



GOVERNMENT ADVISORY

Bradford Partnership Collaboration in corporate support services

November 2009

Final report

ADVISORY

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1. Introduction, scope and approach

Corporate and support services in the four partner organisations is a significantly sized business involving over 2,800 full time equivalent staff and costing almost £166 million

Corporate and support services		
Partner	Staff involved in corporate services (FTEs)	Total corporate and support costs (£(000s))
Bradford Council	1,233	73,186
Bradford & Airedale PCT	200	11,011
University of Bradford	374	19,201
West Yorkshire Police	1,057	62,283
Total across partners	2,864	165,681

The costs of corporate and support services shown here include staff related costs, outsourced expenditure and other transport and supplies costs.

Not all partner organisations were represented at each of the collaboration workshops. In addition, some partners have already outsourced significant expenditure on specific elements of corporate and support services.

Collaboration may take the form of two or three organisations working together on specific opportunities rather than all four.

Collaboration across the Bradford

- Sharing corporate and support services across the Bradford region offers a great opportunity for each partner to improve service provision, promote greater professionalisation of these key support services as well as meeting head-on the budget and cost reduction pressures that each organisation is independently planning for. Choosing to meet these pressures in a co-ordinated and collaborative way will increase the potential dividend available to all. Collaboration is a great way to promote Bradford's interests and grow collaboration and sharing further afield
- We believe collaboration may bring greater benefits than organisations operating alone

Introduction

- The Bradford partnership is an novel and pioneering attempt to look at how Bradford might lead the way in working collaboratively. It is potentially, a first of a kind partnership and began when Bradford Council, Bradford and Airedale PCT, University of Bradford and West Yorkshire Police began discussing the financial pressures that they face and how these pressures could be dealt with more effectively as a group. The aim of this project has been to assess cost reduction opportunities in each partner organisation and to determine the potential for sharing and collaboration amongst the partners to deliver identified opportunities

Scope

- The following corporate and support functions are in the scope of this work
 - communication and marketing
 - finance
 - human resources
 - initial customer contact
 - IT
 - performance management
 - secretarial and admin in corporate and support services
 - facilities management
 - asset management
 - legal services
 - procurement

Approach

- The approach can be summarised in four main steps
 - gather data on people costs and effort required by function and organisation
 - hold a series of function specific work shops with subject matter experts from all four organisations
 - consult on work shop findings and gather further evidence
 - report back to senior management of each organisation

2. Findings

The high-level assessment in this report has identified potential sustainable benefits in the range £5 million to £10 million that could be unlocked through collaboration and sharing corporate and support services

There are additional qualitative benefits that are promoted through collaboration and sharing like

- greater professionalisation of services through shared insights and shared leading practice
- enhanced job content for staff
- better information and access to it
- released capacity that can be redirected within organisations

We have rated our findings in accordance to our view on the benefits they would bring (both from a qualitative and quantitative perspective) and the degree of difficulty to implement

For all areas options have been presented that will allow senior management the opportunity to consider a number of opportunities with varying degrees of benefit, complexity and investment

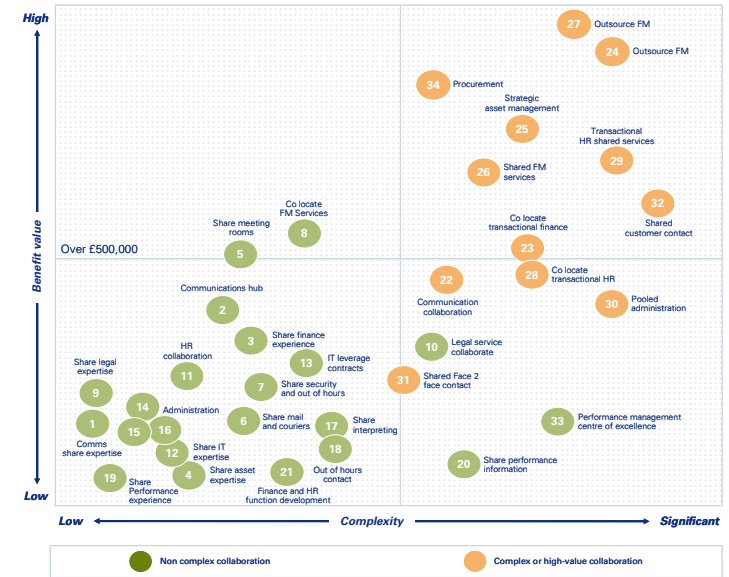
The challenge is now to build on the momentum created and move swiftly towards implementing low complex and higher value projects

