



Evaluation of the West London Programmes

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1.0 EXECUTIVE SUMMARY

The West London Alliance (WLA) is a council-led local authority partnership. The core local authority members of the WLA (WLA councils) are the London Boroughs of Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow¹.

The Chief Executives of the WLA councils commissioned the WLA Secretariat to conduct a self-evaluation of the West London Programmes in operation in 2012.

West London is vastly important as a sub-region within London and in the UK. The six West London councils which comprise the membership of the WLA have a combined population of nearly 1.8 million and between them have a gross annual expenditure of over £3.8 billion per annum. There are over 77,000 VAT registered business and nearly 700,000 employees active in this West London area².

Local authorities are operating in one of the most challenging financial environments in recent history with growing demands to deliver continuous performance improvement to meet expectations whilst at the same time increasing service productivity and realising efficiency gains. The WLA members are no exception and stand to deliver combined savings of over £330m over the next three years. With ever-increasing pressures on council budgets the WLA councils have been working collaboratively, and to a large extent through the WLA, since 2005 to develop shared solutions to service improvements and efficiencies.

The WLA has generally been recognised in London as the most advanced and effective of the London sub-regional improvement and efficiency partnerships. It has been seen as strong in strategy development and lobbying for West London and strives to innovate, develop and pursue new areas of work. The WLA actively seeks to achieve positive outcomes for West London as a sub-region, West London residents and businesses. In recent years, the WLA has been acknowledged as a sub-regional leader in collaboration to realise efficiency savings and improve services. However, in light of the growing complexity and scale of the WLA activities in recent years it was felt timely by the WLA Chief Executives and WLA Director to commission a self-evaluation of the West London Programmes. This evaluation has also been carried out in the context of a parallel governance and management review that the WLA Director has led for the WLA Chief Executives.

The evaluation set out to review the aims and objectives of the West London Programmes and to develop an assessment of how effectively the WLA councils are working together to deliver these programmes. The approach used included a desktop review of the West London Programmes, feedback sessions, interviews and a web-based survey. The initial findings of the evaluation were subject to a peer review which has fed into this report.

The key themes emerging from the evaluation are detailed in section 7 of this report and relate to the financial monitoring and benefit tracking of the West London Programmes,

¹ The London Borough of Barnet joined the WLA in 2011. The Hammersmith and Fulham council withdrew as a formal member of the WLA on 31st March 2012. However, the council continues to participate in collaborative efficiency and improvement programmes delivered across West London, facilitated by the WLA.

² Population figure Census 2100 - all other figures are for 2010 which are the latest actuals available.

communications and dissemination of information, governance of the WLA and the West London Programmes, programme management and performance management, smarter working across West London and West London's Vision.

3. INTRODUCTION

In December 2011, the WLA Chief Executives commissioned the WLA Secretariat³ to undertake an evaluation of the West London Programmes; those collaborative efficiency and improvement programmes (and projects within these) delivered across West London by the WLA councils. This followed an initial report produced by the WLA Director for the WLA Chief Executives on the governance and management of the WLA.

The WLA is a council-led local authority partnership. The core members of the WLA are Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow councils⁴ (the 'WLA councils'). Since 2005, the WLA councils have been working together, and in partnership with other councils including the Hammersmith and Fulham, Kensington and Chelsea and Westminster City Councils, to make deliver improvement and efficiency programmes in West London.

The WLA provides a partnership framework for decisions relating to the delivery of the West London Programmes by the WLA councils. The importance of the role of the WLA councils' officers in delivery of the West London Programmes cannot be underestimated; the West London Programmes are resourced through the efforts of the WLA councils' officers from the relevant council services and supported and facilitated by the WLA Secretariat and those WLA programme officers employed to programme manage or provide professional support to the West London Programmes.

The WLA Leaders and Chief Executives last took stock of the achievements of the WLA and considered its role and future aims in full over the autumn of 2010. Since then, as a consequence of the development of the West London Programmes, and subsequent delivery of some, the scale and scope of the WLA programmes have expanded considerably and the complexity and inter-connections between them has increased significantly in recent years.

In tandem with the evaluation, the WLA Director and WLA Chief Executives have been carrying out a governance and management review of the WLA programmes and considering how the individual WLA councils manage their involvement within WLA activity. It was noted at the initial stages of the governance and management review that the West London Programmes (and projects within) span across up to nine councils; touch on the policy and delivery of virtually every local authority service; and involve over fifty discrete projects delivered by boards or project groups of west London council officers.

It was considered timely to examine how effectively the West London Programmes are perceived to be delivering and the outcomes achieved to date; and to ensure that lessons learned are feeding back into the decision-making processes for future collaborative activities. The evaluation has sought the views of council officers and key external stakeholders about the performance, achievements and impact of the West London Programmes and the priorities that have been set to date. It also sought to consider the

³ The governance and management review proposes that the title for the WLA Secretariat is changed to 'WLA Office'. As this is currently a proposal, this report will continue to refer to the WLA Secretariat.

⁴ The London Borough of Barnet joined the WLA in 2011. The London Borough of Hammersmith and Fulham withdrew as a formal member of the WLA on 31st March 2012. However, the London Borough of Hammersmith and Fulham continue to participate in collaborative efficiency and improvement programmes delivered across West London, facilitated by the WLA.

implications for future collaborative work and reflected upon how progress will be sustained in the future – balancing risks with available resources.

Individual programmes within the portfolio of West London Programmes have been in operation for differing periods of time. The evaluation has been conducted whilst some of the West London Programmes have been in development and the early stages of delivery, whilst the delivery of others is on-going and very much embedded into the service delivery of the WLA councils. This is reflected in the body of the report.

The scope of the evaluation is defined more fully in section 5. However, it is important to note that the evaluation has focused primarily on the six West London Programmes delivered through the WLA governance arrangements. The scope of the evaluation did not extend to all of the collaborative activities and project undertaken by the councils that participate in the WLA. Examples of these other programmes and projects include the joint legal service that has been developed by the London Borough of Harrow and Barnet and the leisure and libraries services project underway between three West London councils. For the purposes of this report and for the sake of simplicity, the sub-regional collaborative efficiency and improvement programmes delivered by the WLA, as defined in section 4 are collectively referred to as the ‘West London Programmes’. It should also be noted that when referring to the WLA, this is the WLA as the local authority partnership and should not be simply seen as staff employed within the WLA Secretariat or those WLA programme officers employed to support the West London Programmes.

This evaluation has taken the form of a ‘self-evaluation’ involving a consultation stage, a review of the progress of the West London Programmes and has been subject to a peer review.

The remainder of the report is structured as follows:

Section 4: provides background information on the WLA and the West London Programmes.

Section 5: presents the aims, scope and methodology of the evaluation.

Section 6: provides an overview of the development of the West London Programmes and subsequent delivery including the aims and objectives, performance management and progress to date.

Section 7: provides details of the key issues and emerging themes arising from the evaluation interviews, feedback sessions and partner survey, relating to how effectively the West London Programmes are perceived to be meeting their objectives, what is working well and what are the gaps and challenges, understanding of and engagement in the WLA and West London Programmes and how collaborative working could be more effective. It also summarises the peer review findings and feedback.

Section 8: presents the evaluation conclusion and considerations going forward.

4. WEST LONDON ALLIANCE

This section explains the background of the WLA, aims and objectives, existing arrangements in terms of governance, functions of the WLA Secretariat and finally resources and funding.

4.1 About the WLA

The WLA is a local authority partnership. The WLA core local authority members are currently the London Boroughs of Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow ('WLA members').

Established in 1998 as the sub-regional partnership for West London, the WLA members have since been working together to lobby for the interests of the sub-region, improve the provision of public services in West London and develop collaborative strategies and initiatives on shared key issues. The WLA members have a long history of working together and have made significant progress on a number of initiatives initially focused on key programmes of work including economic development, transport strategy, spatial planning policy, regeneration, community cohesion and the London 2012 Games.

Whilst the WLA continues to contribute to these areas of work, since 2005 there has been a gradual shift towards shared programmes of efficiency and improvement related activities addressing areas of major local authority spend. The scale and pace of joint activities has gained momentum over the last couple of years as collaborative working arrangements have become more formalised and the drive to deliver savings has increased.

There has been a shift in the spatial geography of the WLA as a result of Barnet council joining the WLA in 2011 (Historically the London Borough of Hammersmith and Fulham has participating in the WLA as a WLA council. However, the London Borough of Hammersmith and Fulham withdrew from the WLA in March 2012 but remain a participating council in some of the West London Programmes). It should be noted that for housing related activities there has been a slightly different spatial approach based on the housing partnership sub-regions determined in 2003 for housing strategy purposes. The West London Housing Partnership includes the London Boroughs of Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow and the Royal Borough of Kensington and Chelsea.

4.2 Aims of the WLA

Since the establishment of the WLA, the WLA councils have been working together to:

- Lobby for the interests of West London;
- Develop collaborative strategies and initiatives on key public policy issues; and
- Improve the provision of public services in West London through sharing knowledge, expertise, undertaking joint ventures and securing additional resources.

In seeking to achieve these aims, six major West London Programmes are currently being delivered across West London spanning significant areas of local government responsibility. The West London Programmes aim to make significant contributions to council spending reductions by delivering a range of efficiencies and financial savings across Adult Social Care, Children's Services, Property and Asset Management, Passenger Transport, Procurement and Housing. The detail of the West London Programmes is explained further along in this report in section 4.6.

However, it is important to note that this is by no means to say that the only activities being undertaken in pursuit of the shared aims are the West London Programmes. The WLA councils are pursuing collaborative projects and shared services opportunities that have not originated through the West London Programme and that are not under the guise of the WLA including a leisure and libraries services project by three West London councils and a shared legal service between the London Borough of Harrow and Barnet.

4.3 Governance of the WLA

The overall governance of the WLA is currently structured in such a way that the Leaders and Chief Executives of WLA councils (Appendices 1 and 3) set the strategic and policy focus and direction of the WLA. The WLA Leaders and Chief Executives are charged with the overall responsibility for the portfolio of West London Programmes and act as the sponsoring group for all of the West London Programmes.

The WLA Leaders and Chief Executives meet on a twice yearly basis or more frequently as required and receive regular reports on the progress of the West London Programmes. The role of the WLA Leaders and Chief Executives meeting is to provide challenge or support where it is required.

The overall West London Programme performance management and monitoring is carried out by the WLA Chief Executives who meet on a monthly basis. This is supported by the WLA Secretariat, which performs a programme management and policy support role.

Full details of the governance and programme management arrangements for the West London Programmes are provided in Appendix 6.

4.4 Functions of the WLA Secretariat

A WLA Secretariat comprising of three staff (WLA Director, WLA Policy and Project Officer and WLA Administrator) supports the full range of activities acting on behalf of the shared interests of the WLA councils. The WLA Secretariat carries out functions to develop and support the West London Programmes but is also involved in a multitude of activities in support of achieving the overall aims and objectives of the WLA including:

- Programme coordination and support for the West London Programmes;
- Developing initiatives and new projects; recent examples include the work around public health and the West London Apprentices Initiative;

- Supporting and facilitating a range of key office groups across West London such as the West London Treasurers' Group, West London Environment Directors Group, West London Planning Policy Officers Group, West London Economic Regeneration Officers Group, West London Leisure Officers, West London Community Safety Group, West London Heads of Procurement;
- Facilitating the West London Improvement and Efficiency Network and supporting two events each year;
- Developing sub-regional guidance documents including on collaborative procurement and legal processes;
- Preparation of reports and studies as required;
- Knowledge sharing and networking activity across London including the London Collaborative Efficiency Network;
- WLA Communications including the WLA website and production of WLA fortnightly newsletter;
- Engagement in transport strategy and collaborative delivery through WestTrans and the West London Travel Panel;
- Working to secure a lasting legacy for residents and businesses from the staging of the 2012 Games in London;
- Influencing and development of external regional and national policies and strategies on a range of issues including housing, transport, planning and economic development;
- Engaging with key partners including the West London Business Chamber and West London Network in the West London Partnership, GLA, Job Centre Plus and the Skills Funding Agency;
- Organising and submitting consultation responses on behalf of West London, most recently to the Outer London Commission and Sport England on the future of the Pro-Actives; and
- Participation in the management of the London European Regional Development Fund and the European Social Fund Programme.

4.5 Resources and Funding of the WLA

There are costs associated with the full range of activities of the WLA as well as delivery of the West London Programmes which are resourced through the efforts of the officers from relevant council services in the participating councils and supported and facilitated by the WLA Secretariat and the WLA programme officers (those staff employed to support the programme management and delivery of the West London Programmes). The staffing of the WLA Secretariat and WLA programmes is shown in Appendix 5.

The costs for the West London Programme and for the WLA Secretariat are accounted for separately (Appendix 4). This is necessary as the clusters of participating councils differ on a programme by programme basis and because different councils have different sources for the expenditure internally. The WLA Secretariat is at its core jointly funded by the WLA councils. The costs associated with the delivery of the West London Programmes and employment of the WLA programme officers are funded by contributions from the councils participating in the West London Programmes, together with grant funding obtained through the WLA to support the delivery of particular West London Programmes. Grant income has been secured from Capital Ambition also from the Department of Communities

and Local Government for the Housing Programme. These incomes are accounted for separately for each West London Programme.

The budgets for the WLA Secretariat and for each of the West London Programmes are set in the autumn of each year by the relevant Programme Boards or in the case of the WLA Secretariat by the WLA Chief Executives. Individual West London Programme budgets are reviewed on a regular basis by the relevant Programme Board and managed in accordance with the financial regulations of the council which is holding the budget for the relevant West London Programme.

During 2011-12, the total revenue expenditure on the WLA facilitated activities (this includes expenditure associated with the delivery of the West London Programmes) was £1,952,904 on a cash basis and total income received was £2,776,411 of which £816,164 was generated through grant income. The excess of income over expenditure is a planned carry forward rolled over into 2012/2013 where it is included in the programmes' expenditure plans. In addition there was capital expenditure of £372,347 matched by a grant of the same amount. Grant income was largely from Capital Ambition where the WLA has been very successful in presenting convincing business cases for Capital Ambition to invest in. A statement of the income and expenditure for 2011/12 is attached in Appendix 4. (It should be noted that the statement includes the income and expenditure associated with the West London 2012 Partnership and WestTrans which are not included in the scope of this evaluation.)

4.6 The West London Programmes

The six major collaborative improvement and efficiency programmes being delivered across West London at the time of conducting the evaluation are:

- West London Social Care Efficiency Programme for Adult Services (the 'Adults' Programme);
- West London Children's Services Efficiency Programme (the 'Children's Programme' which includes both the Looked After Children/Care Leavers and Special Educations Needs strands within the overall programme);
- West London Transport Efficiencies Programme (the 'Transport' Programme);
- West London Property and Asset Management Programme (the 'Property Programme');
- West London Procurement Programme (the 'Procurement Programme'); and
- West London Housing Programme (the 'Housing Programme').

