



Cardiff UNISON

Cardiff Council's Transformation Strategy:

An assessment and the case for a new approach to Public Service Reform



**European Services
Strategy Unit**

(Continuing the work of the Centre for Public Services)



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The **European Services Strategy Unit** is committed to social justice, through the provision of good quality public services by democratically accountable public bodies, implementing best practice management, employment, equal opportunity and sustainable development policies. The Unit continues the work of the Centre for Public Services, which began in 1973.

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Part 1:

Introduction and context

Context

This report has two important functions. Firstly, it is an assessment of Cardiff Council's transformation strategy that was approved by the Council in December 2008. Secondly, it sets out an alternative transformation strategy. A separate report, *TATA Contract Strategy*, makes a number of recommendations to ensure the Council, services, staff and the local economy gain the maximum benefit, if or when, the contract is implemented.

Case for change

Cardiff UNISON is not challenging the case for change. No service can standstill or retain the status quo when there are changing economic, social and environmental needs, rapid changes in information and communications technology, ageing of the population and other demographic changes and a financial crisis rooted in the failure of financial markets and regulatory regimes.

We do, however, challenge the scope and content of the Council's transformation strategy.

Cardiff as a global leader and world class city

Of course the city has ambitions. Different organisations, campaigns and interests have visions and ideas of how the city can be improved and developed. This is an essential part of planning and development of the city. Some of these ideas and visions are included in the Community Plan 2007-2017.

But virtually every city now aspires to be 'world class'. The NHS is committed to 'world class commissioning and procurement' and the phrase is widely used to promote new public management. Community Strategies are in danger of becoming mere wish lists with little substance and limited ability to achieve the objectives and targets.

Problems arise when the rhetoric takes over from reality. The branding of cities and projects only serves to devalue the term 'world class' – the implication is that a high performing service is no longer good enough.

Seeking 'world class' status has consequences, as this objective is likely to be achieved at the expense of meeting local community objectives. In other words, projects that are considered to increase the city's position to become a 'world class city' would be given higher priority than those that provide meet local services and meet community needs. Only 'world class' projects get promoted and resources and local priorities get distorted in the search for nirvana. It is interesting that the same interests do not promote 'world class jobs'.

Outcomes

New transformation strategies commonly refer only to 'outcomes' with the implication that inputs, outputs and processes are no longer valid concerns. The fact that it is often very difficult to identify the cause and effect of 'outcomes' is overlooked or glossed over. The quality of inputs, outputs and processes are directly connected to the quality of public service delivery and how service users and communities

experience these services. Yet successive New Labour public sector reform policy documents have sought to downplay their importance.

Lack of evidence base

There is a common thread running through the transformation documentation – the lack of an evidence base. Whilst officer reports to Executive Business Meetings and some briefing papers are inevitably summary documents and refer only to background papers (which tend to be earlier reports to EBM), the lack of an evidence base is stark.

For example, PwC's Technical Briefing Paper, which described four models to radically change the Council and staffing levels (May 2008), was produced "from their review of best practice nationally" (page 9). No evidence is supplied to support the claimed advantages and disadvantages of each model or any other of the statements in this report. PwC's *High Level Case for Change* report included revenue and employment forecasts to 2017-18 for each service delivery model but no evidence was supplied to support their claims.

Council strategy

The Council's strategy over the next three years is to develop a Cardiff Strategic Partnership Model that will:

- *"enable a shift to outcomes for citizens, customers and communities, based on continued partnership working with other public sector and strategic business partners to address cross cutting issues;*
- *build social inclusion through strengthening communities, creating opportunities and addressing disadvantage by having the flexibility to shift resources to social investment that will shape the future environment;*
- *promote a shift to service 'personalisation' and choices that more closely match the needs and expectations of citizens through improving front line responsiveness and working with service users. This will be supported by simplification, standardisation and sharing of business processes;*
- *move away from existing ways of working to innovation and joint problem solving through collaboration with strategic business partners who will work with us to develop new approaches to meeting the distinctive needs of citizens"* (Cardiff Strategic Partnership Model, 2009).

Opportunity to revise the Council's transformation strategy

A number of events occurred in late 2009 that created the opportunity to review the Council's transformation strategy. They included:

- The sudden resignation of Cardiff County Council's chief executive in November 2009 after 17 years in post. He left the Council at the end of December 2009.
- Several comments by senior elected members that appeared to indicate a greater degree of flexibility and a less dogmatic approach to transformation than had previously prevailed.
- The visit and presentation by Newcastle City Council and Newcastle City UNISON in November 2009 to explain Newcastle City Service's successful approach to in-house ICT transformation since 2002. The fact that the Council

had agreed to this presentation indicated a willingness to learn about alternative strategies developed by other local authorities. In addition, a commitment that at least one senior Elected Member of Cardiff County Council will visit Newcastle in early 2010.

- The signing of the 15-year £150m ICT contract with Tata in November 2009 and thus the commencement of a series of projects.
- A market sounding event for the Social Care and Built Environment contracts on 28 October 2009 was followed by the postponement of the OJEC Contract Notice for both contracts, which had originally been set for 18th December. A new date is planned for early 2010.

These events create an opportunity to review the Council's transformation strategy and to consider an alternative approach.

Part 2

Flaws in the strategy

The assessment of Cardiff Council's transformation strategy focuses on the following key elements:

- Focus on broad delivery models
- Top down approach
- Citizens hub approach to service delivery?
- Lack of citizen and community involvement
- Budget dominated transformation
- Personalisation
- Mutualism and role of voluntary organisations and social enterprises

Focus on broad delivery models

The need for transformation and budget cuts is explained in the reports to the Executive in 2008 and 2009 and in management consultants PricewaterhouseCooper's documents.

But there is little evidence of how transformation will address the needs of service users, citizens and communities other than better access and communications to improve customer contact. Whilst a more comprehensive and effective use of information and communications technology combined with administrative, managerial and organisational reshaping of corporate services, could produce benefits and financial savings, it cannot be assumed that these changes will translate into improved delivery of education and childrens' services, housing, adult services, public transport, regeneration, economic development, leisure services, environmental and community services. Yet the strategy is silent on how these services will be transformed.

The transformation strategy appears to be focused on broad delivery models, customer contact and the reorganisation of corporate support services. There is little evidence that there is a strategy to achieve the transformation of frontline core services.

The focus on delivery models, as opposed to a broader strategy for transformation of core services that combines a bottom-up and top-down approach to improve frontline as well as corporate support services would be significantly more effective. It could also improve democratic accountability, engage service users/community organisations and staff/trade unions in the transformation process.

