coming months.
- In the rest of the design phase the draft Blueprints that are being developed, will contain the details of the resources available to each service based on 2022/23 budgets. Work over June, to look at budget disaggregation/aggregation, including savings proposals, will result in costed Blueprints, for consideration of Shadow Authorities for taking into the Strategic and Service Planning processes over the summer/early autumn period.
- The next slide describes the high level time line for the Implementation phase of the LGR programme, a detailed timeline involving Critical Programme Milestones is nearing completion for reporting in due course.



# Implementation Phase – High Level Timeline

	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	
	2022								2023			
Day 1 Readiness	Day 1 plans for Cumberland, and Westmorland and Furness refined and delivered (two plans with some joint and some specific requirements)											
Blueprint / Service Planning	Draft service baseline blueprints considered, refined, and adopted by Shadow Authorities			Discussion of draft service baseline blueprints and refinement of service plans through budget process								
Corporate plans / policies	Development of Council Plan and required Day 1 policies and plans, in tandem with budget process											
Organisational structure	Interim statutory officers designated	Recruitment of Chief Executives/ Senior structure options developed			Consultation and filling of structures to meet statutory requirements and operational needs							
Strategic Planning (other)	See slide 19											

# Blueprints, service plans and strategic financial planning



May 2022

*Strategic financial planning stages*



# Next steps

- The next steps in the programme will be to further refine Day 1 plans, continue consideration of draft service baseline Blueprints with Member input, finalise the officer recommendations on options for Day 1 operation, and the final version of draft Blueprints for Shadow Authority consideration.
- Preparations for operation of the new Unitary Council's from vesting day (Day 1 work) including laying the foundations for future transformation will continue.
- The Implementation Plan will be kept under review, and progress reported to the new Shadow Authorities.
- The One Programme approach will continue – with two sets of plans developing overtime.