For the purposes of this report and for the sake of simplicity the above collaborative efficiency and improvement programmes are collectively referred to as the 'West London Programmes'.

The first five of these West London Programmes (Adult's, Children's, Transport, Property and Procurement Programmes) are delivered by the WLA councils (and for certain West London Programme those non-WLA councils that also participate) and supported and facilitated by the WLA Secretariat and WLA programme officers.

The Housing Programme has a different origin to the other West London Programmes as it stems from the West London Housing Partnership (WLHP). Delivery of the Housing Programme, a programme of projects many of which focus on driving efficiencies and improvements, is just one of the elements of work of the WLHP. For the Housing Programme there has been a slightly different spatial approach based on those councils that are members of the WLHP (sub-regions determined in 2003 for housing strategy and policy purposes).

The decision to participate in West London Programmes by the WLA councils is made on the merits of the individual programme and there is no obligation for WLA councils to participate in every West London Programme (or projects within these).

The WLA councils welcome the opportunity for other councils, including those in West London and wider afield, with common aims and objectives to those of the West London Programmes, to participate in the West London Programmes.

As noted above, there are different clusters of councils participating in the various West London Programmes which adds an additional layer of complexity in not only describing the programmes but also in the delivery of these collaborative programmes. Appendix 2 provides an overview of the councils engaged in each of the six West London Programmes.

More information about each of the West London Programmes, the aims and objectives, programme approaches, governance and management and progress to date is provided in section 6.

5. EVALUATION

5.1 Aims of this evaluation

The key aim of this evaluation was to review the West London Programmes. Further to this, a series of objectives were identified as follows:

- To ascertain how effectively the West London Programmes are meeting their objectives;
- To identify what is working well and good practice across the West London Programmes;
- To identify gaps and key issues across the West London Programmes and how they could be more effective;
- To determine the level of understanding of and engagement in the WLA and West London Programmes across West London borough colleagues and key stakeholders; and
- To determine what the future focus of the WLA and West London Programmes should be.

5.2 Scope of this evaluation

The evaluation was designed to focus on those six West London Programmes as outlined in section 4.6.

As noted earlier, there are a number of programmes and projects operating at the West London level that do not fall under the WLA and range of collaborative projects and activities delivered by West London boroughs for example on a bi- or tri- borough basis. However, this evaluation has not sought to review these programmes or projects as they were not in the scope of the evaluation.

It is worth noting that the WLA led the development of the West London Partnership for the 2012 Games (WLP2012),⁵ programme and action plan. In 2007, the WLA, Pro-Active West London and Brunel University agreed to co-fund the creation of a West London 2012 Officer post. This evaluation does not extend to evaluating the West London Programme for 2012, as a separate exercise has been commissioned to capture the achievements, highlight areas of good practice and detail lessons learned through the 2012 Programme. The intention is for the final West London Programme for 2012 evaluation report to be presented to the WLP2012 Stakeholder Group in September 2012 and WLA Chief Executives in October 2012.

The initial scope of the evaluation was to include the activities of the WestTrans⁶ partnership. However, the focus of the evaluation was on the West London Programmes, so whilst WestTrans officers were invited to give feedback during the evaluation process, the evaluation itself has not considered the activities of WestTrans.

⁵ The West London Partnership for the 2012 Games is made of: (i) WLA; (ii) PRO-ACTIVE West London; (iii) Brunel University; (iv) West London Business; (v) West London Network; and other key stakeholders from across West London.

⁶ WestTrans is a partnership of the six West London councils of Ealing (Ealing Council is the lead council for WestTrans), Brent, Hammersmith and Fulham, Harrow, Hillingdon and Hounslow. The overall aim of WestTrans is to identify, develop and implement transport projects to the benefit of West London.

5.3 Methodology

The evaluation took the form of a 'self-evaluation' organised and led by the WLA Secretariat. The evaluation was conducted in three broad stages:

- Review of the objectives and delivery of the West London Programmes.
- Consultation with borough officers, key external stakeholders and the staff of the WLA Programme Units.
- Peer review, conducted by an independent professional chosen because of their experience of leading on a metropolitan local authority partnership with similar efficiency and improvement activities.

5.3.1 Main methodologies and data sources

In order to conduct this evaluation, the methodology and data sources were as follows:

- A desktop review was carried out to examine the WLA and West London Programme level documentation including business cases, business plans, annual reports⁷, performance and outcome data.
- A desktop review was carried out of the papers relating to the governance and management review.
- Semi-structured interviews were conducted with the Chairs of each of the West London Programmes, the lead Head of Property for the West London Property and Asset Management Programme, Head of the WLHP and Chair of the WLHP, all during April 2012.
- A series of feedback sessions were held during March and April 2012. Three were held specifically for borough officers leading and participating in each of the West London Programmes, attended by just fewer than 20% of those invited to take part. A fourth feedback session was held in April 2012 for external stakeholder partners. Of those invited to participate, 9% attended the session.
- A web based partner survey was conducted in May 2012 among borough officers that resource the delivery of the West London Programmes (spanning the West London Programme Boards and project groups) and the WLA facilitated sub-regional groups which received 60 responses (a response rate of 27% on the initial 224 officers directly sent the survey).
- Semi-structured interviews with officers in the WLA Programme Units took place during May and June 2012.
- A peer review of the evaluation was carried out during June to July 2012 by Theresa Grant, Chief Executive of Trafford Council⁸. The purpose of this was to provide expert opinion and challenge the WLA Chief Executives in considering delivery of the West London Programmes. As part of this process, semi-structured interviews were conducted with each of the WLA Chief Executives during June 2012 by Theresa Grant. The peer review feedback and findings have been addressed in the evaluation report.

⁷ West London Programme level annual reports were in draft format as at July 2012

⁸ Theresa Grant was invited by the WLA Chief Executives to conduct the peer review element of the evaluation as an independent expert. Theresa Grant is Chief Executive of Trafford Council, a member of the Association of Greater Manchester Authorities.

Additional information relating to the evaluation methodology is contained within Appendix 7. This includes information about how the interviews and feedback sessions were organised and structured. For the partner survey questions, see Appendix 8.

5.3.2 Feedback Received

The importance of gathering the views of council officers, key external stakeholders and the WLA programme officers was recognised in designing the evaluation and a series of interviews and feedback sessions were carried out and a partner survey conducted to explore and capture the opinions in relation to the West London Programmes. It is important to acknowledge some key points in terms of the level of participation and representativeness of the feedback received:

- a) The feedback sessions were organised for officers that sit on a select number of the West London Programme Boards and Groups (as detailed in Appendix 7) and only those officers were invited to attend one of the three borough feedback sessions, rather than inviting members of every group associated with the delivery of the West London Programmes. The comments received at the borough feedback sessions are reflective only of those officers that took part.
- b) The attendance at the feedback sessions was relatively low. Just fewer than 20% of those invited actually attended (17 officers out of the 86 invited to participate).
- c) The WLA councils were not equally represented at the feedback sessions. In particular, although invited and confirmed to attend, no officers from the London Borough of Barnet attended the feedback sessions.
- d) The West London Programmes were not equally represented at the feedback sessions and some of the programmes were not represented at all. In particular although representatives for the Property and Housing Programmes were invited to attend feedback sessions, no council officers representing those programmes were present at the feedback sessions.
- e) A total 9% of those invited to participate at the external partner session attended.
- f) Those that attended the external feedback session did not represent the breadth of external partners to the WLA.
- g) A response rate of 27% was achieved for the partner survey.
- h) Of those that responded to the survey, 25% were involved in the Adults' Programme and 23% in the Transport Programme.
- i) Of those that completed the survey, 22% weren't directly involved in the West London Programmes (these respondents participated in West London Groups facilitated by the WLA).
- j) The level of officer representation across the WLA councils differed in terms of numbers that attended the feedback sessions and officers that completed the survey.
- k) The WLA councils were not equally represented in the survey responses: 20% were received from officers from the London Borough of Hounslow, 20% from Ealing, 17% from Brent, 15% from Hillingdon, 10% from Barnet and 7% from Harrow. The remaining responses were either undisclosed or from other London Boroughs.
- l) The level of seniority of council officer representing the individual the West London Programmes differed at both the feedback sessions and in the responses to the survey.
- m) The comments expressed by officers involved in the feedback sessions and those who completed the partner survey do not necessarily reflect the views of all officers

who participate in the West London Programmes and the comments are not representative.

- n) The comments expressed at the external partner feedback session are not representative of all external partners of the WLA.

Given the above points it is recognised that the feedback session comments and partner survey responses are not representative but are a helpful indication of the views of those who took part and are important as they do provide some insight into the opinions of borough officers and external stakeholders. From the feedback sessions and the survey as well as from the interviews conducted some key themes emerged and these are discussed in more detail in section 7.

6. DEVELOPMENT OF THE WEST LONDON PROGRAMMES

This section of the report provides an overview of the development and delivery of the West London Programmes as a collective and individually and considers the aims and objectives, the governance and programme management arrangements. It also seeks to review the progress to date against the intentions for the West London Programmes.

The comments in relation to the progress to date of programmes is primarily drawn from programme level documentation (including business cases, programme progress reports, funding bids and the draft West London Programme Annual Reports) and reports to the WLA Leaders and Chief Executives rather than reflecting upon comments received during the interviews, feedback sessions and partner survey. It should be noted that the feedback comments are dealt with under section 7.

6.1 Background to the West London Programmes

The WLA started to consider the scope for improvements and efficiencies in service delivery through collaborative activity in 2005. The initial work by the WLA was developed during 2006 to 2007 and led to the formation of the 'West London Shared Solutions to Efficiencies Programme'.

This first phase of work commenced with the commissioning of a report "West London Alliance: Shared Solutions to Realising Efficiencies" by PricewaterhouseCooper (PwC) presented in January 2007. It demonstrated that there was a significant prospect of realising efficiencies through collaborative action by the West London councils and three key service areas were prioritised: Human Resources (HR); Children's Services; and Adults Social Care Services.

Those three service areas formed the basis of the West London Shared Solutions to Efficiencies Programme, as initiated by the WLA councils⁹ in 2007, together with the Royal Borough of Kensington and Chelsea and Westminster City Council.

An outline business case for a potential shared HR back office service was completed in 2008 but the project was discontinued as the projected savings return compared to the risk and investment in the business transformation was judged to be insufficient to justify proceeding. An HR Shared Service Programme Review was carried out detailing some of the lessons learned and this helped to inform thinking about the development of future programmes of work.

The Adults and Children's Services workstreams were however taken forward. The PwC report acknowledged that the breadth of services provided and the complexity involved meant that developing a fully shared Adults or Children's Service was likely to be too ambitious to achieve but it did identify that there was particular interest in the opportunities

⁹ In 2007 the WLA councils including the London Borough of Hammersmith and Fulham Council but did not include the London Borough of Barnet Council.

for collaborative working and shared solutions within the areas of Adults and Children's Services due to the major areas of expenditure (and increasing level of expenditure) that they represent and the severe budget pressures experienced in these service areas and set out opportunities for joint working. These two areas of work were developed into the Adults' Programme and Children's Programme (both the Looked After Children/Care Leavers and Special Educational Needs strands within the overall programme) and formally launched in September 2009 and October 2011 respectively.

The WLA councils began to think about other opportunities for collaboration beyond Adults' and Children's Services to include other local authority service areas such as transport and property and assets in 2008. These other areas of work have emerged on a case by case basis.

In 2010¹⁰ the WLA Leaders and Chief Executives took stock of the full range of WLA activities. Since the Children's Programme has been formally launched, the Transport, Property and Procurement Programmes have all been developed from the initial scoping stage and the Adult's Programme has moved into its third year of operation. Over the last twelve months in particular the WLHP has started to more closely align with the WLA and report to WLA Chief Executives on progress of the Housing Programme. The WLA and WLHP have started to develop collaborative projects around housing management services and repairs and maintenance that span the Housing, Procurement and Property Programmes.

Grant funding has assisted with the implementation and development costs for many of the West London Programmes.

The West London Programmes are all collaborative programmes between the officers from the participating councils and supported by the WLA Secretariat and WLA programme officers.

The sections below explain more fully how the individual West London Programmes have been developed and implemented, together with progress to date.

6.2 West London Programme Governance and Programme Management

Broadly, the West London Programmes have similar programme governance arrangement (the framework within which programme decisions are made) and structures. The overall structure and interconnection between the West London Programmes and Groups is shown in Appendix 3.

¹⁰ At their meeting on 15th September 2010, Leaders and Chief Executives considered both the role and future aims of the WLA both in terms of its 'external facing' role and work with partner but particularly in terms of the collaborative programmes across the boroughs. Leaders and Chief Executives requested detailed options to the WLA collaboration over the next three to four years, including proposals for addressing capacity and delivery issues. The report presented to Leaders and Chief Executives at the meeting on 9th December 2010 outlined the substantial progress made up to that point, highlighting savings and deliverables and proposed an approach to take the efficiencies programme going forward.

The WLA Leaders' and Chief Executives' group acts as the overall West London Programmes Sponsoring Group/Governing Board.

Each West London Programme has a Programme Sponsor Chief Executive (a WLA council Chief Executive). The WLA Chief Executives, meeting on a monthly basis, conduct the overall performance management and monitoring of the West London Programmes.

For each West London Programme there is a Programme Board with a nominated Programme Chair. The various Programme Boards, each with a representative from the West London Treasurers' Group, normally include corporate service directors for the relevant council service area or in a number of cases relevant Heads of Services, manage the group of related projects within the particular West London Programme and are accountable to the WLA Leaders and Chief Executives Board and WLA Chief Executives. The Programme Boards are also accountable to the councils participating in the Programme and are responsible for aligning staff resources, ensuring relevant information is communicated and that any necessary consents and approvals are obtained. The Programme Boards receive regular Programme Progress Reports with details of the progress and status of the relevant programme overall as well as an update on the individual projects.

In addition to the Programme Boards, various project delivery arrangements have been established for the projects within each of the individual West London Programmes.

The council officers from the councils participating in the West London Programmes provide the majority of the staff resource for the West London Programmes. Programme management, technical expertise and professional support is provided for the West London Programmes is provided by the WLA programme officers, with overall coordination and quality assurance provided by the WLA Secretariat. For each West London Programme there is a WLA Lead Officer who acts as the Programme Manager. There is a matrix management approach and so the WLA Lead Officers have a line of accountability to the WLA Secretariat as well as to the relevant Programme Chair and Programme Board to support the delivery of the programme.

6.3 West London Social Care Efficiency Programme for Adult Services

The West London Social Care Efficiency Programme for Adult Services (*the 'Adults' Programme*) seeks to deliver savings and efficiencies in Adult Social Care (ASC) for the six WLA councils. The participating councils are the London Boroughs of Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow¹¹.