Top down approach

The needs of Cardiff citizens, service users and communities were not identified or assessed. The Phase 1 analysis of current full time staffing functions were divided into 163 sub divisions with by far the largest group of 5,170 staff put in the 'doing' category in service delivery. The use of Full Time Equivalent (FTE) is also a crude categorisation and should be accompanied by an analysis of the number of people employed. PwC estimate a saving of £25,000 per annum including on-costs for each

FTE, but this reduced to £20,000 in the Chief Executives report to the December 2008 EBM (para 70).

PwC's "data gathering tools have been designed to capture activity at a generic process level" (para 20, High Level Case for Change). We have not had access to this information and it may have drilled down to the core services. However, the accompanying trellis diagram is intended to "identify common activities that take place across each of the services and where there may be opportunities to introduce simplified and standardised ways of working" (page 5). There can be no disagreement with the motive, but the approach is so high level and simplistic to have any tangible use. The same diagram appeared in Barnet Council's Future Shape proposals in December 2008, where PwC were also advisers (the original Future Shape organisational model has since been abandoned).

The chart on Initial Priorities, Appendix 4 of the chief executive's report to the December 2008 EBM, includes three sets of priorities.

Nor has an attempt been made to identify how changing needs will impact on council services over the next decade or how their approach to transformation will better address these needs other than trying to reduce budgets. Whilst any resources released could be used to address additional needs, there is no certainty and they might simply be used to meet demands from some business and political interests for council tax reductions.

Citizen's hub approach to service delivery?

The Council's vision for improved service delivery centres on "*the development of a 'Citizens Hub' approach to service delivery*". This is intended to "*move the Council forward from the existing contact centre approach towards a citizen focused, front-facing interactive approach involving both 'virtual' and 'human' contact, ingrained into every aspect of the Council's operation*" (all quotes from Connecting Citizens, Procurement of a Strategic Technology Partner).

The Council believes that "*historically services have developed from an administrative basis rather than the perspective of what citizens and customers really need.*" But "*modern local government is being redefined to reflect the importance of a strong emphasis on the citizen.*"

The new approach "*involves removing barriers within the Council and between all of the organisations and/or networks that provide services to citizens, customers and communities. The aim is to create a seamless and connected approach from front-to-back and across departments and organisations to deliver integrated, accessible and convenient 'journeys' for citizens, customers and communities.*"

The procurement document gives five reasons for establishing a technology platform:

1. "*Rationalised, standardised and centralised key data sources....*"
2. "*.....opening up access to key data/information sources and information.....*"
3. "*.....'enabled' and integrated contact channels available to citizens right across the organization....*"
4. "*.....geographically distributed (technology enabled) physical access points or via 'mobile-enabled' Council representatives.....*"
5. "*Improved engagement with private and voluntary sectors.....*"

The document proceeds to describe “citizen centred services” with nineteen examples including the following:

- *“to make the Council more accessible;*
- *choice of contact channels;*
- *a standard, intuitive application process for all customer contact;*
- *reduced amount of avoidable contacts;*
- *increase the number of application requests via electronic means;*
- *electronic/automated systems; automation between customer enquiry and service request;*
- *standard application process;*
- *first point of contact;*
- *self-service contact;*
- *appointment request which automatically generates workflow;*
- *single view of the customer;*
- *customer databases;*
- *customer systems to offer real-time management information;*
- *quality of communication with citizens to reduce the need for contact;*
- *capture the views of citizens more effectively at the point of contact/service delivery;*
- *customer ‘journeys’ removing departmental and organizational barriers.”*

We have several critical observations of this approach:

Firstly, the strategy may improve access and communications between citizens and communities and the Council. This will be beneficial. But it is overwhelmingly one-dimensional, one-sided and will ultimately have only a marginal impact on the quality of education, health, housing, environmental services and all the other services provided by the Council and public bodies in the city and region.

It may facilitate better coordination of services and improve the Council’s response to service users and communities but it is almost certain to do little to change the quality of core frontline services and the need for many service users and communities to contact the Council in the first place.

Secondly, although it is claimed to be a new concept of local government, the strategy is from the same administrative mould and driven largely but the need for budget reductions (see below).

Thirdly, despite all the references to citizens and customers, the strategy makes no attempt to involve service users and community organisations neither in the transformation process, nor in the design, planning and delivery of services or public policy in general. There is no recognition of using technology to improve democratic accountability, transparency and scrutiny.

Fourthly, it reflects an over-reliance on the application of new technology. The problem is not simply about access and communication – ‘contacting the council’ - but

the meaningful application of information and communications technology to improve the quality of core services.

Management consultants ‘problem users’ approach

The focus on access and communications is taken a stage further by the Council’s management consultants, PricewaterhouseCoopers (PwC).

“It is our experience that most council processes have historically been designed, or evolved, to cater for all eventualities in response to a small minority of citizens – those that often have the most frequent and complex interactions, often with multiple departments, across the Authority” (paras 9 and 10, High Level Case for Change, PricewaterhouseCoopers).

PwC provide a diagram that implies that there is a “potential waste or inappropriate resourcing” between the “level at which Council services are provided and resourced” and the “demand profile” of the proportion of public sector service users. They claim that *“20% of service users requiring 80% of the Council’s time and resources to serve their needs..... Typically, however, this variation in demand was not taken into account when service delivery was designed. Therefore many Councils’ processes were designed as though every service user has many, complex needs”* (paras 10-11).

PwC claim that *“actual examples of analysis confirm and underscore this – one London borough calculated 20% of their users required 95% of their resources”*. But there is no indication any *“actual examples”* relate to Cardiff, no indication how this figure was arrived at. This is another example of unsubstantiated statements and claims. The Council and PwC should publicly disclose the data used to support these statements.

The PwC approach and diagram are deceptive.

Firstly, it demonstrates the focus on access and communications and limited consideration of citizen and community needs. This should be reversed. Needs come first, followed by a range of other issues that include access and communications.

Secondly, it implies that the cost of processes is due to a *“small minority of citizens”*. This is disingenuous. It smacks of a minimalist welfare economics approach and that a certain group of service users are a ‘drain’ on resources. Many council services deliver public goods, which provide universal access to all citizens and communities. They must be flexible and responsive and cannot be designed to minimalist standards or offshored.

Lack of citizen and community involvement

The Council and PwC claim to be committed to ‘customer centric’ models yet are unable to share, communicate or engage with citizens, communities and Council staff/trade unions.