Findings

- This work has demonstrated that there are a wide range of opportunities to collaborate and share benefits in corporate and support services across partners. Staff from all organisations attending the collaboration workshops displayed a thirst to know more about each others experiences. Through exchanged telephone numbers and email addresses they have already started the collaborative process
- The estimated gross financial benefits in collaboration and sharing are between **£5 million to £10 million** per annum. These opportunities have been categorised by benefit value and complexity and displayed on the diagram opposite and in the pages that follow
- Some of the opportunities identified will provide quick wins with significant and tangible financial savings. Achieving benefits in the higher value opportunities will require increased trust between organisations backed by unified senior leadership. However the benefits related to collaboration and sharing services are not just about the financial benefits that can be gained. Collaboration and sharing services also offers opportunities to
 - increase the professionalisation of corporate and support service functions through the sharing of experience and insights and through common processes and ways of working
 - better access to improved performance information that will support an enhanced level of risk management across Bradford and improve decision making
 - unlock capacity and capability in corporate support services that can be redirected to greater value-adding activity in front-line services

Maintaining pace and momentum

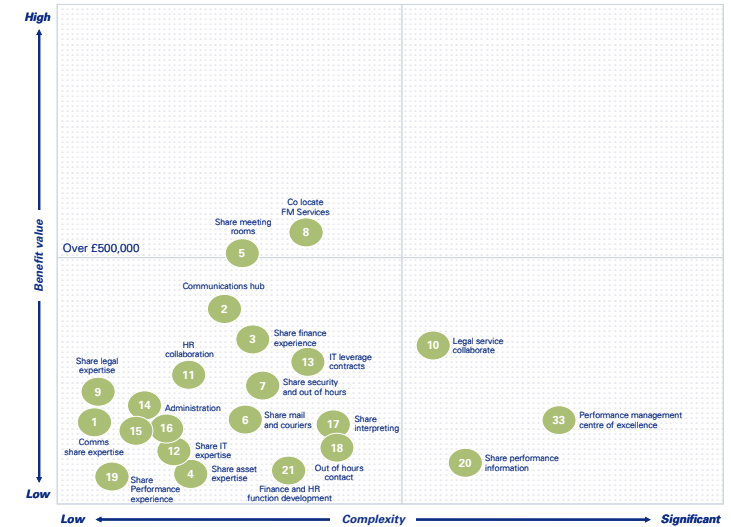
- A huge amount of momentum has already been created through the workshops, building on this is best achieved by moving quickly and creating 'live' projects
- The development of a portfolio of collaboration activity that delivers confidently and quickly is the best way to create the successful and supportive environment that will underpin delivery of the more significant benefit areas. It will also provide the partners with a means to demonstrate early progress in collaborative working and sharing services
- We believe that the more that the four partners work together on collaborative projects the greater the appetite will be to do so and the more likely that significant benefit can be unlocked



3. Non-complex collaboration opportunities

- There are a wide range of non-complex collaboration opportunities that would improve corporate and support services. A range of factors have been considered in the assessment of complexity of these opportunities. These included
 - there being little or no additional financial investment to quantify and confirm financial benefit levels
 - a low or zero initial cost to implement
 - a low impact on staffing in each partner organisation
 - a low level of IT enablement required to make it happen
 - implementation possible in a three to six month timescale
- Some of these opportunities represent quick wins with significant and tangible financial savings. These opportunities should feature in the next stage of agreed collaboration activity. Collaborating in other areas would demonstrate
 - Greater sharing of experience, innovation and insight
 - Early steps on the journey to meeting the needs of the place of Bradford in a co-ordinated way
 - An intention to get started and develop trust

ID	Function	Opportunity	Value (£000s)
1	All services	Share expertise, service plans leading practice and insights. Second staff	
2	Communications	Create a 'Hub and Spoke' delivery model sharing common 'Place' activity	80
3	Trans finance	Share Internal Audit	
5	Facilities	Share availability and access to meeting rooms to reduce external spend	600
6	Facilities	Share mail and courier services for Bradford based organisations	
7	Facilities	Share security and out of hours services	
8	Facilities	Co-locate staff provide shared rooms, mail and courier services, security, out of hours	750
10	Legal services	Collaborate and share services. Conveyancing, accidents at work, data protection	
13	Info technology	Share contract details – extend scope of existing contracts	
14	Administration	Share diary management	
15	Administration	Collaborative service for document production and shared minute taking	
16	Administration	Collaborative travel booking service for rail, air, hotel and other	
17	Customer contact	Share interpreting resources	
18	Customer contact	Improve the consistency of out of hours customer contact	
19	Performance mgmt	Create a formal Bradford forum for performance management	
20	Performance mgmt	Share performance management information through the Bradford Observatory	
21	Strategic finance/HR	Share staff on strategic projects	