6.3.1 Background to the Adults' Programme

Following the initial report presented by PwC outlining opportunity areas for the WLA to develop shared solutions to efficiencies and service improvements, scoping work began for a

¹¹ During the course of 2011-12 the London Borough of Hammersmith and Fulham began to withdraw from the majority of the Adults' Programme in order to work on the Tri-borough integration with the Royal Borough of Kensington and Chelsea and Westminster City Council. In April 2012 the London Borough of Barnet formally joined the Adults' Programme.

programme to deliver improved value for money in the provision of ASC services through shared and collaborative activity.

This work between October 2007 and June 2008 was carried out by Directors of ASC, the WLA Secretariat and some consultancy support provided by Deloitte. In July 2008, WLA Leaders and Chief Executives agreed the development of a WLA ASC Joint Procurement Unit (JPU) and in December 2008 the WLA Chief Executives and Directors of ASC agreed to resource the JPU. Recruitment for an interim Director for the JPU began and once in post, a potential ASC programme was scoped and an outline business case was developed. In addition, an interim WLA ASC JPU team was identified and the Adults' Programme and range of projects within it were initiated. Progress on development of the Adults' Programme was reported to Leaders and Chief Executives in April 2009. The Adults' Programme was established and a range of projects initiated between May and September 2009.

The Programme was officially launched in September 2009 together with the Adult Social Care Efficiency Unit (the JPU was renamed as the Adult Social Care Efficiency Unit when the Adults' Programme was launched) following approval by WLA Leaders and Chief Executives at their meeting on 22nd September 2009. As such the Adults' Programme is the longest running of the West London Programmes. Having been approved in the autumn of 2009, the ASC Directors of the WLA councils agreed to allocate funding for the continuation of the Adults' Programme in 2011-12 and 2012-13.

The Adult Social Care Efficiency Unit was re-titled to the Social Care Efficiency Unit when the Children's Programme was launched in 2011 and the post of the Assistant Director leading on the Adults' Programme became a post jointly funded to also lead on the Children's Programme.

6.3.2 Aims and Objectives of the Adults' Programme

The Adult's Programme is designed to deliver a programme of efficiencies relating to ASC for six WLA councils founded on better use of shared data, strategic engagement with the care market and joint procurement within the largest two areas of spend: residential care (circa £200m pa) and Homecare (circa £57m pa). As a single customer the WLA councils set out to shape the provider market and achieve improved quality at the lowest price.

Set in May 2011¹² to guide the Adults' Programme for 12 months the agreed aims and objectives to deliver each key aim were:

- Through collaboration, reduce the cost of adult social care services purchased externally by West London;
- To seek to improve the consistent quality of adult social care services offered to service users in West London; and
- Working to identify and eliminate the barriers to collaborative working while promoting awareness of the Adults' Programme and what it can deliver.

¹² ASC Business Plan for 2011/12

The key financial target for 2011-12 was to achieve £6 million cost avoidance on care home expenditure and £4.4 million on homecare by April 2012. These were set out in the ASC Business Plan as follows to contribute towards the Adults' Programme objectives:

To work with the provider market to mitigate avoidable cost pressures and ensure inflationary pressures are not passed up through the value chain to raise placement fees. Cost avoidance target of £5m for 2011-2012.

To deliver £1m in cashable savings in 2011-2012 through better management of West London's residential spend using the Approved List scheme and by:

- a) tackling high cost specialist care by commissioning OLM; and
- b) working with councils to use the Care Funding Calculator (CFC) projects.

To save £4.4m in 2011-12 through the West London homecare framework.

To reduce the Supporting People spend in 2011-12 by 20% through negotiations and also running a new framework agreement.

To improve the efficiency and quality of provision through better coordination of borough contract management and procurement teams.

To increase collaborative working across the WLA borough adult social care teams. Specifically around future commissioning intentions and joint purchasing with Health.

At present the Adults' Programme includes nine projects to deliver the overall aims and objectives:

1. High Cost Placements and Care Funding Calculator
2. Inflation Cost Avoidance
3. Accreditation, Purchasing and Contract Management Scheme (APC)
 - a. Older Persons Approved List
 - b. Complex Needs
4. CarePlace Web Portal
5. Home Support Framework Management
6. Community Support Framework Tender
7. Supporting People Programme Framework Agreement
8. Shared Service Pilot
9. Sub-Regional Commissioning and Market Management Strategy

6.3.3 Governance and Programme Management of the Adults' Programme

The Adults' Programme has a well-defined governance structure as shown in Appendix 6.

Programme management of the Adults' Programme is carried out by the Social Care Efficiencies Unit which has dedicated staff resourcing for the Adult's Programme. The Social Care Efficiencies Unit is led by an Assistant Director and for the Adult's Programme is supported by four dedicated officers (Two Senior Category Managers, a Programme and

Communications Manager and Administration Officer) with support from the WLA Secretariat.

6.3.4 Progress of the Adults' Programme

The Adults' Programme has moved into its third year of operation and has made significant progress since its initiation in pursuit of the programme aims and objectives and key targets.

At the outset the Adults' Programme was primarily conceived as a procurement programme. However, the scope of the Adults' Programme was significantly extended early on in its development to include the wider remit of commissioning ASC and widened to extend the potential raft of longer-term efficiencies that are realisable through the Adults' Programme. The Adults' Programme approved in 2009 included five main workstreams: procurement, market management, current prices; one client and a workstream to aid the implementation of the personalisation agenda. By the start of 2011-12, there were eleven core projects within the overall Adults' Programme and as the Adult's Programme moves into the delivery during 2012-13 there are nine projects within the Adults' Programme.

The Adult's Programme focuses on collaboration to address the two highest areas of ASC expenditure: residential care (circa £200m pa) and homecare (circa £56m pa) and a variety of procurement techniques and processes are employed through the Adults' Programme to make best use of the purchasing power available across West London and these include:

- a restricted tender processes to address the housing related support and home care markets, including best price negotiations as part of the process;
- the purchase and development of a new adult social care management information system;
- creation of an approved list for residential and nursing care home placements, underpinned by the new management information system; and
- supplier negotiations to reduce costs whilst also improving the supply chain and driving efficiencies for both supplier and purchaser.

The main objective of the Adults' Programme was, and continues to be, to secure long-term savings and efficiencies for each participating borough. Significant financial savings and cost avoidance are reported through delivery of the Adults' Programme:

- Approximately £10m of savings delivered up to March 2011 (through the 2010 Inflation Strategy, Best Price Negotiations, CFC, Homecare and Housing Related Support) and
- During 2011-12, £11.6 million total of cashable savings (equating to £2.4 million) and cost avoidance efficiencies (equating to £9.2 million).

It is worth noting that even at the initial stage of implementation in 2009 it was recognised that establishing a clear Return on Investment figure for each borough was extremely complex not least because the starting position for each borough was different. It remains the case that capturing and calculating the improvements and efficiencies realised through the Adults' Programme is extremely complex and challenging.

As well as delivering financial benefits, the Adults' Programme aligns the WL councils so that together they can work to shape the care market: by acting as one customer, by harmonising procurement practices and terms of trade, with better management information and improved commissioning decisions.

Some key achievements of the Adults' Programme include:

- West London CarePlace¹³ (Management Information System) - a new web portal system developed and built and went live in July 2011. Five councils have their data in the live system for residential and nursing placements and Hounslow and Barnet councils will have theirs in the system in 2012. Roll-out with other councils and sub-regional partnerships across London is being considered.

The Accreditation, Purchasing and Contract Management (APC) scheme, a new market management system for care home placements, was launched in 2011-12.

Phase one of the Approved List (older people services) was launched in February 2012 with four categories: Residential, Nursing, Residential Dementia and Nursing Dementia. The Approved List used the online tendering facility of the CarePlace system for the first time. Phase one saw 140 providers register on the CarePlace system, of which over 30 were successfully added to the Approved List. The successful providers bring slightly fewer than 70 care homes into the scheme. The APC has also reduced the costs of care home placements for the councils using the Approved List.

- Development of phase two of the Approved List for complex needs is underway.
- During 2011-12 care home savings of £3 million through inflation cost avoidance, £1.6m cashable savings as the result of reductions in current fees and APC Older Persons Approved List wave 1 resulted in an immediate drop in fees equal to £10,000 (23rd February to 31st March 2012).
- Homecare savings: £1.8 million inflation cost avoidance on a total annual spend of £60 million per annum, quarterly cashable rebates of approximately £800,000 and cost avoidance based upon lower prices achieved in October 2010 from the new Homecare Framework agreement. Savings achieved through the use of the framework are difficult to calculate to a high degree of accuracy due to the variable use of the contract to provide home care to individual residents.
- The second generation homecare framework agreement is underway. The aim is to have the agreement in place by February 2014.
- Projected savings of £3 million in 2011-12 from the Supporting People Negotiation teams as a result of net reduction in fees across the most common providers and a further £4 million anticipated for 2012-13
- The objective of the Supporting People project was to achieve efficiencies of at least 20% in the context of significant reductions in the budgets provided to councils for supporting people services. The project achieved 16% of the 20% target. There were savings made in year with the rest occurring the following financial year.
- A stand still Inflation strategy launched for 2012-13 is anticipating delivering further savings in the region of £4m.

¹³ CarePlace was developed by the WLA and grant aided by Capital Ambition and provides borough ASC staff with council adult social care staff with easy to access, up-to-date information on care services and prices within the market. CarePlace also provides up to date contract management, financial and monitoring reports based on data collected from the participating Boroughs IT systems

- The new Supporting People framework on which work was instigated in 2011/12 is designed to replicate a previous framework successfully procured by four councils some years earlier but will be used by eight West London councils. Thirteen different service areas are included in the framework covering most of the services of Supporting People programmes. It is the intention that this becomes the single default source of Supporting People services in West London. The Framework is due to go live by September 2012.

The Adults' Programme has continued to operate over the last three years with the engagement of six councils, although there have been changes in the councils participating in the Adults' Programme since its launch in 2009. During 2009-10, and 2010-11 the six participating councils were Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon and Hounslow. During 2011-12 Barnet Council having joined the WLA partnership joined the Adults' Programme whilst Hammersmith and Fulham Council began to re-focus its efforts on the Tri-borough project with RBKC and Westminster City Council.

Considerable progress has been made since the Adults' Programme was originally established. There has been a shift in the focus of the Adults' Programme over the course of the last eighteen months away from managing price to managing future demand, a move from tactical procurement projects to strategic commissioning work, with the ambition to produce a West London commissioning and market management strategy as part of the 'Future Gazing' strand of the Adults' Programme. Working in partnership with strategic providers, this strategy will seek to secure substantial savings over the course of the next ten years and deliver new models of care across West London.

6.4 West London Children's Services Efficiency Programme

The West London Children's Services Efficiency Programme (the 'Children's Programme') is designed to better control costs and achieve other efficiencies from working collectively and acting, where appropriate, as a single purchaser across nine councils (the WLA councils plus Westminster City Council, London Borough of Hammersmith and Fulham and the Royal Borough of Kensington and Chelsea). The Children's Programme has two key work streams: one associated with Looked After Children and Care Leavers (LAC), and the other with Special Educational Needs (SEN).

6.4.1 Background to the Children's Programme

Work began in 2005 by the WLA to explore the potential for collaborative work within Children's Services. Once the West London Shared Solutions to Efficiencies Programme identified areas of opportunity and efficiency gains relating to Children's Services, a Children's workstream was formed and the Children's Programme started to take shape.

In 2007, a West London Children's Services Directors (DCSs) and a West London Children's Commissioning Managers group were set up and agreed three key priority areas for future collaborative working: residential placements, Independent Fostering Agencies (IFA) and Special Educational Needs (SEN).

An extensive feasibility study was undertaken between October 2007 and May 2008 by Tildy Consultants. This study explored how efficiencies could be delivered and quality of outcomes

improved by working collaboratively to provide Children's Services across the eight councils of Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow, Kensington and Chelsea and Westminster.

The outcomes of this feasibility work were considered at a Visions Workshop by DCSs, Assistant Directors, Strategic Commissioners and Operational Managers to identify the Children's Programme going forward. Following the conclusion of the feasibility work, it was agreed by WLA Leaders and Chief Executives in July 2008 that West London should move ahead to develop common approaches to joint commissioning, to generate best procurement practice across the sub-region and, by streamlining processes, to reduce costs for local authorities and providers.

A number of projects were progressed during 2009 including a review of the outcomes from Hounslow's Preferred Provider Framework Contracts for Residential, Independent Fostering and Semi-Independent Accommodation; development of a proposed SEN project; a Social Worker Recruitment and Retention Pilot and work to lobby to keep inflationary fee increases to a minimum for Residential, IFA and SEN placements. A PA consulting report commissioned by the councils in 2010 on SEN provision considered the savings that could be achieved through a collaborative SEN programme.

It has been observed that the Children's Programme was slow to get going but in 2010, the nine councils as detailed above agreed to establish the Children's Programme and following a period of preparation it was formally launched in October 2011.

The Children's Programme is funded through a mixture of Capital Ambition grant (secured £223,537 for two years of funding in summer 2011) and borough contributions.

6.4.2 Aims and Objectives of the Children's Programme

The overall aims of the Children's Programme (both LAC and SEN work streams) are:

1. Development of collaboration across west London to aid better planning and coordination of purchasing in children's service provision;
2. To enable better visibility and understanding of the current supply market through better quality and use of spend and demand data;
3. To save money through better purchasing, through exploration and implementation of appropriate procurement approaches and supplier negotiations to maintain or improve quality and drive down price; and
4. To coordinate future demands for specialist provision enabling greater choice and alternative provision.

The LAC and SEN work streams consist of a series of projects and associated key targets. There is also one project that spans both the LAC and the SEN work streams - the Care Funding Calculator project.

6.4.3 Looked After Children

The LAC work stream has the following key targets:

1. To procure a sub-regional IFA Framework.
2. Increase the range and availability of residential children's homes provision.

3. To develop better models for the delivery of parent and child assessments.
4. Produce a West London Commissioning Strategy.
5. Semi Independence – through procurement gain better management of the market.
6. Develop a cost based negotiation tool for reducing costs on high needs placements.
7. Undertake commercial negotiation with commonly used providers to reduce budget pressures whilst maintaining quality

The LAC work stream includes six projects designed to deliver the overall aim and targets and which also seek to cover long-term commissioning and shorter term procurement and commercial negotiations:

1. LAC Commercial Negotiation
2. LAC West London Commissioning Strategy Development
3. IFA Framework Development
4. Residential Children’s Homes Development
5. Semi Independence
6. Parent & Child Assessment

6.4.4 Special Educational Needs

The SEN work stream has the following targets:

1. To improve planning and coordination of the purchasing of children's services across West London, specifically around future demand.
2. To enable better visibility and understanding of the current supply market for children’s services through the use of good quality spend and demand data.
3. To ensure that West London’s commercial strategy aligns well with its long term service provision needs.
4. To improve the management of the independent market through better use of contract and provider development.
5. To achieve cashable savings through better purchasing, the creation of framework agreements, preferred lists and negotiations.
6. To coordinate future demands for specialist children’s services provision to enable greater choice and alternative provision.
7. To target resources where the earliest returns on investment are likely, informed by management information.