The transformation strategy needs to separate two distinct processes. The first process should be the continuing involvement of service users/community organisations and staff/trade unions in the design, planning and implementation of frontline service improvement. This is distinct from a consultation process in which the same groups should be engaged in the broader design and planning of the overall transformation strategy. Providing information and holding discussions at Works Council meetings should be only one part of this process. Officer reports to Executive

Business Meetings often have a paragraph headed 'Trade Union Consultation' which describes how trade unions "were briefed" on the latest set of proposals accompanied by a short summary of their response. This does not constitute involvement, participation or engagement by any stretch of the imagination.

According to PwC, the Council claims that it "*demonstrates a clear recognition that modern local government is being redefined to reflect the importance of a strong emphasis on the customer and citizen engagement*" (para 6, High Level Case for Change). However, there is little evidence of a plan or strategy to engage citizens, service users or staff and trade unions in frontline transformation.

The transformation 'principles' include the "*citizens, customers and communities will be empowered through improved access to services through their channel of choice*" (para 51, Chief Executive's Report to EBM, December 2008). The transformation strategy should be grounded in public service principles and values – see Appendix 1. However, it is difficult to determine the extent to which they have been considered given the high level approach of Cardiff's transformation strategy.

The process of booking a service, using transactional services, making comments can improve service users perception of the Council, free up some personal time they might otherwise have spent using multiple channels of communication, may reduce their frustration (assuming a Connect2Cardiff delivers genuine one-stop-communication), but will only marginally 'empowers' service users. The use of a "channel of choice" is a matter of convenience, cost and personal practice, which has nothing to do with empowerment. This is a trivialisation of empowerment which, in case of any doubt, means citizens and communities gaining political power so that they have greater influence in decisions, which affect their lives, environment and local economy.

A large number of residents will contact the council simply to use transactional services such as paying council tax and booking leisure facilities and some may contact the council to provide information or make a complaint but rarely have any other contact. Improved access and communications can engage residents in commenting online about Council plans and proposals but there are limits to the extent to which can, or should, replace direct contact consultation.

There does not appear to be an agreed plan on how service users and representatives of community and civil society organisations will be engaged in the transformation process. Equally important, nor is there a plan to engage staff and trade unions on a continuing basis (see Part 6).

The Policy Review & Performance Scrutiny Committee "*had urged the Executive to factor consultation with residents in service delivery decisions developing out of the Fundamental Operational Review*" (October 2008). It was raised again in a report to the December 2008 Committee Meeting.

"It is recognised that there will need to be further detailed consultation at a Council-wide and Service Area level as changes are identified, proposed and implemented" (Cardiff Strategic Partnership Model, September 2009).

A shift in culture is required to embed change and ensure it is effective and sustainable. But it is almost certain that the required cultural shift will be not achieved if service users, and particularly staff and trade unions, are not involved and engaged in the reform process. This is one of the tenets of best practice public management.

Green Paper consultation

The Council published a Green Paper, *Partnerships for Change*, in May 2008. It concluded with five questions. Question 3 asked, “what is your preferred model for local service provision in Cardiff? with three options presented – Direct Service Model, Partnership Model and Procurement Model. The Council received 243 responses which is a paltry return given the mass distribution of the questionnaire in the June 2008 edition of *Capital Times* to every household in Cardiff and over 3,400 copies specifically targeted to community planning partners, the Council’s citizens panel, and to libraries, leisure and community centres. Over six out of ten respondents (61.3%) preferred the Direct Service model compared to 33.6% and 7.6% who preferred partnership and procurement respectively (Green Paper Consultation, September 2008).

Question 4 on further service efficiencies and improvements was limited to two choices of working in partnership with other public organisations in Cardiff or working in partnership with local authorities elsewhere within South-East Wales. The reporting of the Green Paper consultation was summarised as ‘working with partners’ in Cardiff or South-East Wales plus ‘working with all partners’ which did not appear in the Consultation questions. The point is the important distinction between the types of partners has been deliberately ignored in subsequent reports on transformation, which repeatedly refer to ‘partners’ implying that this should include private and voluntary sectors – see Part 3.

Budget dominated transformation

It is inevitable in a global financial crisis and the state of UK public finances, that the proposals for the transformation of public services have both financial and public sector reform objectives.

However, the reports of the chief executive on the Cardiff Strategic Partnership Model to the EBM (July and September 2009) focus on the current financial position and the need to achieve ‘cash releasing savings’. *“Put simply, the development of a new model of service delivery is an essential element of the Council’s response to the economic crisis. Steps have already been taken to ensure that the Council is efficient....”* (paras 12 and 13, EBM, 22 July 2009).

The Accelerating Change report to the EBM in November 2009 reported *“realignment mechanisms which are required to fit with the transformational change approach”* (para 32, EMB, 16 Nov 2009). The planned 500-750 FTE headcount reduction will now be implemented over three instead of the planned 5-8 years. The three EBM reports in July, September and November 2009 clearly indicate a budget-driven transformation programme. Financially driven reform programmes in local government have a history of limited success, if not failure.

Personalisation

Personalisation focuses on how users are treated in the design and delivery of services. However, the term is often confused with individual budgets and direct payments, which make payment to service users who are then responsible for selecting a provider. Although benefiting the relatively few service users receiving a high level of health and social care services, the concept is being more widely promoted for other services.

Mutualism and role of voluntary organisations and social enterprises

References to 'voluntary, mutual or social enterprise organisations' as partners does not necessarily mean this is beneficial or acceptable. There can be no assumption that they can, or should, deliver services. This sector has a chequered track record in terms of employment policies, terms and conditions and recognition of trade unions, which is one of the reasons why they have been promoted by New Labour and consultants (PwC, para 6).

Part 3

‘Working with partners’

Four Strategic Business Partnerships form the core of Cardiff Council’s Strategic Transformational Change programme:

Corporate Technology Partner for ICT infrastructure – Tata Consulting Services was awarded a 15-year contract in November 2009. The key objectives of the Strategic Technology Partnership were stated as achieving realisable savings through purchasing power, to reduce the overall cost of external ICT spend, delivering best value, capacity and knowledge transfer, innovation and commercial exploitation (Briefing Note on the Procurement of a Strategic Technology Partner, 2009).