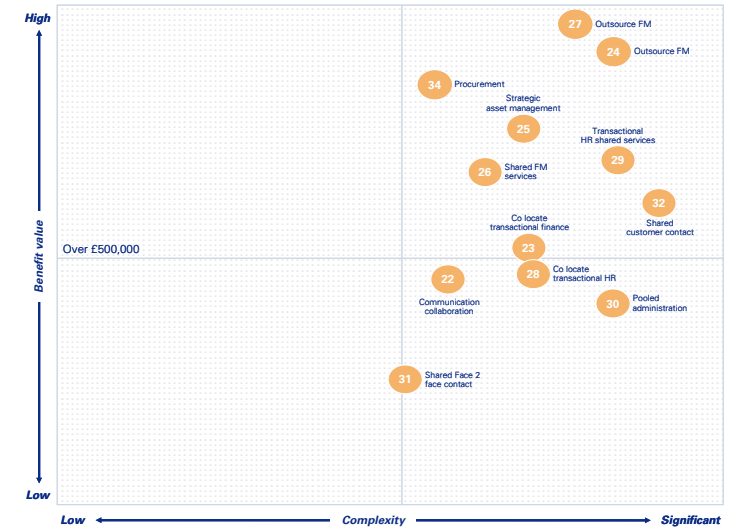
Implementing non-complex collaboration

- Moving swiftly into the implementation of these non-complex collaboration opportunities requires
 - the agreement of a portfolio of opportunities to take forward into implementation. These should include financial benefit generating opportunities
 - the creation of high-level sponsorship and governance arrangements to secure resources, set priorities and implementation targets and monitor progress
 - the establishment of workstreams involving the heads of services in partner organisations that would be given accountability for the delivery of collaborative working opportunities
- Collaboration at this level will be both novel and innovative. Innovation here means taking good ideas from each other, leading practices from other industries and sectors and the incremental improvement of existing ways of doing things
- It is best to start in a pragmatic and measured way

4. Complex or high-value collaboration opportunities

- There are a range of high-value opportunities for the four Bradford partners to collaborate and improve corporate and support services. Movement towards some of these opportunities to share services will complement Bradford's response to 'total place'
- These opportunities have significant potential financial benefits. These are complex because
 - further work is required to define the operating model for the future
 - the payback on initial investment may stretch over one year from commencing work
 - there is likely to be an impact on staffing through headcount reduction or through staff having to physically relocate their current place of work. The costs of change to make these opportunities happen will be high
 - these opportunities could require high-calibre, dedicated third party expertise
 - the timelines for implementation extend beyond six months
 - leadership level support will be required before these opportunities can be pursued

ID	Function	Opportunity	Value (£000s)
22	Communications	Create one communication and Marketing team	450
23	Transactional finance	Co-locate transactional finance resources. Reduce overheads	500
24	Transactional finance	Full sharing of systems and processes. Better standards and consistency	2,000
25	Asset management	Shared strategic approach to space planning, asset disposals, across Bradford	Significant
26	Facilities mgmt	Shared FM function covering repairs and maintenance, catering, cleaning, etc.	1,600
27	Facilities mgmt	Competitive dialogue approach to outsource facilities management	1,600+
28	Transactional HR	Co-locate HR staff. Reduce overheads. Share recruitment	500
29	Transactional HR	Full sharing of systems and processes. Better standards and consistency	1,500
30	Administration	Pooled administration service dealing with standard administration tasks	600
31	Customer contact	Share face to face contact in Bradford	
32	Customer contact	Shared customer contact across partners	Significant
33	Performance mgmt	Shared performance management centre of excellence	200
34	Procurement	Share a category based procurement approach	2,400



Implementing complex collaboration

- Moving swiftly into the implementation of these complex collaboration opportunities requires
 - additional scoping work to prepare strategic business cases that will confirm, justify and prioritise implementation activity
 - the agreement of a portfolio of opportunities to take forward as projects within a programme of implementation
 - the creation of high-level sponsorship and governance arrangements to secure resources, set priorities and implementation targets and monitor progress
 - the establishment of project teams focused on each project