The SEN work stream includes six projects to drive the SEN element of the Children’s Programme forward. These include:

1. SEN Commercial Negotiation
2. SEN Best Practice
3. SEN Commissioning Strategy:
 - a. Data Collection and Analysis
 - b. Needs Assessment
 - c. Supply Mapping and developing capacity in the non-maintained sector
4. SEN Contracts and Procurement

6.4.5 Governance and Programme Management of the Children’s Programme

The Children's Programme has a defined governance structure for the Children's Programme and this is illustrated in Appendix 6.

Programme management of the Children's Programme is carried out by the Social Care Efficiencies Unit (as well as for the Adult's Programme). The Social Care Efficiencies Unit is led by an Assistant Director and for the Children's Programme is supported by four dedicated officers¹⁴ for the Children's Programme (Two Senior Category Managers, a Category Manager and an Administration Officer) and with support from the WLA Secretariat.

6.4.6 Progress of the Children's Programme

The first stage of the Children's Programme up to September 2011 concentrated on getting the resources and preparations complete and creating the foundations in order to launch the Children's Programme to borough officers as well as the external provider market. This work involved collecting and analysing spend data across West London. The Children's Programme recruited two Senior Category Managers to lead the LAC and SEN work streams. This groundwork also developed the governance structure for the overall Children's Programme.

The Children's Programme has progressed from the initial set up stage to a formal launch at an event in October 2011, and onto the development of the individual projects within both the LAC and SEN work streams. The progress of the overall Children's Programme is still very much at an early stage. It's not yet twelve months since it was launched, but it has begun to deliver some short-term financial savings for participating councils. It is perhaps too early to comment fully on the success of Children's Programme aims and objectives but some observations can be made in terms of progress to date.

Since the launch, the Children's Programme has sought to secure 'quick wins' through commercial negotiations with providers and development of the other projects within the two strands of the programme. Activity has focused on achieving a cultural and behaviour change, improving the use of data, developing new ways of working, skills transfer and benchmarking performance. The LAC work stream has focused on arranging and delivering commercial negotiations and delivering a number of the projects through project groups established in late 2011. The SEN work stream has initially focused on tackling the fragmented nature of the independent schools market and building up relationships and negotiations with commonly used providers. The scope of the SEN work stream has also widened with the establishment of four new project groups.

Across the two work streams (LAC and SEN) the key progress and areas of success to date are:

- Commercial negotiation skills training for LAC and SEN work streams.
- Analysis of key data for SEN services during 2011-12.
- SEN Commercial Negotiations – negotiations with ten key day schools anticipated to realise £448,000 in the coming year.
- Establishment of a number of project groups to drive the SEN Programme forward.

¹⁴ Two Category Managers have recently been recruited to the Children's Programme although as of 31st July 2012 only one of the potholders started.

- LAC Commercial Negotiations – three agreements have been secured with immediate cash savings for each borough with eleven more commenced and to be complete in 2012. The full year impact of the savings negotiated in 2011/12 could be in the order of £700,000 depending on the purchasing behaviours by councils.

It is recognised that there have been some delays and slippages in terms of some project milestone, for example the Care Funding Calculator project led by the London Borough of Merton has suffered from delays; the IFA Framework Development has been delayed although the project group is working to minimise the loss of time and it is anticipated that the project is still on track to deliver in April 2013; the Residential Children's Homes Development, Semi-independent and Parent and Child Assessment projects have been delayed due to the focus on commercial negotiations and are to be progressed by the new Category Manager and finally, there have been delays in Data Collection and Analysis SEN Commissioning Strategy.

Whilst there have been some delays, it is important to recognise here the early stage in implementation of the Children's Programme. The Children's Programme is broad in scope and ambition. The Children's Programme contains a series of different projects to be delivered over different timescales. The initial priority was to deliver quick returns by negotiating preferential rates on a sub-regional basis, with the most commonly used providers across LAC services and SEN. There has been agreement for investment in the recruitment of two additional Category Managers for a twelve-month period to inject pace by providing additional support to tackle some specific issues which are impacting on overall progress.

The WLA infrastructure and procurement expertise gained in the Adults' Programme has been applied to Children's Programme. The Children's Programme has been founded on and benefited from the lessons gained through the development and subsequent delivery of the Adult's Programme for example: managing the expectations of stakeholders; the importance of engagement with the market; and focusing resources on those activities that contribute the most to the programme objectives. Benefits have therefore been achieved at an early stage.

It is noticeable that the Children's Programme has moved more quickly than the Adults' Programme did toward a commissioning focus and work is underway to start developing commissioning strategies for the Children's Programme. This is hoped to influence the market over the next few years.

Overall the strategic direction of the Children's Programme is for increased sub-regional collaboration in order to deliver efficiencies across West London on a sustainable basis through better matching of supply, demand, stimulating competition and improving practices. In doing so the aim is to link up with the relevant West London Programme areas such as the Transport and Property Programmes and the Support People project within the Adults' Programme. The next stages of the Children's Programme is a range of procurement and commissioning projects designed to standardise the relationship with the market and encourage it to meet commissioning needs. Alongside these projects aggregated data provides a better understanding of available provision, unit costs, and West London's commissioning patterns.

6.5 West London Transport Efficiencies Programme

The West London Transport Efficiencies Programme (the 'Transport Programme') is different to the other West London Programmes in that it is the only West London Programme that aims to create a shared service. The overall aim of the Transport Programme is to put in place a single West London Transport service by 2013 incorporating: passenger transport, fleet, concessionary travel and independent travel. The London Boroughs of Barnet, Brent, Ealing, Hounslow and Harrow currently participate in the Transport Programme.

The Transport Programme has developed a regional transport bureau to deliver efficiencies within current borough based transport services, improve current transport arrangements and deliver potential efficiencies whilst minimising the negative impact upon customers.

6.5.1 Background to the Transport Programme

The initial development of the Transport Programme began in 2008 when it was recognised that there were efficiency savings to be achieved through collaboration by the WLA councils in the provision of transport services for ASC and Children's Services.

In September 2009, Leaders and Chief Executives agreed to establish a work stream within the Adults' Programme to take forward a project to realise efficiencies in Transport Services. It was subsequently agreed that this should be managed as a separate programme because it encompassed transport provision for both Children's and ASC Services.

During 2009 and 2011 two studies were commissioned by the WL councils to identify the scope and opportunity to deliver savings in the costs of transport services to vulnerable children and adults across the sub-region through a collaborative approach.

The outline business case produced by consultants PeopleToo suggested that there were significant opportunities to deliver savings (£4.9m per annum) from the creation of a shared transport bureau to enable more efficient use of resources. This outline business case was approved by WLA Chief Executives in September 2010 and in agreeing to take the Transport Programme forward Chief Executives commissioned a further study to develop a detailed business case. The detailed business case, produced by PeopleToo, was finalised in February 2011 recommending a progressive collaborative approach to the future provision of passenger transport, fleet management and concessionary travel services across the region. The WLA Chief Executives and Transport Programme Board subsequently approved the detailed business case in March 2011.

In light of this a funding bid was submitted to Capital Ambition in November 2010 to provide financial support to produce a detailed business case and support to deliver the implementation phase. This was on the basis of the Transport Programme being taken forward with the five West London Boroughs of Brent, Ealing, Harrow, Hillingdon and Hounslow. The Transport Programme received £32,890 Capital Ambition funding to produce the detailed business case and £200,000 was received for implementation costs in June 2011.

The Transport Programme was progressed on the basis that it would include: early implementation of shared out of borough transport routes; establishment of a regional transport bureau; joint procurement of contracted transport and other transport-related services; development of common transport eligibility policies and procedures; extension of

alternative travel opportunities and consideration of further integration of transport services, subject to satisfactory business cases.

6.5.2 Aims and objectives of the Transport Programme

The Transport Programme aims to create a single West London Transport service by 2013 incorporating: passenger transport, fleet, concessionary travel and independent travel.

The participating councils aim to do this by developing a:

- Regional transport bureau ('Bureau') to act as one central point in the region and co-ordinate the delivery of efficiencies within current borough based transport services;
- Regional framework for the procurement of external transport;
- Regional contract for mobility assessments;
- Regional eligibility policy for assisted transport for adults;
- Regional eligibility policy for assisted transport for children;
- Regional programme for independent travel training;
- Regional concessionary travel unit; and
- Regional fleet strategy.

The Transport Programme includes seven projects to deliver the overall aim and objectives:

1. Transport Bureau
2. Contracted Transport
3. Concessionary Travel
4. Transport eligibility -Children
5. Transport Eligibility-Adults
6. Alternative Travel
7. Fleet Strategy

6.5.3 Governance and Programme Management of the Transport Programme

The governance structure for the Transport Programme is described in Appendix 6.

The programme management of the Transport Programme is provided by an Assistant Director and supported by the WLA Secretariat.

6.5.4 Progress of the Transport Programme

It is important to acknowledge that there is good progress made in areas of work within the overall Transport Programme. However, it is also necessary to recognise that the progress of the Transport Programme has been slower than originally forecast with slippage in some of the key milestones and particular projects (namely the Out of Borough Route Sharing (OOBRS) project and concessionary travel project) have struggled to deliver the anticipated savings.

The original detailed business case is considered to have been overoptimistic and based on a misjudged savings target. As a result the Transport Programme suffered both in terms of

credibility and loss of confidence and lower than expected financial savings arising from the underperformance on the OOBRS project.

The OOBRS project was slow to progress and has not realised the projected financial benefits. With only 8 of the 71 shared destinations being converted to shared routes, the savings generated were only £60,000 as opposed to the anticipated savings of £1.5m per annum (£5.4m over 4 years). The Transport Programme has in this area failed to deliver the original objective. However, with the establishment of the Transport Bureau route optimisation (to determine the most effective and efficient routes at the best value for money) should deliver greater financial benefits than initially achieved with the OOBRS project.

A financial review was carried out in November 2011 - in light of the lack of savings achieved through the OOBRS project and slow progress of the concessionary travel project - and the original detailed business case savings forecast of £15m over four years was revised to £8.3m over four years. This reflected a significant reduction in the savings attributed to OOBRS and concessionary travel.

One of the key objectives of the Transport Programme is to implement a West London Transport Bureau ('Bureau'). It is fair to say that the Bureau has taken longer to establish than planned and proved more challenging than anticipated at the outset. Implementation of the Bureau was originally forecast for September 2011. A revised timetable of October 2011 for implementation of the Bureau was agreed but there were further delays in setting up the Bureau due to staffing resources not being transferred in time. A financial review of the Transport Programme halted any further expenditure on the Bureau, to allow for the Bureau plans to be presented to the Transport Programme Board at the end of November 2011. However, phased implementation of the Bureau has now begun and as of July 2012 Brent, Ealing and Hounslow staff have transferred over (this occurred in March/April) and Barnet staff are to follow in January 2013. In addition, the Bureau Manager was appointed in June 2012.

Another area of the Transport Programme that has not fully achieved the original objectives relates to concessionary travel. The Transport Programme set out to establish a regional unit for concessionary travel to include all boroughs. However, only Hounslow and Ealing are committed at present to setting up a concessionary travel unit within the Bureau by March 2013.

Areas of success within the Transport Programme include:

- High level expectations, roles and responsibilities and arrangement defined through Inter-borough agreement signed in September 2011.
- The Regional Framework for contract transport has been established as planned and is ready for use by participating boroughs. The early indications are that it should deliver savings in most participating boroughs.
- The mobility assessment contract has been awarded to Able 2 and is available for participating boroughs.
- A regional eligibility policy for Adults has been implemented in Brent after consultation and is going through consultation in Barnet.
- A regional eligibility policy for Children has been drafted and is awaiting sign off from DCSs.

- A regional strategy for Independent Travel Training (ITT) has been agreed confirming a commitment to develop ITT within all participating boroughs.
- Securing a further £105,000 funding from Capital Ambition in May 2012 to assist with the implementation over 2012/2013 and 2013/2014.

The Transport Programme has been hampered because of:

- Delays in setting up the bureau.
- Delays in boroughs transferring staff to Hounslow.
- Delays in recruitment of the permanent shared services transport manager.
- Delays in the implementation of the IT system.
- Issues with governance arrangements – lack of involvement from commissioning or strategic decision makers at some working groups especially in the first year.
- Some lack of representation on working groups.

These issues have largely been addressed, through the use of an interim bureau manager and the recruitment of the Bureau Manager in June 2012, implementation of the new IT system, nomination of assistant directors to lead every project, revised governance arrangements with the establishment of the Regional Commissioning Group (RCG) and assistant directors being appointed to act as Chairs of the working groups. The RCG represents the commissioners of services rather than being provider led but the right level of attendance must be secured (this was not the case for all councils at the first RCG meeting).

The Transport Programme is a complicated programme by its very nature as transport services (passenger transport and concessionary travel) is not managed in one place within councils but spans Children's, Adults, Environment and Customer Services. Further to this it is the only one of the West London Programmes that aims to deliver a shared service. Whilst progress against milestones has been slower than anticipated in some instances, the Transport Programme is currently (as of July 2012) on track to deliver the programme aim to create a single West London Transport service by 2013.

6.6 West London Property and Asset Programme

The West London Property and Asset Programme ('Property Programme') seeks to enable the West London public sector stakeholders to realise benefits from a co-ordinated approach to managing property and built assets. The following councils participate in the Property Programmes: Brent, Ealing, Hammersmith and Fulham, Harrow and Hounslow.

6.6.1 Background to the Property Programme

The Property Programme was launched in 2011 following a year of development work. The WLA began to discuss a property and asset management initiative back in 2010 and in the September of that year, the councils of Ealing, Brent, Hammersmith and Fulham, Harrow and Hounslow agreed that there was scope to deliver efficiency savings through collaboration and improve the delivery of their corporate objectives through a pro-active and joined up approach to the use of public sector property and assets in West London.

From there, the participating councils developed and agreed an outline business case with the assistance of EC Harris. The strategic business case demonstrated that the agreed Property Programme would generate efficiency savings and create a flexible structure going forward so that the WLA had the option to run separate, linked or even a single integrated estate in due course. A proposal for a three-year programme was developed and submitted to Capital Ambition in November 2010.

Funding for year one of the Property Programme (£165,438) was secured from Capital Ambition at their Board meeting in February 2011 with the intention of funding subsequent years subject to satisfactory progress and the achievement of agreed milestones.