Schools and Social Services Infrastructure Partnership – this includes ‘hard’ social infrastructure, such as school and social services buildings and the ‘soft’ social infrastructure such as the provision of non-statutory services. The partnership may therefore include: *“supporting transformational change of service delivery; construction of new infrastructure, or refurbishment of existing facilities including schools, children’s homes and adult care accommodation; community utilisation of schools and social infrastructure assets; adult services supported accommodation; placements for adults and looked after children; procurement of support sessions for adults and children; developing commercial models of delivery through business cases to deliver benefits and cashable savings; provision of specialist staff on an agency basis”* (Market Sounding Prospectus, 2009).

Built Environment Partnership: A market sounding exercise was held in October 2009 with an OJEU notice planned for December 2009 delayed until 2010. The partnership will cover *“a broad spectrum of Council services and external expenditure on services, works and goods. The potential scope for the partnership could include: land and property management; building construction and building facilities management including catering; highways, traffic and transportation; recreation and parks; leisure facilities, theatres and events; all professional services including projects design and development, legal and HR management, planning and finance; economic/enterprise/regeneration and environmental/infrastructure benefit; vehicles and fleet management; waste collection and municipal/building cleansing services”* (Market Sounding Prospectus, 2009).

There is uncertainty over the 4th partnership. The chief executives report to Executive in July 2009 describes the fourth partnership as a Corporate Land and Property Partnership to *“identify and release value from surplus land and property assets, optimise the use of the Council portfolio and support the Council with its strategic asset management activities”* (Managing the Risk and Challenges, 22 July 2009).

However, the Built Environment market sounding prospectus refers to the fourth contract being a **Risk Management Partnership**. Further reports by the chief executive to the Executive in September and November 2009 did not specifically describe the four strategic partnerships. The November report stated that *“the process of joint problem solving with the existing Strategic Business Partners is now underway with the appointment of TCS as the strategic technology partner and Marsh as the Strategic Risk Management partner”* (para 27, Accelerating to Meet the Challenge,

November 2009). The trade unions were unaware of the procurement process for this contract.

The Cardiff strategic partnership model is described as primarily “*the in-sourcing of innovation, expertise, and capacity from the partner to enhance the Council’s ability to provide improved services more efficiently. The partner will support and advise on: policy and strategy development; the more efficient and effective use of in-house resources and assets; and the improved provision and management of externally provided services, works and goods*” (Built Environment Market Sounding Prospectus, 2009). Originally part of a five to eight year change programme, this was accelerated to a three years in July 2009 because of the budgetary position (Managing the Risks and Challenges, July 2009).

UNISON recognises the in-house component of the Strategic Partnership model and the fact that there is no transfer of staff. However, a long-term strategic partnership may face a number of challenges and changes that are set out in the accompanying report on the TATA contract.

Chequered track record

There is no certainty on the success of strategic partnerships, despite claims to the contrary (Audit Commission, 2008, and European Services Strategy Unit, 2008 and 2009). Although the Cardiff strategic partnership model differs from the standard Strategic Service-delivery Partnership (SSP) model, there many common features with the same companies bidding for contracts. Of the 40 contracts in the ESSU database, three have been terminated and two have been significantly reduced in scope, giving a 12.5% failure rate (ESSU, 2009).

In addition, Wolverhampton Council recently aborted a contract with Axon Solutions after a significant reduction in the level of expected savings. Savings claims are regularly exaggerated and often fail to materialise at the anticipated level. For example, IBM’s shared services contract with DVLA, Swansea forecast £57.0m savings by 2015 but these had vanished by March 2008 and were replaced by a forecast of £81.1 additional costs (National Audit Office, 2008). The Somerset County Council, Taunton Dean DC and Avon and Somerset Police Authority SSP contract was awarded on the basis of £200m savings over ten years but are now estimated to be significantly smaller.

Cardiff’s partnership model

Although the 15-year ICT contract with Tata was signed in November 2009, there is scope for determining how the contract is implemented and the extent to which the Council’s draws on the contractor’s services. Our proposals are contained in a separate report, *Tata Contract Strategy*.

We have major concerns about the Schools and Social Services Infrastructure Partnership and the Built Environment Partnership. The scope and scale of the proposed partnerships is unprecedented in local government and therefore carry significant risks to the Council, citizens, communities and staff. They also appear to be primarily driven by budget considerations rather than transformation strategies.

The Built Environment Partner will be required to assist the Council in four ways (para 2.3, Market Sounding Prospectus, October 2009). Each are followed by our comments:

“Identifying and delivering savings across external spend of around £100-£150 million per annum, either through the direct provision of externally procured goods and services by the partner and/or its sub-contractors, and/or by providing an advisory role across the in-scope external Council spend.”

Procurement savings may be significant and the Council needs to focus on achieving these changes quickly to maximise the financial benefits in the long term. However, the Council is expecting the contractor to be both procurement gamekeeper and poacher - this usually has dire consequences. This approach also encourages more levels of subcontracting – a common feature of PFI and strategic service-delivery partnerships. It inevitably leads to private contractor monitoring other private contractors.

“‘In-sourcing’ of capacity, expertise, and innovation, including the transfer of knowledge, to assist Council officers with the delivery of projects aimed at:

(1) Improving the efficiency, effectiveness and citizen focus of Council services.”

By far the best way to improve the citizen focus of Council services is to engage with service users, citizens and staff. This is elementary.

“(2) Supporting the delivery of the Council’s Proud Capital Vision and Cardiff Connections agenda, including a focus on progressing multi-agency working.”

As the democratically elected public body, the Council must retain a central role in the implementation of the community vision and in progressing multi-agency working. Advice and expertise can best be obtained on a ‘as and when basis’ for the same reasons noted below.

“Identifying and delivering opportunities to maximise the commercial revenue generating potential of Council capacity, IPR and assets (land, property and other), including the possibility of creating Special Purpose Vehicles as appropriate.”

The Schools and Social Services Infrastructure Partner may include establishing:

“a corporate vehicle jointly between the Council and the partner or some other vehicle which delivers benefits to both parties. Any commercial exploitation would be subject to the demonstration of a sound business case and commercial model and would not detract from the Council’s core business.”
(para 2.6, Market Sounding Prospectus, October 2009).

This commercial approach will result in the marketisation and privatisation of public services in the city.

We consider these partnerships are:

- Ill-defined with regard to the level/demand of work required and thus the value of the contract – this may lead to problems later in the contract.
- They expect a wide range of skills, which are unlikely to be available from one contractor leading to the wider use of subcontractors.
- It is very questionable whether these partnerships will be cost effective for the Council after the cost of managing the contracts and private sector profits are taken into account. The business cases for the strategic partnerships have not

been made available to the trade unions, even on a confidential basis, hence we have not been able to assess the economic rationale for any of the partnerships.