5. Summary of opportunities

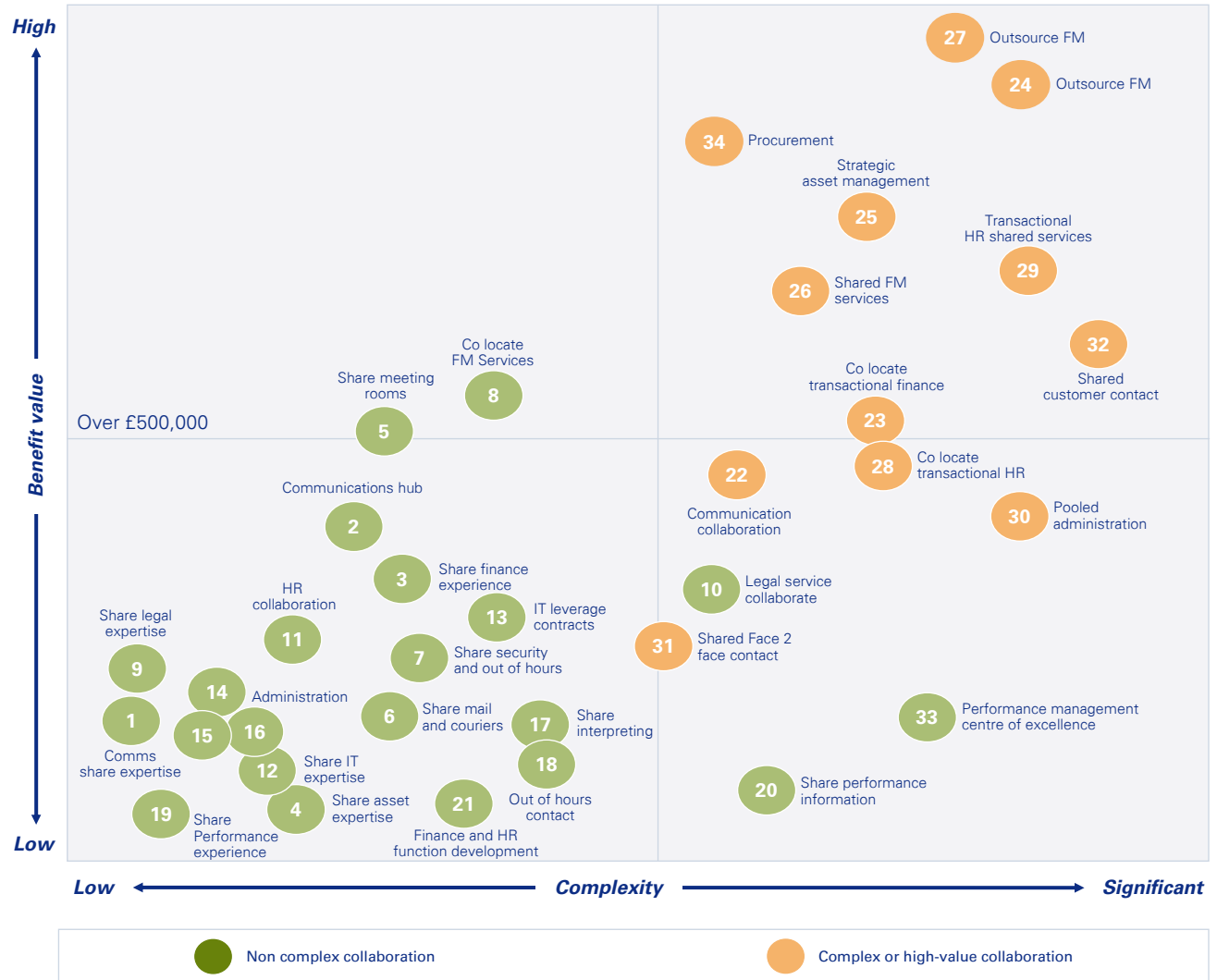
This diagram places each of the collaboration and sharing opportunities according to their

- relative complexity to implement
- relative benefit level

The opportunities shaded in green represent low complexity collaboration opportunities and those in orange are the high value or complex opportunities

Complexity has been assessed by considering

- whether additional scoping work is required to validate and confirm benefit levels
- implementation costs
- impact on staff
- IT enablement
- implementation timescale



6. Making collaboration and sharing happen

Benefit realisation is more than setting out benefit targets in a business case

To work this collaboration initiative must have a robust implementation plan that is adequately resourced and has clear delivery objectives and that is rigorously monitored. Putting these factors in place is the only way to ensure the delivery of

- improved corporate and support services
- reduced costs of delivery
- improved customer and citizen outcomes

The complex and high-value collaboration opportunities will require additional scoping work to produce Strategic Business Cases. This is because

- the complex collaboration opportunities will require up front investment to confirm benefit levels and have longer pay-back periods. These should be supported by a detailed business case to justify the investment.
- it may not be appropriate for all partner organisations to share all corporate and support services. For instance, there are different geographical boundaries and different levels of outsourcing that will impact the appetite and priorities for collaboration.