As a consequence, the Property Programme and a West London Property Board were established in April 2011. The first year of operation of the Property Programme focused on three workstreams identified in the outline business case:

Assets (the estate portfolios) – the rationalisation of built assets on a co-ordinated basis with the view to securing significant benefits in terms of revenue savings and capital receipts. This included access to e-PIMS for participating councils to enable consistent asset mapping;

Management (the service structures which manage these estates) – a formal resource sharing arrangement between the councils to establish a more formal shared structure in the future, including the establishment of a ‘virtual’ property board for London comprising of the borough Heads of Property and other relevant officers;

Supply chain (the goods and services which support the estates) – rationalising and co-ordinating the procurement of Facilities Management and other property related services to the councils.

During year one, the Property Programme concentrated on putting in place the capacity and forming a strong foundation for the next stages of the programme through collating information and analysing property data. The Property Programme has now moved into the second phase and having secured additional funding of £551,000 from Capital Ambition to deliver the Property Programme for a further two years.

6.6.2 Aims and objectives of the Property Programme

The overall objective for the Property Programme is to enable the West London Authorities to realise the benefits from co-ordinated approach to managing property and built assets. The aim was to deliver tangible financial savings for the participants at a significantly higher level than can be achieved by the individual organisations working in isolation and be able to expand this to include more public bodies from both within and outside West London.

The intention was to implement a programme of actions which generate efficiency savings and create a flexible structure going forward so that the WLA has the option to run separate, linked or even a single integrated estate in due course. This was to also include the ability to draw other councils and integrate other public estates, such as Health, Police and Fire into the model.

The Property Programme objectives were reviewed and refreshed and updated at the end of year one in order to produce the detailed business case to apply for additional funding. These are as follows:

1. Driving efficiencies in management of public sector property and assets;
2. Leveraging combined scale to drive efficiencies in service contracts;
3. Using property to shape and streamline service delivery;
4. Working collaboratively to share assets commercially;
5. Support councils and other public sector partners to achieve economic development, housing and regeneration objectives;
6. Using new innovative financial mechanisms to support and achieve these objectives; and
7. Providing a forum for knowledge transfer, best practice and ideas.

The key target of the Property Programme is galvanise and drive the best and most efficiency use of property and property related activities across public sector partners and to achieve savings, improve services and support regeneration objectives.

There are eight distinct projects within the Property Programme:

1. Cross boundary provision of school places;
2. Delivery of residential children's places and home within West London;
3. Co-location of shared services along WLA borough boundaries
4. Delivery of services that do not require proximity to service users;
5. Shared strategic and operational approach to the delivery of property related functions across the WLA estate;
6. Shared procurement opportunity
7. Building services training and apprenticeships; and
8. Energy efficiency.

Overall, the Property Programme will focus on scalable projects.

The Property Programme aims to deliver £10.6 million savings across the five-year programme at approximately £1.7m p.a. by the end of the programme.

6.6.3 Governance and Programme Management of the Property Programme

The governance structure for the Property Programme is described in Appendix 6.

During the first year the Property Programme was governed by a West London Property Board, which reported to WLA Chief Executives. This Board was chaired by the Sponsor Chief Executive Gareth Daniel and comprised of the participating borough Heads of Property together with a Finance lead.

The governance arrangements were reviewed at the end of year one and the WLA Chief Executives agreed in light of the future direction of the Property Programme a new West London Strategic Property Board (WLSP) was required. It was agreed the WLSP should include Executive Directors from the councils and representatives from public sector partners. The WLSP was established in April 2012.

The WLSPB is supported by a West London Property Delivery Board, comprising of Heads of Property of the six councils, which will report on the status of the projects within the Property Programme. The Delivery Board will be assisted by project working groups for each of the projects.

Programme management of the Property Programme is conducted by WLA Property Programme Manager and supported by the WLA Secretariat.

6.6.4 Progress of the Property Programme

The Property Programme has made significant progress from the original property and asset management initiative to where the Property Programme is now in development of phase two. At the outset, the Property Programme was ambitious and in recognition of this a phased approach was taken with an initial pilot year. The second phase of the Property Programme commenced in February 2012 and so it is important to recognise that the delivery of the eight projects is still at an early stage and therefore only limited comments can be made about the progress towards the overall objectives. However, comment can be made on the progress made to date during phase one of the Property Programme.

In the first year of operation, the Property Programme set about creating the foundation for the future years of what was considered to be a five-year programme up to 2016. The Property Programme successfully achieved all of the agree milestones set by Capital Ambition, on budget and all the formal timeframes and reporting processes were adhered to. The headline achievements to date are as follows:

- Secured year one funding from Capital Ambition.
- Successfully achieved all milestones set out by Capital Ambition in year one.
- Assets: e-PIMS project achieved the target to record all West London property and asset data on e-PIMS. The intention going forward it to maintain, update and make the best use of the data one-PIMS and continue to use the system and SIGnet throughout the duration of the Property Programme.
- Assets: Boundary review project successfully completed a boundary review identifying early opportunities where adjacent boroughs had similar assets close to borough boundaries. In moving forward with phase two of the Property Programme, Management project achieved the target successfully collating a property function skills map.
- Analysis of supply chains and identification of collaborative procurement opportunities
- Additional Capital Ambition funding was secured in February 2012 to continue the Property Programme for a further two years (into the five year programme to 2016)

Whilst all of the set milestones were achieved in year one, progress of the Property Programme has not been without challenge. In particular, the first year of Property Programme saw a number of governance related issues rise to the surface. At the start of the Property Programme a West London Property Programme Board was established chaired by the sponsor Chief Executive and comprising of the Heads of Property from the participating boroughs together with a Finance lead. This Property Programme Board was right at the time in order to undertake initial work which was of a more practical and technical nature. However, it was recognised that if the Property Programme was to achieve the longer-term aspirations for property and assets in combination with wider objectives around housing, regeneration and growth then a new governance structure was needed.

A new Property Programme governance structure was approved with the establishment of a West London Strategic Property Board (WLSPB) chaired by the Sponsor Chief Executive and made up of Executive Directors from the participating boroughs with responsibility for property services, housing, regeneration and economic development and representatives

from other public sector partner including Homes and Communities Agency (HCA, now the Land and Property Directorate of the GLA), Metropolitan Police Authority (MPA) and London Fire and Emergency Planning Authority (LFEPA). A new West London Property Delivery Board (WLPDB) comprising of the Heads of Property from the six participating boroughs reports to the WLSPB on the status of the projects included within the overall Property Programme.

The outline business case detailed anticipated benefits of £23 million per annum. For the detailed business case the anticipated benefits were tested and revised to provide a truer baseline for the programme. It is also important to note that this is seen as an interactive process whereby the baseline is constantly tested and evaluating the financial and non-financial benefits.

One area of challenge for the Property Programme has been attracting new partners to participate and this remains an issue. The Property Programme is some way there in terms of broadening the number of partners. It has gained a new borough partner (the London Borough of Barnet) as well as other public sector organisations including the HCA, MPA and LFEPA. However, it has been unable to fully meet its ambition to engage in dialogue with a wider number of public sector organisations with a view to integrating them into the Property Programme. This is an important area of development as the Property Programme moves further into the second year of delivery.

There are some significant challenges in order to reach the Property Programme ambitions and the wider objectives around promoting economic growth; delivering housing and regeneration and releasing capital to allow for investment in other capital programmes. Property Services tend to be local services and going forward the Property Programme needs to support the sub-regional ambition and build in further cultural change across a range of services in order to achieve the overarching aim.

7.7 West London Procurement Programme

The West London Procurement Programme (the 'Procurement Programme') encompasses the set up and operation of the West London Procurement and Hub. The West London Procurement Board and Hub will provide leadership for the West London councils' collaboration in joint procurement and category management of circa. £1.9 billion of annual expenditure on goods and services.

The London Councils of Barnet, Brent, Ealing, Harrow, Hillingdon and Hounslow participate in the Procurement Programme. The Procurement Programme also has close link with the Tri-boroughs of Kensington and Chelsea and Westminster Hammersmith and Fulham which particulate in collaborative procurement initiatives where there are shared interests.

6.7.1 Background to the Procurement Programme

The WLA started to consider more seriously a collaborative programme to improve and realise efficiencies from the councils external addressable spend in 2010. In the 'West London Efficiency Programme' report to WLA Leaders and Chief Executives in December 2010, the work of the West London Heads of Procurement with West London Treasurers was noted. Three key elements were identified and these were: identifying opportunities for collaborative procurement of suppliers of goods and services; collaborative category and

supplier management of existing suppliers where they have significant contracts with two or more councils; driving waste out of the supply chain by the very high volume of low value transactions.

An outline business case for a West London Procurement Board and Hub to deliver collaborative procurement across the West London councils was agreed by WLA Leaders and Chief Executives in March 2011. Officers then prepared a detailed proposition for the design of the Board and Hub including resourcing, hosting, deliverable savings and implementation. WLA Leaders and Chief Executives subsequently agreed the detailed business case for a West London Procurement Board and Hub in November 2011.

The detailed business case identified annualised savings of £20.5m to be achieved collectively by the councils by 2015. The Procurement Board would include Leader and Member presentation supported by a small central Hub hosted by the WLA.

In 2011 a core work plan of potential collaborative projects for 2012 to 2015 was developed through extensive analysis of procurement and contracting activity and consultation with services in the participating councils.

6.7.2 Aims and objectives of the Procurement Programme

The overall Procurement Programme objectives are:

1. To set up and operate the West London Procurement Board and Hub;
2. The West London Procurement Board and Hub will provide leadership for the West London councils' collaboration in joint procurement and category management of circa £1.9bn annual expenditure on goods and services.

The key targets associated with these objectives are:

1. Establish the West London Procurement Board in February 2012;
2. By no later than April 2012 the Hub is to be fully resourced;
3. Deliver savings of £15.7m during the period 2012 to 2015.

Since the approval of the Procurement Programme in November 2011, there are several projects underway:

1. Board and Hub set up
2. Parking Services
3. Waste and Grounds Maintenance Services
4. Agency Staff Services
5. Supplier Negotiations
6. Assessment of Future Collaborative Opportunities

6.7.3 Governance and Programme Management of the Procurement Programme

The governance structure for the Property Programme is described in Appendix 6.

The West London Procurement Board is chaired by Mary Harpley, the lead Chief Executive for the Procurement Programme.

The Programme Board is supported by the Head of Procurement group and interfaces with all current West London collaborative groups.

Project Boards, led by a lead borough have been established for each of the projects within the overall Procurement Programme.

To support and facilitate the delivery of the Procurement Programme's objectives a West London Procurement Hub was agreed comprising of a Head of Collaborative Procurement and two Senior Category Managers.

6.7.4 Progress of the Procurement Programme

The Procurement Programme was approved in November 2011 and is therefore at an early point. The three-year business plan is still being developed and first savings are not anticipated until 2012-13. Several of the projects within overall Procurement Programme are underway and it is worth noting the progress made delivering the initial stages of the Procurement Programme.

The first of the Procurement Programme objectives was to set up and operate the West London Procurement Board (Procurement Board) and Hub and to date there has been partial achievement of this objective. The target to establish the Procurement Board by February 2012 was achieved. The Procurement Board members were agreed in January 2012; the Terms of Reference were drafted and subsequently presented and agreed at the first meeting on 29th February. Two further Procurement Board meetings have taken place to date. However, the target to fully resource the Hub by April 2012 has not been met. The Head of Collaborative was recruited and joined the WLA in July 2012. There have been difficulties in recruiting to the two Senior Category Manager posts. In the first recruitment process during late 2011/early 2012 no appointable candidates were identified. A new recruitment process for the permanent Senior Category Managers started in May 2012 but the outcome second recruitment process is not yet known.

The Procurement Hub not being fully resourced from April 2012 has impacted on the delivery of the Procurement Programme and the preparation of the three-year business plan. In 2011 a core work plan of potential collaborative projects for 2012 to 2015 was developed through extensive analysis of procurement and contracting activity and consultation with services in the participant councils. It was agreed in November 2011 that there should be a rolling three-year business plan to be updated annually. The detailed business case provided the basis for the business plan but further work was needed to ensure a sufficient level of detail was contained. The resource has not been in place to develop this detailed three-year business plan and so this will need to be progressed once the Procurement Hub is fully recruited to.

It is also important to note that several of the projects within the overall Procurement Programme are underway co-ordinated by the Procurement Hub. From December 2011, the delivery activity has focused on developing key projects including parking services, negotiations with shared suppliers, waste collection and grounds maintenance services. In relation to the Parking Services project, a steering board and working group have been established, a Soft Market Testing exercise conducted and a collaborative business case prepared to be reviewed by each borough to determine their participation in the procurement. A project team has been established for the Waste and Grounds Maintenance Services project and a Soft Market Testing exercise carried out in July with the intention of

developing a collaborative business case. A bi-borough collaborative project to commission and tender Staff Agency Services is being developed. Initial planning work has begun on a Supplier Negotiation project to identify cross borough synergies in preparation for meetings with the suppliers early in 2012 to 2013. The Procurement Programme is also conducting an assessment of future collaborative opportunities and commercial evaluations of housing maintenance and property spend are underway.

In addition, a Legal Protocol has been agreed covering the provision of legal advice for collaborative procurements with the intention of ensuring that there is a single set of legal advice for each collaborative procurement project applying to all participating councils.

There have been some initial setbacks in the progress of the Procurement Programme due to capacity issues with the Procurement Hub and the decision of Westminster not to participate in one of the important strands of the Supplier Negotiation project (Westminster are the main user of Veolia in North West London with a spend of £43m out of £59m. Westminster made the decision not to participate in the Veolia work strand of this project and as such has substantially reduced West London's commercial leverage). The Procurement Hub has not been able to progress the projects within the overall Procurement Programme at the rate that might have been seen had the Hub been fully resourced. However, the Procurement Programme is at an early point and so there is the opportunity to recover from these early setbacks in order to deliver the programme objectives. There have been successes in terms of establishing the governance structure and starting to progress the projects in the outline business plan within the overall Procurement Programme.

6.8 West London Housing Programme

The West London Housing Programme (the 'Housing Programme'), delivered by the WLHP, seeks to achieve significant efficiencies and service improvements over a range of projects and services, through joint commissioning and the development of shared services where appropriate. The London Boroughs participating are: Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow and the Royal Borough of Kensington and Chelsea.

6.8.1 Background to the Housing Programme

The WLHP is an umbrella organisation for seven West London Local Housing Authorities. Since 2003, the London Boroughs of Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon, Hounslow and the Royal Borough of Kensington and Chelsea have been working in together to meet the strategic housing objectives of the member councils and deliver improved housing services.

The WLHP was born out of what was then the Housing Corporation and the initial focus was on the production and subsequent implementation of a West London Housing Strategy. For almost ten years the seven councils have been working in partnership and there are now a number of joint projects contained within the overall Housing Programme operating across West London. The Housing Programme includes projects spanning a wide range of housing services and strategy related areas including: homelessness, the private sector housing, empty homes, choice based lettings, affordable housing, housing management, housing strategy, overcrowding and under-occupation and Supporting People. Delivery of the

Housing Programme is monitored against the West London Housing Action plan which was recently reviewed and updated in May 2012.