- The Council is giving too much credibility to 'market soundbites' from private firms and advice from management consultants.
- We recognise the increasing capability objectives of 'insourcing' but believe that the structure and scope of the strategic partnerships will lead to these objectives being eroded over the lifetime of the contract.
- With four different strategic partnerships, the Council may believe that it can maximise the public interest. However, the reverse will be the case if some or all of the private contractors operate in their collective interest. Local authorities with SSPs have had difficulty managing and monitoring one strategic 'partner' (and their subcontractors) let alone four!

The Council can best increase its capability and gain access to expertise and innovation by:

- Obtaining technical and specialist support on an 'as and when basis', selecting the best provider available at the time depending on the service or activity.
- Retraining current staff, and where necessary, recruiting new staff with the relevant expertise.
- Using framework contracts (limited to four years) to draw down the required advice and expertise.
- Strengthening and improving public sector contracts to minimise delays, cost overruns and ensure that new infrastructure is designed and built to the required standards.

Partnership rhetoric

The 'partnership' rhetoric is a common feature of neoliberal policies for the public sector. Much greater clarity is needed. For example, there is a world of difference between working with other public sector partners and working with private contractors; whether a partnership can be negotiated or whether a procurement process is required; whether the intention is to develop collaboration and joint working or create a market of providers; whether partnerships are viewed as an opportunity to enhance democratic accountability and transparency or a commercial contract. Most 'partnerships' are in fact contracts, the outcome of a procurement process as a result of a local authority deciding to outsource the service or function.

Cardiff UNISON supports Council initiatives which are based on increasing the integration of public services in the city and subregion, widening collaboration and joint working between public bodies, enhancing democratic accountability and transparency and strengthening the local economy.

However, 'working with partners' is the current neoliberal public management speak for wider use of strategic partnerships and increased outsourcing to private contractors, voluntary organisations and social enterprises to create a diverse market of providers. This inevitably means widening the role of procurement and contracting and fragmenting service delivery to a raft of companies, organisations and enterprises whilst reducing direct delivery by the Council and other public sector bodies.

The chief executive's report on the proposal for the Cardiff Transformational Change Programme (Executive, December 2008) claimed that *"the benefits of partnership working are significant"* and the *"Council will inevitably lose a degree of control and decision making may become more complex as partners take on increased responsibility for outcomes"* (para 36).

This statement raises a number of important points.

Firstly, it assumes that working with partners is always a win-win situation despite there being a significant body of evidence to show that it is not.

Secondly, it wrongly assumes that there are no risks involved.

Thirdly, the transformation strategy is bereft of proposals to improve democratic accountability and transparency, let alone address the consequences of a transfer of control to 'partners', most of who are only accountable to shareholders or directors. Finally, the misplaced focus on outcomes and the marginalisation of inputs, outputs and processes has already been noted in Part 1.

This approach to 'working with partners' either reflects a lack of understanding of the wider ramifications of this approach or is deliberately vague in order to prevent public debate about the potential consequences of this approach.

Contract culture and fragmentation of service delivery

The contradictions and conflicts in promoting a diversity of providers and 'working with partners' requires full public debate. Implementation of these policies will mean:

- Creating a market in public services;
- Mainstreaming commissioning, procurement and contracting in Council services;
- Redirecting scarce resources to commissioning and procurement because of the high transaction costs (preparing specifications and contracts, consultants and advisers fees, staff time diverted to procurement, contract management and monitoring contracts);
- Subsidising market mechanisms by financially aiding capacity building in other providers and supporting market mechanisms;
- Increasing duplication.
- Reducing and restructuring Direct Service Unit provision;
- Increased risks from organisational and management failure in private and voluntary sector providers;
- Reduced terms and conditions for staff which will have a knock-on effect on spending and employment in the local economy.

Evidence indicates that a clear majority of citizens, service users, communities and staff are opposed to these policies and impacts. There is a continuing role for voluntary organisations and social enterprises in providing certain services and promoting innovative approaches but not the general provision of public services. The concept of general provision is opposed by many voluntary organisations and social enterprises and has been exploited to further a neoliberal vision of public services.

The Policy Review and Performance Scrutiny Committee examined elements of the transformation project in 2008 and more recently the procurement of the strategic technology partner. We believe the Committee should take a more robust role in challenging the transformation programme and ensuring alternative strategies are fully developed and assessed.

Part 4

Improving and transforming services

Staff and trade union involvement

Several reports to the Executive refer to trade union consultation on the transformation proposals. However, this has been limited to senior management informing the trade unions about the policy decisions.

Nowhere in the documentation studied is there any discussion or proposals to empower service users and communities. In fact, there appear to be no proposals setting how staff and trade unions will be involved in the improvement and change process. Without continuing meaningful staff and trade union involvement in the design, planning and implementation of transformation on a continuing basis, many of the high level proposals are unlikely to reach fruition.

Impact on the local economy

It is apparent that the Council has not fully considered the impact of transformation and the planned strategic partnerships on the local economy. Nor does it appear to be focusing on additional ways in which the substantial annual Council expenditure on goods and services can be used to better support the local economy. The Council's 'response to the economic downturn' was the subject of a report in April 2009 but this focused exclusively on financial support for business, a new entrepreneurship/start-up fund, assistance to small and medium enterprises, training and enterprise centres and promoting social enterprise.

This is also evident that the impact of the planned reduction by the Council of 500-750 full time equivalent posts, in practice between 650 – 950 actual jobs, has not been fully assessed. The loss of these jobs will have a negative impact on the local economy and just as the Council assess the impact of local closures and redundancies by other employers, it needs to do likewise with assessing the effect of its own policies.

Commentary on the Council's transformation principles

A commentary on the ten principles for the Council's transformation programme, set out in PwC's Technical Briefing Paper on the potential service delivery models and repeated in the Chief Executive's report to the Executive Business Meeting in December 2008 - see Table 1 below. Most of the 'principles' are in fact policy objectives and we are also critical of the assumptions and practices underpinning the objectives.