Governance

- Partners should establish a collaboration delivery programme board with board members who can commit their individual organisations to collaborative ways of working and carry the authority and credibility to influence their own organisations. The board will also have a role to align any collaborative work done with any emerging recommendations within the total place initiative or other change programmes

Implementing a balanced portfolio of opportunities

- The movement towards more collaboration and shared ways of working is a journey that must be based on mutual understanding and trust. This collaboration exercise has identified 34 discrete areas where collaboration and sharing could take place. However, it is not necessary nor is it advisable to do all at once. Instead, adopting a balanced portfolio of improvement opportunities will allow
 - focus on delivering early wins sharing success and demonstrating the benefits of collaboration to each partner organisation and to local communities. Having these ‘credits’ in the bank will be important from a behavioural perspective for staff and senior stakeholders alike when more complex opportunities with greater organisational impacts are then pursued
 - resources to be targeted on pump-priming the more complex initiatives

Programme area	Recommended actions
Governance	<ul style="list-style-type: none"> ● Agree High-level governance arrangements for the collaboration implementation programme ● Agree terms of reference for the programme board ● Secure and confirm key staff contacts within each organisation for implementation activity ● Establish benefit realisation approach
Non-complex collaboration opportunities	<ul style="list-style-type: none"> ● Progress all of the non-complex opportunities identified in this work. This means: <ul style="list-style-type: none"> – creating collaboration working groups in each corporate services area formed of Heads of Service in each partner organisation – providing formal objectives for each working group including: <ul style="list-style-type: none"> ● initial confirmation of baseline and business cases ● accountability for the delivery of non-complex collaboration opportunities identified in this exercise ● identification of further collaboration and shared service ideas in corporate and support services ● formal quarterly progress reporting to the Programme board
Complex and high-value collaboration opportunities	<ul style="list-style-type: none"> ● Commission additional scoping work and the preparation of strategic business cases for: <ul style="list-style-type: none"> – space planning and utilisation – looking specifically at opportunities to share space, maximising the utilisation of space, creating a co-ordinated approach to the disposal of property, working jointly to support carbon reduction initiatives and flexible and mobile working across partners in Bradford – procurement spend analysis – conducting detailed spend analysis to confirm joint procurement initiatives – finance and shared service opportunity – examining the approach to developing shared services – customer contact opportunities – examining ways that partners can reduce avoidable contact and share existing arrangements
Implementation plan	<ul style="list-style-type: none"> ● Agree a balanced portfolio of opportunities including the non-complex collaboration opportunities and the additional scoping exercises for the complex and high-value collaboration opportunities.

Disclaimer

Limitations

- This report has been prepared on the basis set out in our engagement letter
- This report is for the benefit of Bradford Council only
- This report is for limited and confidential circulation only
- This report is strictly confidential to Bradford Council
- This report may be copied or otherwise distributed in whole or in part internally to Bradford Council, University of Bradford, Bradford and Airedale PCT and West Yorkshire Police as agreed by Becky Hellard, Sue Kershaw, Rhys North and Nigel Brook
- Not all partner organisations were represented at all of the collaboration workshops held in October 2009. There may be additional circumstances for some partners that could not be taken into account. Collaboration opportunities may offer benefits for some but not all partners
- Nothing in this report constitutes a valuation or legal advice. We have not verified the reliability or accuracy of any information obtained in the course of our work, other than in the limited circumstances set out in the contract
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- There are some important limitations to the work that we have undertaken to date for the Bradford collaboration partners. In particular, we would draw attention to the following
 - our work has been based upon information and data provided by partner organisations. We have not verified the accuracy or sources of this data, nor have we audited this data
 - although you may rely on our work to the extent set out herein, we may not have become aware of all of the facts or information that you may regard as relevant. KPMG has not performed an audit or carried out any tests or verification work on the information provided. We therefore reserve the right to further review and refine the contents of this document should any new information become available
 - our findings and recommendations have been conscientiously and objectively produced on the basis of the information available at the time. They are subject to many factors beyond our control including the market conditions at the time that any future management option is put into place
 - we have worked jointly with council staff in developing our proposals. We have therefore placed reliance upon their information, understanding, and judgement
 - all proposals for change need to be subject to a separate process of detailed design, planning, implementation and assurance