A review of funding and issues for forward planning was carried out in March 2010 and at that point areas considered for joint procurement included: single homelessness services, temporary accommodation procurement, housing advice provision, joint specialist services such as employment or overcrowding support, procurement of adaptations and tendering Choice Based Letting (CBL) system.

The emphasis on joint procurements and efficiency based activities has increased significantly in the last couple of years and there is now range of projects aimed specifically at achieving efficiency savings within the Housing Programme. However, there are several projects that are directly funded by central Government to deliver particular aims and some that are to deliver non-financial benefits.

6.8.2 Aims and objectives of the Housing Programme

The overall aim of the Housing Programme is to meet the strategic housing objectives of the seven member councils. The over-arching objectives of the Housing Programmes are to:

- Lobby for the interests of the West London councils on housing related issues;
- Develop collaborative working across the sub-region and between councils, in order to create efficiencies through joint working;
- Improve the provision of housing services in West London through sharing knowledge, expertise and resources; and
- Develop an excellent understanding of housing demand, needs and conditions across West London, and an understanding of how this impacts on wider strategic issues affecting local authorities.

The West London Housing Partnership Action Plan (currently in draft for 2012-15) contains the details relating to the series of projects within the overall Housing Programme with specific aims and objectives to achieve the overarching objectives.

6.8.3 Governance and Programme Management of the Housing Programme

The WLHP is governed by the West London Housing Directors Group who set the strategic direction for the WLHP. The WLHP is accountable to the WLA Chief Executives and reports on progress of the Housing Programme to WLA Chief Executives at their monthly meeting.

The Cabinet Members for housing also meet two or three times per year to review progress and discuss major policy issues.

Each of the seven boroughs hosts a project group to take forward specific area from the West London Housing Action Plan and working groups are set up from time to time to deliver specific pieces of work.

The WHLP is funded by borough contributions and external grants. The income and expenditure of the WLHP is captured in Appendix 4.

Five full-time officers supported delivery of the Housing Programme during the period 2011 to 2012. However, the staffing of the WLHP has reduced to four for 2012 to 2013. The staffing of the WLHP is shown in Appendix 5.

6.8.4 Progress of the Housing Programme

The WLHP has been delivering a Housing Programme for almost a decade and has undertaken significant work across the sub-region to represent West London's housing services and strategy interests during this time including preparing a West London Housing Strategy 2003-12 and West London Strategic Housing Market Assessment 2010 and now there is a programme of joint projects operating across West London including West London Locata (a choice based lettings scheme), empty homes, housing mobility and tackling rough sleeping.

It is difficult to comment fully on scope of activities and progress made since 2003 and so the comments here in terms of the progress of the Housing Programme are focused on the last couple of years of delivery. There have been some successes to date in terms of the development of collaborative working across the sub-region and between councils and to create efficiencies through joint working. Key successes since 2009 include:

- £230,000 saved by moving the Locata magazine from printed to web-based format;
- A West London Framework Agreement for Privately Managed Accommodation was set up in September 2011 and to date more than 300 properties have been procured under the framework;
- Framework agreement for single homelessness services;
- 2,621 private sector homes occupied by low income households have received energy efficiency improvements including loft and cavity wall insulation and new boilers, via the jointly co-ordinated Warmzone and Better Homes projects during 2009-2012;
- During 2009-2012 370 empty homes brought back into use;
- Between September 2009 and January 2011 a total of 301 rough sleepers reconnected and 10 resettled;
- During 2010-11 lobbied for West London on LHA changes, responded to consultations on social housing reform and the new Affordable Housing Programme, Pan London Mobility, New Homes Bonus and Empty Homes; and
- During 2011 to 2012 the participating boroughs lobbied and responded jointly on a number of policies and consultation documents including the Mayor's Housing Strategy, proposals for Temporary Accommodation subsidy, Empty Homes funding, changes to Local Housing Allowance and welfare reforms.

However, it is recognised not all milestones and targets have been achieved against the previous Annual Plan and the financial benefits of some projects have not yet been quantified.

A Choice Based Letting (CBL) efficiency project which started in 2011 aimed to deliver savings of circa £1 million per annum from April 2012 across participating boroughs from cost savings in the administrative processing of housing waiting list applications and to encourage channel migration by developing effective on-line application forms and data integration using the Locata Choice Based Letting (CBL) system. Delivery of phases one and two were achieved by September 2011 and borough implementation plans were in place by November 2011. Phase three of the project to implement auto-banding and online

registration and online change of circumstances was subject to delays, but was delivered by June 2012. The savings are to be assessed against the baseline once the project is complete and therefore these figures are not yet available. An options appraisal for a fourth phase of the project is currently being considered.

The Housing Programme put in place a Framework Agreement for the Provision of Privately Managed Accommodation in September 2011, the savings are anticipated in the form of cost avoidance but these have not yet been possible to calculate these savings until central government announces the shape of the new temporary accommodation subsidy regime.

In addition, there have been significant challenges in setting up a framework agreement to jointly procure a four-year Disabled Facilities Grant (DFG) stair lifts contract due to difficulties in getting the specification and contract agreed by all the partner councils (this project includes a number of councils in South London). The contract is estimated to be worth circa £1.8 million per annum and the contract is due to be awarded in August 2012 but the OJEU notice has not yet been issued.

Some projects have developed more slowly for example the feasibility of setting up shared leaseholder services. A baseline analysis of leaseholder services across West London was complete but it was considered that the scope for joint working was limited due to the large variety of leases within and between boroughs.

As an increasing number of the West London councils have brought their housing management services back in house, there has been growing interest from WLA Chief Executives in the activities of the WLHP and delivery of the Housing Programme and the opportunities for collaborative working in housing management services. In recognition of this and the issues around borough representation at the WLHP Directors Group, a WLA Chief Executive was nominated to act as the Sponsor for the Housing Programme.

The 2012-15 West London Housing Action Plan represents a step change in the collaborative ambition of the Housing Programme and greater alignment with the WLA. The last twelve months have seen the West London Housing Partnership and WLA work more closely and following a joint West London Housing Management Workshop held in April 2012 seek to develop new areas of collaboration across the Housing, Property and Procurement Programmes focusing on the issues such as housing repairs and maintenance and housing contract managements that cut across the three programmes. The future direction of the Housing Programme has a greater emphasis on joint commissioning, shared services and sharing good practice among partners

6.9 Summary of Overall Progress of the West London Programmes

This section summarises the overall progress of the West London Programmes. The WLA councils have been working together since 2005 developing collaborative programmes of work to achieve service improvements and efficiencies (excluding the Housing Programme which has been in progress since 2003). New areas of opportunity for collaboration to deliver service improvements and efficiencies, for example in property and asset management, passenger transport and procurement, have been developed into collaborative programmes and as such the range and complexity of activities conducted by the WLA councils have grown significantly in recent years. Although it is important to

recognise that the West London Programmes have only been delivering in the last year or so and some (such as the Property Programme) are still very much in the development phase.

The six major collaborative improvement and efficiency programmes are referred to in this report collectively as the West London Programmes for the sake of simplicity but the individual programmes have been developed organically rather than having been considered as a portfolio of programmes that has been prioritised and then delivered.

In conducting the desktop review of the West London Programmes, some observations can be made about some common issues that have impacted each of the West London Programmes: the need for strong leadership from the outset, commitment, engagement and cultural buy-in for successful delivery. In addition to this the importance of robust data cannot be underestimated as a foundation for the programmes.

The pace of progress has been hampered by poor attendance at programme and project meetings and this is an issue that has impacted all of the West London Programmes at one point or another to varying degrees. With increasing pressures on resources within councils there can be difficulties for borough officers to service sub-regional boards and project groups.

It could be commented that not enough is made of the read across the West London Programmes and as the number of West London Programmes have increased the opportunities for shared learning across the portfolio of programmes has not yet been fully addressed.

There has been a gradual move, increasing in focus over the last six months through the governance and management review, to provide greater clarity and strengthen the governance. As part of this work Terms of Reference for the Alliance Board (the WLA Leaders' and Chief Executives' meeting) and the WLA Chief Executives' Board (the WLA Chief Executives meeting) have been drafted and as well as a WLA Accord. It has also been suggested through the governance and management review that the WLA's overarching strategic aims and objectives should be more detailed, clear and defined in a high-level document agreed and signed by the WLA councils. Emerging from the governance and management review are the following overarching aims and shared objectives.

In working together the WLA councils aim to:

- Provide improved and more resilient services, focussed on and responding to the needs of residents, businesses and other service users;
- Achieve better value for money and realise financial savings; and
- Enhance the social, economic and environmental position of West London.

The objectives of the WLA councils are to:

- To improve the prospects of achieving the participant councils' strategic objectives by working together where that adds value over the option of councils acting individually;
- To share investment, purchasing and resources where it will achieve improved services, better value for money and financial savings; and

- To provide a unified voice for public sector interests in West London in order to have a greater impact on the regional and national policy and strategies affecting the interests of West London councils and its communities.

The intention is to capture these aims and objectives, as well as key principles about the collaboration between the WLA councils, a WLA Accord which will be signed off by the WLA councils.

Over the same period, work has begun to more clearly define the shared liabilities in terms of staffing and resources through a shared liability document signed by the WLA members. The WLA Secretariat and staff of the WLA Programme Units as well as delivery of the West London Programmes have created liabilities for the individual councils leading on projects and councils have acted as the accountable body for staffing and some grant purposes. It is recognised that this needs to be addressed.

It is also evident that capturing the added value of the WLA and the benefits (both financial and non-financial) of participating in the West London Programmes is becoming more and more important particularly as an increasing number of West London Programmes move into delivery stage. Having that granulation of financial savings and capturing the non-financial savings is key to evidencing the benefits delivered through the West London Programmes for the WLA councils.

There is an absence of a business planning cycle for the WLA. To some extent this is being addressed through the governance and management review currently underway which is looking to ensure that the WLA and West London Programmes (via the Programme Boards) follow a business planning cycle. Each of the West London Programmes will produce an annual report at the end of the financial year and there will also be an overall WLA Annual Report. The draft of the first WLA Annual Report is due to be presented to the Alliance Board in August 2012. A business plan will also be prepared for the individual West London Programmes and aggregated at the WLA level in the autumn of each year which will look forward one year in detail and for the following two years at a higher level.

The WLA Chief Executives and West London Treasurers have approved a proposal for a benefit realisation management approach which is anticipated to be overseen by a newly established Benefit Realisation Board, to include WLA Programme Staff and a lead corporate finance officer from each participating west London council.

Whilst acknowledging that the West London Programmes are individually at different stages of their programme lifecycle, since the initial report by PwC and the start of the West London Shared Solutions to Efficiencies Programme, major progress has been made by WLA councils in working together to get to the stage where there are now six West London Programmes.

7. KEY ISSUES AND THEMES

This section highlights key points and issues arising from the feedback received during the evaluation process in terms of the perception of delivery against the West London Programme objectives, what is working well and challenges and barriers to collaboration, the level of understanding and engagement in the WLA and West London Programmes and how the WLA councils could be operating more effectively. Some emerging issues relate specifically to the delivery of the West London Programmes and some more to the WLA and the WLA Secretariat and WLA programme officers.

The feedback received has not been weighted. As highlighted in section 5.3.2 there are limitations in drawing out the themes and issues due to the lack of representative nature of the interviews, feedback sessions and surveys but it does provide some indication of common themes and issues. It is worth noting at this point that many of the comments raised by those in the participating councils were broadly acknowledged by the WLA programme officers and many of the challenges and barriers echoed in the feedback received from the WLA programme officers.

7.1 Perception of the West London Programme Objectives

The evaluation raised several issues in relation to the West London Programme objectives and perception of delivery against these.

Awareness of the objectives – for those directly involved in delivery of the West London Programmes it was clear that the objectives of the programmes were understood, the ethos was considered to be good and the principles relating to collaboration accepted. As would be expected awareness of the West London Programmes very much fitted with the programmes that officers are involved in but the overview of the objectives of the West London Programmes as a collective is lacking. Some comments were made at the feedback sessions that it was the first sight of the objectives of all of the West London Programmes.

Clarity of the objectives – there was not general consensus about whether the programme objectives are clearly or correctly articulated. From the interviews conducted with Chairs of the Programme Boards there was a greater sense that the objectives are considered to be clear and it was noted on several occasions that the objectives are viewed to be extremely clear with a main purpose to deliver efficiencies and savings, that the objectives provide a shared purpose and are well understood and unsurprisingly these comments were made particularly in relation to the Programme/s involved in.

Delivery against the objectives – comments were raised about the need to ensure that the West London Programme objectives are linked to the targets and that these must be SMART. It was questioned whether the objectives go far enough and when talking about progress against the objectives, some colleagues felt they were left feeling “programme against what?” and it was suggested that the objectives should reference specific savings objectives. It was commented that project / category activity needs to get off to a good start with thought given to addressing the need for vision, clarity, scope and desired outcome.

There were also some comments about the realism in relation to the savings targets and that more due diligence was required in relation to the business cases and how to capture delivery and the benefits of the West London Programmes.

There is broad sense that the West London Programmes, particularly the Adults', are beginning to achieve the programme objectives.

7.2 . What is working well in the delivery of the West London Programmes?

There are shared opinions about what is working well and around what are considered to be the most valuable outcomes of collaborative working across West London. There was the sense that individuals are totally committed to principle of collaborative working through the WLA and to collaborating to deliver service improvements and efficiencies and believe there is a lot to be gained in long term strategic approaches. It was generally agreed that the WLA is a good network and provides strength in numbers.

Financial benefits – both cashable savings and cost avoidance are considered to be of key important to the delivery of the West London Programmes and consistently highlighted as one of the most valuable outcomes. It was the stated as the most valuable outcome of collaborative working by the survey respondents (along with shared learning) However, comments were raised in terms of the validity and verification of the financial savings and it was widely commented that benefits tracking needs to be improved.

Model for participation - It was generally agreed that the WLA is a good model for participation and collaborative working and forces cross-boundary discussions. It was commented that the WLA provides a more open environment for collaboration and “means that the starting point for councils is more outwardly looking”. The existence of the WLA offers consistent challenge to the WLA councils working alone and without regard to the bigger picture. It also allows for more innovative solutions to tackling problems and issues affecting West London councils.

Shared learning and knowledge – It is considered that value has been added in the shared learning and knowledge from partners participating in the programmes. Shared learning was considered to be the most valuable outcome of collaborative working across West London by those who completed the survey (along with financial benefits).

Improved working relationships and networking opportunities - Participation in the West London Programmes provides a forum for discussion with other councils and officer counterparts. The importance of the networking opportunities was highlighted. Comments were also made that working collaboratively provided a better understanding of the realities of the councils of West London e.g. differences in demography.

Market Management – it was widely commented that through the WLA there was greater emphasis on market management, co-ordinated market management, ability to shape the market as a result of participating in the West London Programmes and better knowledge of the relevant markets. It was also commented that innovation and experimentation has been encourage.