Table 1: Commentary on the Council's transformation principles

Cardiff Councils Transformation Change Programme Principles	Comment
Citizens, customers and communities will be empowered through improved access to services through their channel of choice;	Improved access and communications will be beneficial but they will not 'empower' (to give power or authority to) in the normal use of the term. This type of rhetoric is, at best, disingenuous.
Services will be developed to improve outcomes for citizens;	This is an objective, not a principle. Public services are not just about outcomes (where identifying cause and effect is very difficult) – the quality of inputs, outputs and processes are equally important for service users.
Service areas will move towards a "single view" of citizens and their needs;	A more holistic integrated approach is vitally important but this is in danger of being regarded as the next populist 'fix' on the public management reform agenda. Integration cannot take place in a vacuum and will need to be supported by radical collaboration and organisational change. Many current 'in vogue' policies will have the opposite effect by increasing fragmentation by creating a contract culture and a market of providers, resulting in the fracturing of public bodies and interests. Thus a 'single view' will be more difficult to achieve and cannot be obtained by the wider use of ICT alone.
Engagement with the workforce and Trade Unions throughout the change process	Apart from consultation on the broad policy changes, no plan has been forthcoming on how staff and trade unions (and service users/community organisations) will be involved in the design, planning and implementation of change. Almost every good practice management guide considers their involvement a prerequisite. Trade unions were not involved in the procurement of the ICT strategic partnership.
Services provided by the Council will better reflect the diversity of need which exists in the city;	It is important that service provision not only reflects the diversity of need but actually reduce poverty, improve education, public transport and other services, enhance the environment and the local economy.
Robust business cases will ensure that strategic partnerships deliver efficiencies and service improvements;	We agree that robust business cases are essential but they are only one part of the process and do not guarantee delivery or the achievement of objectives. The ability of the contractor (and subcontractors) is crucial together with contract management, monitoring and scrutiny. The need for robust business cases also applies to the framework agreement with PricewaterhouseCoopers

Consistent review applied to externally produced business cases	Outsourcing of the preparation business cases should not be considered. Where external expertise is required this should be sought by the in-house team under strict conditions, which include knowledge transfer and capability building.
Investment in services and the technology that underpins their delivery will enable service transformation;	Investment and technology in service delivery are important but sustainable and effective improvement requires the involvement of staff, trade unions, service users and community organisations. The track record of strategic partnerships and PPPs delivering ICT projects on time, within budget and meeting objectives illustrates the high level of risks involved (ESSU Research Paper 3).
The approach taken to secure efficiencies will be sustainable and enable the Council to respond effectively to budgetary pressures;	As noted above, the transformation strategy must involve staff, trade unions, service users and community organisations to ensure change is effective, efficient and sustainable. Whether the Council can respond effectively to budgetary pressures in the next few years is uncertain given the state of UK public finance and potential political changes.
Compulsory redundancies will be avoided through natural turnover and secondment opportunities, retraining and redeployment.	This may be an objective but there is no certainty that it can be achieved at the planned level of job losses without having a negative impact on service delivery. The loss of skills and experience cannot always be replaced by retraining and redeployment.

Source: Cardiff Council (2008) Findings of the Fundamental Operational review and proposals for a Cardiff Transformational Change Programme, Report of Chief Executive to Executive Business Meeting, 4 December, Cardiff.

Improving frontline performance

The Policy Review and Performance Scrutiny Committee have previously recommended that improving frontline performance should emphasize the importance of sound leadership, re-engage with citizens, and exercise sensitivity in the review of staffing levels, role responsibilities and organisational structures (October 2008).

The Committee should urgently scrutinise the proposed Social Infrastructure and Built Environment strategic partnerships and plans for the implementation of frontline transformation, who will be involved and how will the costs and benefits be distributed.

Local government measure

The Local Government (Wales) Measure came into effect in April 2009 and reforms the statutory duty for service improvement and requires greater collaboration in the delivery of community planning outcomes. Authorities are required to secure service improvement *“in particular emphasising that enhancing local wellbeing, sustainability and social equity are as valid as improving quantified service outputs or efficiency”* (Explanatory Memo, April 2009).

Public bodies must secure continuous improvement and improve their “*strategic effectiveness; service quality; service availability; fairness; sustainability; efficiency; and innovation*” (Explanatory Memo, April 2009).

The Improvement Plan replaces the best value performance plan. Cardiff's Improvement Plan 2010-2013 was published in early 2009 at the early stage of the procurement process for the technology partner. The report merely summarises the Fundamental Operational Review and Strategic Transformational Change. It did however, report the Policy Review and Performance Scrutiny Committee had Members “*urged the Executive to maintain full customer consultation and engagement in the process as changes in service delivery become more frontline focussed and therefore more meaningful to the customer. The Committee cautioned against the Council becoming too dependent on one strategic partner....*” (Improvement Plan 2010-2013).

New risks

The Council's transformation strategy potentially imposes new risks for the Council, service users, communities and Council staff. The types of risks, how they impact on different interests, how they might be mitigated or eliminated, their cost and who has responsibility, has not been transparent. Long-term contracts with one private provider inevitably imposes new risks:

- Conflicts may arise between the four strategic partnership contractors who are likely to have different interests;
- Disputes may arise between contractor and subcontractor or between subcontractors;
- Takeover or merger of the firm and a change in corporate interests;
- Contractors may be overtaken by other firms in the development and application of technology, service delivery and capability.

Future of the framework agreement with PwC

Management consultants PricewaterhouseCoopers are strong advocates of outsourcing, PPPs and social partnerships (see PwC Public Sector Research Centre and reports written for other local authorities and public bodies). They preferred Model D, the competitive market, enabling and contracting council approach although the Briefing papers did not express a preference. This model was emphatically rejected in the Green Paper consultation and subsequently by the Council.

The Council should carefully review the future use of PwC in the transformation project. It should also ensure that project business cases are comprehensive and robust, rigorously assessed and projects continually monitored.

Trading opportunities

There are several references to ‘trading opportunities’ and “*setting up of a number of trading organisations to provide public to public services*” and for the Council's Direct Service Units “to trade more widely” (Appendix 4, Chief Executives Report to EBM, December 2008).

There is an important ideological difference between shared services and joint delivery involving public bodies in south-east Wales and Cardiff Council establishing trading opportunities to deliver services to other councils and public bodies to achieve

profit or surplus for the benefit of Cardiff. There is scope for genuine shared services and collaboration where the costs and benefits are shared between all public bodies. A traditional trading approach is almost certain to have limited scope.

Part 5

Insourcing conceals threat of outsourcing

Assessment of 'insourcing'

Cardiff Council's use of the term 'insourcing' to describe its strategic partnerships is misleading because it is neither fully in-house provision nor full outsourcing. This is particularly important for assessing the employment implications of the strategic partnerships model:

1. The term 'insourcing' has traditionally been used in the ICT sector and other services where public bodies and private companies have terminated or renegotiated outsourced contracts to bring the work back in-house (see numerous examples in UNISON Northern, 2006).
2. Work undertaken by staff of a strategic partner will constitute both new and additional work but also current or planned work undertaken by in-house staff. There is therefore a replacement element in the contract with a strategic partner staff substituting for in-house staff. A strategic partnership is, in effect, a combination of insourcing and outsourcing – a hybrid.
3. Although both the Council and TCS *"do not believe that any TUPE Event will occur at the commencement or thereafter"* during the contract. *"However, in the event that there is a TUPE Event during the Term, the parties hereby agree that the provisions of clause 1 of Schedule 14.1 (Staff Transfer) shall apply."* (para 38, Partnership Agreement). In other words, there is no guarantee that a staff transfer will not occur during the life of the contract.
4. Trading and revenue generating activities could lead to the creation of new trading bodies and a staff transfer. *"...in the event that a separate corporate entity is created"* through trading opportunities *"it is likely that a TUPE Event will occur at which time the parties agree that the provisions of paragraph 2 of Schedule 14.1 (Staff Transfer) shall apply."* The combination of budget pressures, the Council's stated enthusiasm for 'revenue opportunities' and private contractors seeking further long-term contracts in the public sector, could mean that a TUPE transfer could be considered sooner rather than later.
5. There could eventually be four strategic partnerships in the Council competing with each other seeking 'revenue opportunities', so the likelihood of new trading companies and staff transfers is significant. This could also fragment employment policies and practices.

These issues indicate that the threat of outsourcing is greater than that admitted by the Council. This could, of course, be largely removed if the Council adopted an in-house joint/collaborative shared services strategy with other local authorities and public bodies and terminated the commercial 'revenue opportunities' and trading company model with the strategic contractors.

The secondment rather the transfer of staff is another option for trading bodies but this not referred to in the Council documents available to date.

Other policies can also reduce the risk of the trading company model and staff transfers:

All Business Cases should be internally produced: Externally produced business cases ie drawn up by the Council's management consultants, currently PricewaterhouseCoopers, will significantly increase the likelihood of outsourcing. PwC favoured the full outsourcing option when the Council first developed the transformation strategy and have a long history of supporting the commercialisation, marketisation and privatisation of public services.

Management of Market Sounding processes: They should be minimised, and where they are undertaken, should be managed and controlled by the Council. Management consultants often have a key role on the grounds of their 'neutrality' and understanding of 'competitive markets'. However, this often leads to recommendations to change the design, scope and packaging of a contract to 'widen market interest'. This invariably means contracts are designed to meet the interests of private contractors and put community and service needs second.

Part 6

An alternative transformation strategy

This section sets out a framework of an alternative strategy for the transformation and improvement of Cardiff Council services and functions. It is part of Cardiff UNISON's wider strategy to:

- Prepare and promote an alternative transformation strategy for the Council.
- Develop a strategy to control and minimise the use of the TCS contract – see separate *Tata Contract Strategy* report.
- Assess the implications of the Council's approach to transformation.
- Build a community public service alliance in the city involving other trade unions, community and civil society organisations.

Objectives

Cardiff UNISON believes that the alternative transformation strategy should:

- Focus on transformational change in service delivery that is substantive and sustainable.
- Focus on transformational change that protects and improves the quality of service.
- Achieve a better balance between transformational change and budget objectives and ensure that transformation is targeted to meet community and local economy needs.
- Involve staff and trade unions in the transformation process.
- Ensure that public service principles underpin all policies, projects and programmes.
- Protect the quality of employment, including terms and conditions and pensions.

Proposed strategy

The alternative strategy has ten key elements:

1. Replacement of strategic partnerships
2. Strategy for TCS contract
3. Integration of Cardiff public services
4. Frontline service improvement and innovation
5. Staff/trade union and service user/community organisation involvement in design and planning of transformation
6. Infrastructure and asset management
7. Reconfigure emphasis on 'customer centric
8. Shared services

9. Rationalisation of commissioning and procurement

10. Mainstreaming good practice

The Council's transformation strategy has to date been mainly a top-down approach. This strategy seeks to combine a top-down and bottom-up approach which we believe is essential for the effective and sustainable reform of public services.

1. Replacement of strategic partnerships

An alternative strategy involves the engagement of technical support on a 'as and when' needed basis has many advantages:

- Maximises access to the latest technology, expertise and best practice instead of having to rely on one contractor over a 15-year period – this is a very long time in ICT and infrastructure development.
- Better quality advice and expertise.
- Each project and/or contract can be designed to meet the particular requirements and needs depending on the circumstances and conditions.
- Reduces public sector risks such as the contractor failing to deliver the required level of service, capability building and knowledge transfer or subjected to takeover or merger with different corporate priorities.
- Obtain a higher level of knowledge transfer and capability building compared to relying on one long-term incumbent contractor (A more detailed case is set out in Appendix 2).

A *Strategic Transformation Plan* should be prepared for each theme or group of services. The composition of these themes or groups will change in the next five to ten years as transformation proceeds, new priorities arise and technological changes open new opportunities.

The initial themes are based on the scope for improving coordination and integration of services and functions, addressing community needs and priorities, achieving financial savings: For example:

Environment – waste, recycling, adaption to climate change.

Corporate support services including procurement.

Integrating childrens' services

Infrastructure and economic development/employment

Health and social care/community services

This is not a definitive list of themes but the approach must be selective and targeted rather than broad brush – all services and functions cannot be transformed at the same time at the same speed and same intensity. However, all services and directorates will be engaged in the various stages of transformation, although the degree and focus may vary.

2. Strategy for operating the TCS strategic partnership contract

A separate report, *The TATA Contract Strategy*, discusses the challenges and threats of the TCS contract, the scope and content of business cases, the governance and decision making process, knowledge transfer and capability building together with risk and public interest issues.

3. Integration of Cardiff public services

This should have several components – the elimination of duplication; identifying scope for improved coordination and integration of services within the local authority and between public bodies; a review of current contracts; and a review of Council and public sector arms length companies and organisations.

- Focus on the elimination of duplication – service users and staff are often aware of duplication or are best placed to identify it.
- Identify scope for improved coordination and integration of services within the local authority and between public bodies – this should be part of the agenda for frontline service improvement initiatives (see section 4 below),
- Review of all outsourced contracts to determine the scope to reduce fragmentation, improve coordination and integration, enhance accountability and improve performance.
- The Council should carry out an immediate review of all arms length organisations, companies and quangos in the city with the objective of reducing the overall number to eliminate duplication, reduce costs and consolidate their scope and purpose. Staff should be redeployed/retrained as necessary. Proposals to democratise and improve accountability of those arms length organisations and companies that are retained should be prepared. This should include the participation of community organisations and service users in planning and delivery of services.