Research and data – there was a recognition about the benefits of working at a sub-regional level to collect and cleanse data and that as a result of participating in the WLA there is a greater emphasis on data collection and sharing regarding service provision, commissioning and contract issues including performance. However, there were doubts raised about how robust the data is.

Training Opportunities – those who were involved in the Children’s Programme commented positively on the commercial negotiations training that has been offered and that this had led to in year gains and quality improvements as well as providing officers with new skills. It was suggested that more training could be provided at a sub-regional level.

7.3 Challenges and barriers to delivery of the West London Programmes

There were a number of key challenges, barriers and gaps highlighted through the evaluation process that have been experienced by those providing the evaluation feedback and associated impact upon the delivery of the West London Programmes.

Communications and gaps in information flow – communication was consistently raised as a key challenge. These comments related to quality of communications from the WLA Secretariat and WLA programme officers about the West London Programmes and the lack of communications by the WLA councils about the WLA and West London Programmes. It was also said that information does not flow down from Chief Executives in the many instances.

Lack of benefit tracking and scrutiny of reported savings - Many commented on the cashable savings/cost avoidance as a benefit as a result of participation in the West London Programmes. However, comments were raised in terms of the validity and verification of those savings. A number of participants also commented on the inequity of financial savings received by councils. It should also be noted that there were comments from borough officers that they were unable to see the benefits, particular in relation to financial benefits, as a result of participation in the programmes.

Local differences – it was consistently raised that the differences in borough positions, different borough priorities and service needs are challenges in the delivery of the West London Programmes. It takes time to resolve discrepancies and develop understanding.

Operating in the collective interest – There was a view that in order to successfully deliver collaborative programmes there is the need to both understand the mutual benefits of the programmes and operate in interest of the collective; without doing so will hamper progress of programmes.

Practicalities of participating in West London Programme meetings – many commented on the practicalities of delivering programmes of work across a sub-region including the number of meetings and attending West London Programme Boards and project groups, the travel distances and the loss of productivity. The complexities of getting everyone (and the right people) in the same room at the same time was said to be a significant challenge in operating sub-regional programmes.

Bureaucratic processes - Comments were made about the West London Programmes being too caught up in process and detail rather than outcomes and that this can result in timescale slippage. It was noted that detailed papers are often presented without sufficient time to review and consider them. Unworkable timescales to review papers was consistently highlighted as a challenge.

Expectations - Issues with the benefits/saving targets being unverified was widely commented on. Comments were made about some programmes being launched before due diligence is given to the business cases.

Legal advice - Another matter, widely commented on was the quality of legal advice. It was noted, this impacts on the timetables for procurements. Because of legal issues, a joint procurement could take longer than if the individual borough did it alone. It was suggested that thought be given to streamlining (e.g. having a central WLA legal team or buying in advice from an independent third party rather than relying on any borough to provide it).

Programme Planning - Comments were made about not allocating sufficient time and resource to planning the programmes and projects and building in evaluation stages. A number of comments were made about unrealistic timeframes for projects and the pressure to meet these deadlines can be overwhelming. In addition, it was commented that the expectations are presented but that sometimes longer is needed to deliver and ensure projects are sustainable.

Capacity/Resource Issues - Resources are limited within councils to provide capacity to the West London Programmes. It was suggested that when programmes/projects are set up more consideration needs to be given to capacity especially when borough resources are being squeezed.

Political Alignment - Lack of political alignment was commented to impact on effective collaboration and the fluctuation in membership.

Failures to learn the lessons of the programmes - Comments were raised in relation to the need to learn lessons from the delivery of the programmes to date. It was commented by some that to Adults' Programme is not adequately learning from mistakes to improve the second and third wave of the programme. Some comments were made about the fatigue around consultation and "smash and grab" for cash savings and a question around "where do we go from here?" It was commented that the Children's programme has learnt from the some of the problems of Adults programme but Adults is now not reflecting from its own learning and there is a real need to re-engage with ASC Providers or the programme will be in danger of losing buy in from providers.

Accountability - Accountability is an issue for the West London Programmes. There are different clusters of councils participating in the West London Programmes and non-WLA councils participate but there is no shared line of accountability up to the WLA Chief Executives and Leaders.

7.4 Level of Understanding and Engagement relating to the WLA and West London Programmes

Understanding of why the WLA Councils are collaborating - There is the sense that the general thrust of why the WLA councils are collaborating to deliver the West London Programmes is clearly understood and broad agreement that it is beneficial to deliver collaborative efficiency and improvement programmes across the WLA councils for a number of reasons. From the survey results it is noted that 87% of the respondents either strongly agreed or agreed that they had a clear understanding of why the West London Councils are collaborating to deliver the West London Programmes.

Understanding of the portfolio of West London Programmes - The level of awareness about the West London Programmes does, however, vary. There was the sense that the full scope of activities and portfolio of West London Programmes and individual programme objectives are not completely understood and even from those Programme Chairs interviewed the level of understanding about the breath of the West London Programmes differs. The survey results highlight that borough officers are more aware of some of the West London Programmes than others. The Adult's Programme was the programme that respondents most aware of followed by the Procurement Programme and then the Transport Programme.

Inter-connections between the West London Programmes – it was generally felt that there was interest to learn more about the West London Programmes overall and greater clarity about the inter-connections between the programmes would increase understanding of the wider collaborative activities across West London.

Engagement – The Peer Review findings highlight that WLA Chief Executives are all engaged in the WLA and substantial commitment exists amongst them. By and large those that participated in the evaluation felt engaged in the West London Programmes, particularly the Chairs of the relevant Programme Boards. Comments were made by some at the feedback sessions that they felt operational staff should be more involved in the development of the programmes to ensure that they are fully engaged. It was commented by some that a top down approach, combined with requests for information or resources at short notice has led to the feeling that councils officers are there to serve the WLA and are not considered to be collaborative partners.

7.5 Emerging Themes

It is clear from the issues raised in the evaluation that there are a number of emerging themes to consider in order to increase the successes of the WLA councils in working together and to improve the delivery of the West London Programmes.

Financial Monitoring and Benefit Tracking

One of the emerging themes from the evaluation is the need for the WLA councils to improve the benefit realisation work relating to the West London Programmes. The WLA councils are delivering a sizable portfolio of collaborative programmes to deliver efficiencies with the prospect of achieving significant financial savings and other non-financial savings

and comments were raised about the difficulty in quantifying the financial benefits and articulating the non-financial benefits and the overall need to improve benefit tracking. There was a general sense of frustration that the benefits are not being captured particularly as the scope and complexity of the West London Programmes have expanded.

In the context of financial constraint and the need to delivered savings, it is more important than ever to capture the financial savings and non-financial benefits to those engaged in the West London Programmes. One of the fundamental challenges of this evaluation has been reviewing progress against the West London Programme objectives, the lack of consistency around the approaches to initial business cases, lack of an agreed process for monitoring against the baselines, the lack of an agreed benefit realisation methodology and an evaluation framework for the West London Programmes.

There is a need to have in place the management and financial accounting processes and controls to ensure that the efficiencies from collaboration and sharing are realised and measured. Performance, productivity and financial data are key to understanding the opportunities and capturing benefits and assisting in evidencing the added value to councils participating in the WLA which is currently challenging to evidence in all instances.

Communications and Dissemination of Information

It is apparent from the evaluation that there is a major issue around communications and a clear sense that this is three fold: communications from the WLA Secretariat and WLA programme officers, general communications by the WLA councils about the WLA and West London Programmes and gaps in the dissemination of information internally by WLA councils.

Communications and information flows are seen as patchy and incoherent. Improved communications was commonly identified as a way in which the success of the West London programmes could be improved. From the discussions at the feedback sessions and interviews this was seen as much a problem of intra-council communications as of communications from the WLA Secretariat and WLA programme officers. There was consensus from those residential and nursing home providers who attended that communications were poor.

The majority of the survey respondents go to the WLA newsletter to find out more information about the West London Programmes, followed by their line manager and then the WLA public website. Council intranet was the option the fewest respondents selected for where they go to find out information about the West London Programmes. From the survey results, the majority regularly receive and read the WLA newsletter. It was considered during the feedback sessions and the interviews that the recent WLA fortnightly newsletter has helped communications in some way but was not always widely circulated and it was commented that a newsletter does not necessarily build engagement.

The survey results highlight that most would like to receive more information about the West London Programmes. The majority of survey respondents wanted to receive more information about the West London Programmes via regular e-mail updates, followed by the WLA newsletter and then the WLA website. The survey results show that there is greater satisfaction with the frequency, mode and level of detail with the communications about the West London Programme that respondents are involved in than for the communications about the West London Programmes as a whole. The survey also highlight in feedback about

the ways in which the communications could be improved that there needs to be more even spread of updates on all the West London Programmes, regular communications summarising the various programmes and regular feeds about project specific news.

The success of launch events such as the Children's Programme launch in October 2011 were noted and suggested that there were more events such as this.

There is a need for better, more positive and consistent communications, the right messages at the right time delivered in the right way. There is perhaps the opportunity to improve communication links between the existing West London Programme networks and to develop mechanisms for councils to be able to easily disseminate information through their organisations and better gain an understanding of the impacts of the West London Programmes on service areas to inform and improve future working.

Governance of the WLA and West London Programmes

There has been a degree of informality in the governance of the WLA and the West London Programmes. Governance structures for the West London Programmes have been established and in some cases reviewed since the launch of the particular programmes to help drive forward the programme. However, the development of the West London Programmes has been through a high level of informal collaboration and trust between the councils with the exception of joint procurements where there have been legal agreements put into place between the councils.

Governance emerged as a common theme throughout the evaluation. This related to whether appropriate governance arrangements for the WLA are in place as well as the need for transparency and for those involved to fully understand the WLA governance arrangements in place. There was also recognition that the governance needs to be more formalised whilst ensuring flexibility.

It was commented that individual councils should establish clear internal governance arrangements for responding to proposals from the WLA and to promoting ownership, information and understanding about the WLA work.

Programme Management and Performance Management

Reference has been made throughout the evaluation to the West London Programmes emerging organically. Overall, the West London Programmes have emerged on a case by case basis rather than resulting from an overall assessment of opportunities leading to a prioritised and planned programme of work. This has been advantageous in some ways as it has allowed flexibility and not stifled the development of new areas of work. However, it has also resulted in some weakness around the selection of new programmes and whether sufficient time and resource has been dedicated to researching the programmes. It was proposed at the WLA Leaders and Chief Executives meeting in December 2010 that a more structured approach to assessing projects for inclusion in a programme, and if included, then delivering them should be adopted. The suggestion was for a three-stage gateway process to be approved and proposed projects were identified for gateway one (initial assessment and scoping stage). A formalised approach to programme/project selection and management with a clear series of steps and gateways for programme/projects to progress through has not been implemented.

Activities have increased significantly over the last couple of years and whilst there are many advantages to this that need to be retained there is also merit in formalising expectations, clarity of the core priorities and performance management.

Comments were made about the need to apply more scrutiny to involvement in the West London Programmes, business cases, financial savings reported and performance management, particularly given the commitment to increasingly complex and cross-cutting collaborative programmes. Related to this point, it was suggested that there may be a need to factor in a 'critical friend' to provide an independent view.

It would also be timely to review the programme management tools and consider whether the correct programme management toolkit is in place at present.

Smarter working across West London

Many commented on the number of meetings that they attend in their work to support the delivery of the West London Programmes and resultant loss of productivity through lengthy journey times. It may be necessary to consider increasing the use of telephone and or video conferencing or other forms of smarter working where possible to reduce some of the burden on officers.

Perception of the WLA

As discussed in section 3 of this report, the WLA is a council-led partnership. However, from the feedback received the idea of what the WLA is seems confused.

Despite there being clear understanding of why the West London councils are collaborating to deliver the West London Programmes, there is less of a clear understanding about the staffing structure of the WLA Secretariat and WLA programme officers.

The perception of the WLA is somewhat muddled and is in many ways the WLA was viewed as an entity and the collection of staff employed in the WLA Secretariat and the WLA programme officers rather than as a local authority partnership. This links with increasing the transparency around the governance of the WLA and the West London Programmes.

West London's Vision

The feedback suggested that the WLA should focus more on longer-term strategic gains rather than short term savings – but that does not preclude working together for a quick win where there is a clear path in prospect. Business plans should reflect longer term strategic view.

7.6 Peer Review Feedback and Findings

The peer review conducted by Theresa Grant was based on interviews and meetings with WLA CEs and a desktop review of the WLA programmes and activities. The review was informed by the experience of councils in AGMA working on similar issues. The report on the

peer review summarised the feedback received from the WLA Chief Executives and commented on delivery, barriers and emerging themes.

The review suggested that in terms of whether the WLA is delivering for the individual WLA councils, the overwhelming sense from WLA Chief Executives was that it is. The peer review highlighted that the actual financial outcomes vary substantially for the WLA councils, ranging from 70% of budget savings in Medium Term Financial Strategies (MTF) from collaboration, to collaborative savings not identifying separately or not yet developed sufficiently to go into the MTFS. There was also the recognition that the savings achieved through the West London Programmes are largely “painless”, achieved through service improvements, efficiencies and procurement rather than creating shared services (with the exception of the Transport Programme).

The peer review summarised what was considered to be working well. It is generally considered that the WLA provides:

The capacity to act;

- A collective credibility;
- Trust, openness and challenge; and
- A network across West London.

There is a consistent view that the Adults’ and Procurement Programmes are delivering and to some extent the Transport Programme.

The peer review element found that potential barriers to collaboration included:

- Tracking of benefits released in terms of consistency, clarity, robustness of figures and identification of non-cashable benefits. The variations in how the WLA councils are recording the benefits was noted, highlighting that there is some cross-checking in councils, some mis-match on figures, some recording of non-cashable benefits and uncertainty of robustness of baseline figures;
- Reporting process were considered to be very bureaucratic and unwieldy;
- Political buy-in and engagement and different political persuasions that could result in conflict;
- Departmentalism and professional resistance;
- Understanding of the WLA and engagement outside the WLA Chief Executives and senior West London Programme leads; and
- Collective nervousness.

There was the sense that all WLA Chief Executives were engaged in the West London Programmes and substantial commitment at the Chief Executive level was perceived. However, the sense was that engagement was not joined up within the individual councils. It was commented that there is now more engagement whereas it used to be seen as an add-on and also that officers down the line are engaged but it is not clear if they’re enthusiastic. The WLA councils have different internal arrangements in place to oversee the activities of the WLA and delivery of the West London Programmes. Some WLA councils have internal Boards to oversee the work of the WLA, some councils report and receive feedback on a monthly basis and others have ad-hoc arrangements in place depending on the individual projects.

WLA Chief Executives expressed mixed feelings and largely negative about communications. In respect of the WLA newsletter it was commented that the content is only relevant to those involved in the specific projects, it's not engaging for staff not directly involved and it was acknowledged that it was difficult to make it appealing.