4. Frontline service improvement and innovation

- Engage staff and trade unions in examining the scope for improving the effectiveness and efficiency of their service or function and how innovation can contribute to the broader transformation objectives. Various techniques can be used in this process depending on the nature of the service and should include the organisation of work, use of resources, application of new technology, address professional and operational standards and identify ways of reconciling cultural differences and barriers. Proposals should be discussed with representatives of service users and community organisations.
- Examine the scope and effectiveness of current service improvement plans to identify lessons learnt and develop more comprehensive proposals.

5. Staff/trade union and service user/community organisation involvement in design and planning of transformation

The Council needs to recognise the potential contribution that meaningful participation can achieve in identifying duplication and suggesting ways in which services can be better integrated. How the Council approaches this involvement is important and needs to be carefully organised so that it is genuine, sustainable and takes account of entrenched attitudes both within the Council and in the community. It may not always be a smooth process but the benefits could be substantial.

6. Infrastructure and asset management

- improve FM and management of public assets.
- consolidate integrated facilities management provision by the Council's Direct Services Unit.

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- develop an asset management strategy to integrate planning and provision, increase joint use of facilities and sites.
 - Identify potential surplus assets with alternative uses or sale.
 - Consolidate procurement of energy, water, telecommunications and other supplies.

7. Reconfigure approach to ‘customer centric’

- Realign access and communications objective with other core objectives such as identifying individual and collective needs, achieving service improvements, better coordination and integration of services, sustainable cost savings.
- Link improving access and communications to increasing citizen and community participation in the transformation programme and service delivery to enhance democratic accountability, transparency and scrutiny.

8. Shared services

Joint/shared delivery should be pursued where viable and effective: The Council should continue the integration of back office/corporate services and continue to explore the potential for shared services with public bodies in South East Wales.

Although the Council declined to be part of the South East Wales Shared Services project, its alternative plan to develop joint trading ventures with the Strategic Business Partners is flawed and should be terminated forthwith.

This commercial, beggar thy neighbour, single minded approach will only strengthen private sector presence and the marketisation of public services in South East Wales and severely limit the scope for shared services. Other public sector bodies will be even more reluctant to outsource their services to Cardiff on what would be an essentially commercial basis with potential benefits accruing to Cardiff council taxpayers.

The establishment of the new Cardiff and Vale University Local Health Board and other developments provide an opportunity for joint and collaborative public sector provision. It is not within the scope of this report to detail an approach to shared services but see the Shared Services in Britain report (Whitfield, 2007).

A best practice shared services approach should include:

- A progressive strategy
- Principles for shared services
- A public sector shared services strategy
- Democratic governance and accountability
- Quality jobs
- Comprehensive appraisal criteria and impact assessment

9. Rationalisation of commissioning and procurement

- Review of public sector and contract management to improve project management, develop new approach to public sector contracts ensuring better performance to meet time and budget targets and ensure systematic monitoring and scrutiny.

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- Use framework contracts for the construction/provision of similar facilities, which enable the Council to gain from more competitive prices and construction planning/phasing.
 - A review of the procurement goods, equipment, supplies, energy, water and ICT to maximise local sourcing and scope for whole public sector approach.
 - Role of voluntary groups and third sector – fragmentation, medium/long term gain by private sector, loss of advocacy and confusion of roles, creating contract culture, ideological crap.

10. Mainstreaming good practice

The transformation strategy should mainstream the following in each of the above components:

- More stringent controls on use and procurement of consultants with contracts requiring knowledge transfer and training.
- Evidence based evaluation and impact assessment of policies, projects and options to assess effect on equalities and social justice, sustainability and the local economy.
- Quality employment and workforce development
- Regulation of markets to protect public health, employment standards and legal rights.
- Strategic planning integrating economic, social, environmental and sustainable development policies

Recommendations

The Council should:

1. Adopt the nine-point alternative transformation strategy set out above and prepare a more detailed plan for approval.
2. Terminate plans to commence the formal procurement process for the Schools and Social Infrastructure and the Built Environment strategic partnerships.
3. Adopt a shared services approach to develop joint collaborative public service provision in place of the commercial singular approach to revenue opportunities and trading companies with strategic partnership contractors.
4. The Policy Review and Performance Scrutiny Committee should adopt a more robust approach to examine the Council's transformation strategy. This should include widening the remit of the Committee so that it can fully investigate key issues and require all participants to give evidence.
5. Make a commitment to fully engage staff and trade unions in the transformation programme and the involvement of service users and community organisations in the design and planning of service delivery,
6. The Council should immediately cease to allocate resources to the Cardiff Business Network model.
7. Review, and if necessary, restructure or terminate the contract with management consultants PricewaterhouseCoopers.

Cardiff Council trade unions should:

1. Cardiff Council trade unions, including teaching unions, should develop a joint strategy to strengthen their corporate capability to participate in and critically challenge the transformation programme.
2. Negotiate a Protocol with the Council for how staff and trade unions should be involved in the transformation programme.
3. Cardiff UNISON should consider establishing a Branch Transformation Working Group to support stewards and Branch officers to develop proposals, respond to initiatives and monitor progress.

Appendix 1

Public service principles

The transformation strategy should be grounded in the following public service principles and values:

- **Democratic accountability** (acceptance that accountability and scrutiny are core functions of the Council as a political institution serving collective and community needs).
- **Participation and involvement** (a commitment to user, civil society and employee/trade union involvement in the design, planning and policy making processes).
- **Openness and disclosure** (transparency in the policy making process and information disclosure whilst maintaining personal confidentiality and reasonable commercial confidentiality).
- **Social justice** (to eliminate victimisation and discrimination and to identify and mitigate adverse impacts of policies).
- **Public interest** (in the management of assets, physical and intellectual, and minimising risk).
- **Quality service** (maintain good standard and responsive services with effective use of resources).
- **Integrated and well-coordinated services** (to provide a holistic response to community needs and minimise duplication)
- **Sustainability** (to conserve natural resources, maximise recycling and minimise waste in the sourcing of goods and services).
- **Universal provision** (unless specifically targeted, public services should be available for all).
- **Quality employment** (good terms and conditions, representation, training and development).

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