It was recognised that overall the West London Programmes have been developed organically and in an unplanned manner. Clarity is required around programme management and it was noted that there is lack of robustness of benefits tracking and briefings are inconsistent and the quality depends on the programme.

The peer review highlighted some key emerging themes as follows:

- Governance arrangements
- Political buy-in (concern was raised that only two meetings are held a year) and that the progress of the West London Programmes is largely unknown by politicians
- Lack of ambition
- Combined intelligence (not accessing/exploiting)
- Not good at identifying future projects (haphazard)
- Communications
- Consistency of reporting
- Place based activities including regeneration and economic development
- The impact of Localism

From the feedback and findings, advice was given on what the WLA councils could do to improve and increase the potential benefits if the WLA were to consider changes to the current governance structure and focus on the West London Programmes and move toward a fully centralised programme office. Learning was shared from AGMA collaborative working which has evolved and developed as a partnership through a very similar trajectory to the WLA. It was noted that since AGMA had re-organised structurally to become a fully centralised programme office, AGMA has shifted its delivery focus from efficiencies and improvement (supply) to public sector service support (demand).

Five key questions were posed relating vision, future approach and the scale of ambition to guide thinking about future governance and structure for the WLA and assist the thinking on what the WLA councils could do to improve. These questions were:

1. How engaged/ sighted do WLA Chief Executives want elected members to be?
2. Are WLA Chief Executives willing to devolve responsibility to deputies?
3. How structured/ rigid do WLA Chief Executives want buy in arrangements?
4. How 'joined up'/ centralised are WLA Chief Executives prepared to go with resources?
5. How flexible can the funding model be that WLA Chief Executives are willing to sign up to?

8. CONCLUSIONS

The evaluation has shown that there is by and large overall support for the West London Programmes but that there are some concerns about delivery and the longer-term goals of the WLA. Operating programmes in a partnership will always bring with it challenges and obstacles by its very nature and given the innovative nature of the collaboration to deliver the West London Programmes as well as their scale, scope and recent rapid growth it is not surprising that is the case. However, this evaluation provides the opportunity to take stock of the progress to date and the key themes and issues that have emerged from the feedback and provides the opportunity to address the matters raised and improve the collaborative working through the WLA.

The WLA as a sub-regional partnership can provide a consistent management and governance arrangements to enable collaboration but the WLA is at a critical point in terms of how to move forward with the programme management of the West London Programmes and the evaluation may provide an opportunity to pause and consider how these can be best addressed to ensure that collaborative working across West London is as effective and efficient as possible.

On the basis of the feedback received issues that the WLA should consider / include:

- Understanding about the West London Programmes - What level of understanding and awareness of the West London Programmes and the objectives of each is expected?
- Governance arrangements - Are the governance arrangements right to ensure effective and efficiency programme and project management, project sponsorship and direction?
- Programme Management - Should the WLA Secretariat move to a more centralised Programme Management Office?
- Long-term strategic aims – should there be a WLA Vision - A Vision for West London? This is not a new proposal. Back in 2010 when the WLA took stock of what the WLA has achieved to date, consideration was given to whether it would be appropriate to have clear vision for the WLA. However, the WLA approach continues without full consideration being given to the long-term goals and implications of working collaboratively on efficiencies.
- How should the WLA be positioning itself? There are a range of collaborative activities and projects delivered by the WLA councils but not through the West London Programmes. Perhaps there is the opportunity to draw these into reporting through the WLA? In other words the councils in the WLA collectively having and overview of all inter-borough collaboration rather than only that which is facilitated by central teams set up by the WLA councils
- How should the WLA be perceived? There was the sense that many view the WLA Secretariat and WLA programme officers are ‘the WLA’ rather than the WLA being seen a local authority partnership.
- West London Programme progress reporting - Smarter more sophisticated reporting relating to the West London Programmes.
- Communications - A cohesive approach to communications about the WLA and West London Programmes developed through a WLA Communication Strategy. Improving

the overall communications would need further resourcing. The communication strategy should look to utilise existing WLA and council communication channels and a greater emphasis is needed on identifying audiences and targeting these. There needs to be clarity around the expectation: who needs to know what and in how much detail? The WLA Secretariat should also act more in an enabling role providing briefings for the dissemination about key decisions relating to the West London Programmes.

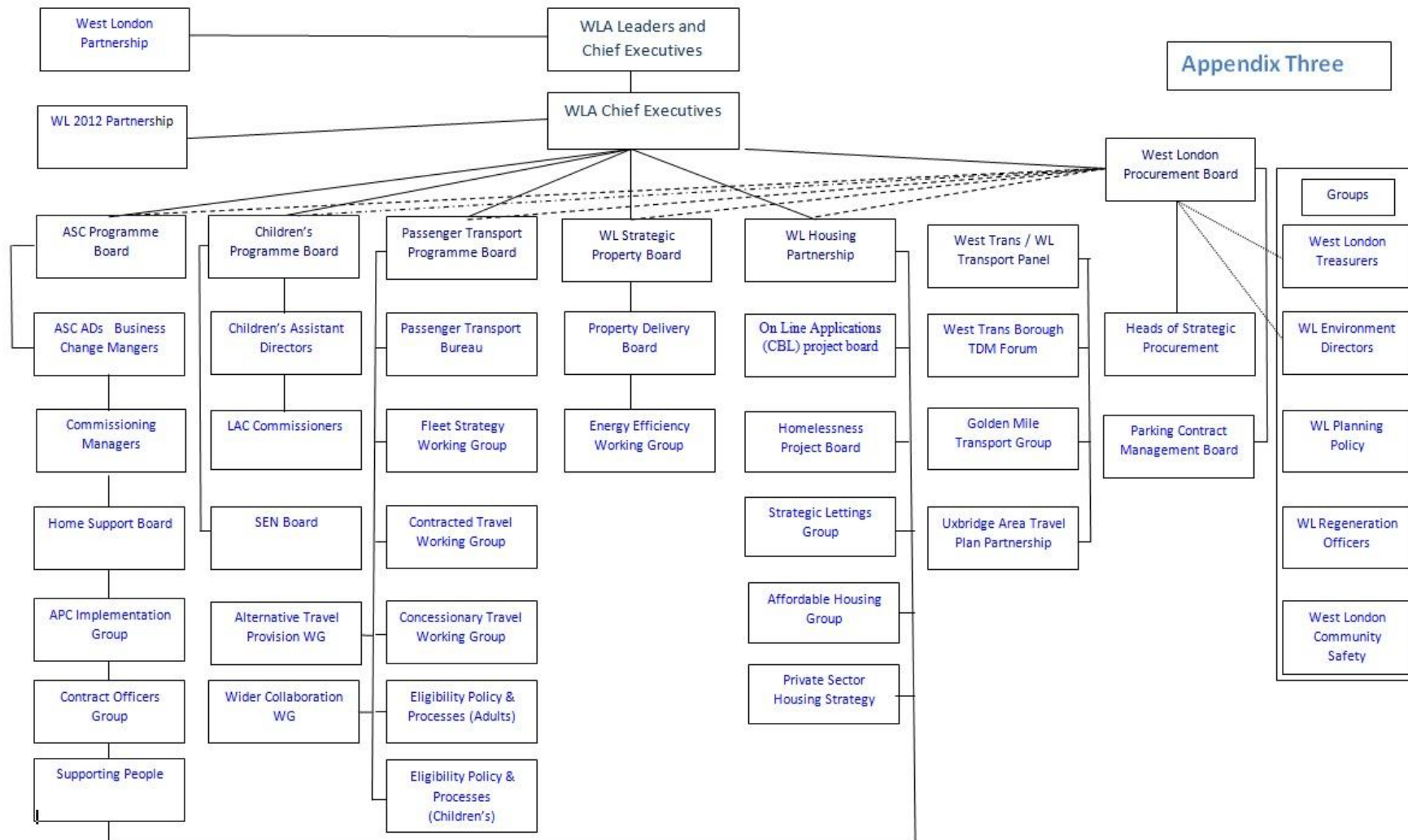
- Greater emphasis/re-positioning of the WLA in terms of a sub-regional regeneration, development, transport and planning strategy and delivery.

APPENDIX 1: WLA LEADERS AND CHIEF EXECUTIVES (AS OF JULY 2012)

Members	Position	Council
WLA Leaders and Chief Executives		
Cllr Mohammed Butt (part year)	Leader	Brent
Cllr Julian Bell	Leader	Ealing
Cllr Ray Puddifoot	Leader	Hillingdon
Cllr Bill Stephenson	Leader	Harrow
Cllr Jagdish Sharma	Leader	Hounslow
Cllr Richard Cornelius (part year)	Leader	Barnet
Gareth Daniel	Chief Executive	Brent
Martin Smith	Chief Executive	Ealing
Michael Lockwood	Chief Executive	Harrow
Hugh Dunnachie	Chief Executive	Hillingdon
Mary Harpley	Chief Executive	Hounslow
Nick Walkley (part year)	Chief Executive	Barnet

APPENDIX 2: COUNCIL ENGAGEMENT IN THE WEST LONDON PROGRAMMES

West London Programmes	Council								
	Barnet	Brent	Ealing	H&F	Harrow	Hillingdon	Hounslow	K&C	WCC
Adults'	X	X	X	X	X	X	X		
Children's	X	X	X	X	X	X	X	X	X
Transport	X	X	X		X		X		
Property	X	X	X	X	X		X		
Procurement Board	X	X	X	X	X	X	X	X	X
Procurement Hub	X	X	X		X	X	X		
Housing		X	X	X	X	X	X	X	



APPENDIX 4: STATEMENT OF WLA INCOME AND EXPENDITURE 2011/12

West London Programmes Income and Expenditure 2011/12			
Programmes and Projects	Expenditure	Programmes and Projects	Income
WLA SECRETARIAT		WLA SECRETARIAT	
Employees	£231,503	Grant	£0
Running and Project Costs <i>(Ealing Budget Holder)</i>	£18,857	Borough Contributions	£195,000
		other funds/ B/F	£129,559
Total	£250,360	Total	£324,559
ADULT'S PROGRAMME		ADULT'S PROGRAMME	
Employees	£324,135	Grant	£0
Running and Project Costs <i>(Ealing Budget Holder)</i>	£144,821	Borough Contributions	£423,500
		other funds/ B/F	£156,170
Total	£468,956	Total	£579,670
CHILDREN'S PROGRAMME		CHILDREN'S PROGRAMME	
Employees	£161,039	Grant	£111,767
Running and Project Costs <i>(Ealing Budget Holder)</i>	£14,378	Borough Contributions	£159,500
		other funds/ B/F	£181,589
Total	£175,417	Total	£452,856
PROPERTY PROGRAMME		PROPERTY PROGRAMME	
Employees	£80,243	Grant	£109,657
Running and Project Costs <i>(Brent Budget Holder)</i>	£34,485	Borough Contributions	£0
		Other funds/ B/F	£0
Total	£114,728	Total	£109,657
Procurement Board and Hub		Procurement Board and Hub	
Employees	£120,813	Grant	£26,500
Running and Project Costs <i>(Ealing Budget Holder)</i>	£7,604	Borough Contributions	£130,004
		Other funds/ B/F	£40,284
Total	£128,417	Total	£196,788
TRANSPORT PROGRAMME		TRANSPORT PROGRAMME	
Employees	£32,500	Grant	£232,890
Running and Project Costs <i>(Brent Budget Holder)</i>	£451,486	Borough Contributions	£15,000
		Other funds/ B/F	
Total	£483,986	Total	£247,890
WEST LONDON HOUSING PARTNERSHIP		WEST LONDON HOUSING PARTNERSHIP	
Employees	£186,611	Grant*	£158,000
Running and Project Costs <i>(LBHF Budget Holder)</i>	£31,834	Borough Contributions	£35,000
		Other funds/ B/F	£149,808
Total	£218,445	Total	£342,808

WEST LONDON 2012 PARTNERSHIP		WEST LONDON 2012 PARTNERSHIP	
Employees	£44,449	Grant	£0
Running and Project Costs <i>(Ealing Budget Holder)</i>	£1,052	Borough Contributions	£57,405
		Other funds/ B/F	£20,592
Running and Project Costs	£45,501	Borough Contributions	£77,997
Public Health Design Panel		Public Health Design Panel	
Employees	£14,400	Grant	
Running and Project Costs <i>(Ealing Budget Holder)</i>	£304	Borough Contributions	£30,350
		Other funds/ B/F	
Running and Project Costs	£14,704	Borough/PCT Contributions	£30,350
WestTrans			
Employees		Grant	£147,000
Running and Project Costs <i>(Ealing Budget Holder)</i>	£137,000	Borough Contributions	£85,000
Total	£137,000	Total	£232,000
SUM TOTALS			
Employees	£1,195,693	Grant	£816,164
Running Costs	£841,821	Borough Contributions	£1,130,759
		Other funds/ B/F	£678,002
Total	£2,037,514	Total	£2,624,925
Capital Expenditure			
CarePlace Build	£372,347	Capital Ambition Grant	£372,347
* (Includes £60,000 capital programme top slice)			

Note: the above is derived from income and expenditure reported to Programme Boards

APPENDIX 5: STAFF OF THE WLA SECRETARIAT AND WLA PROGRAMME OFFICERS

Establishment as July 2012

Programme and Job Titles	Status at 31 July 2012	Employing Council
WLA Secretariat		
WLA Director	Filled	Ealing
WLA Policy and Projects Officer	Filled	Ealing
WLA Administration Officer	Filled	Ealing
Assistant Director (secondment) (Transport Programme)	Filled	Brent
Property and Asset Programme Manager (Property Programme)	Filled	Ealing
Social Care Efficiency Unit (Adults and Children's Programme)		
Assistant Director	Filled	Ealing
Senior Category Manager Adults	Filled	Ealing
Senior Category Manager Adults	Filled	Ealing
Programme Manager Adults	Filled	Ealing
Administration Officer Adults	Filled	Ealing
Senior Category Manager Children's	Filled	Ealing
Senior Category Manager Children's	Filled	Ealing
Category Manager Children's	Filled	Ealing
Category Manager Children's	Filled	Ealing
Administration Officer Children's	Filled	Ealing
West London Procurement Hub (Procurement Programme)		
Head of Collaborative Procurement ¹	Filled	Ealing
Senior Category Manager	Recruiting	Ealing
Senior Category Manager	Recruiting	Ealing
West London Housing Partnership (Housing Programme)		
Head of West London Housing Partnership	Filled	H&F
Housing Mobility Coordinator	Filled	H&F
Private Sector Housing Coordinator	Filled	Hounslow
CBL & Systems Manager	Filled	Brent
Homelessness Coordinator	Filled	K&C
Passenger Transport Bureau at Hounslow Council		
Bureau Manager	Filled	Hounslow
Bureau Staff - Hounslow	Filled	Hounslow
Bureau Staff - Hounslow	Filled	Hounslow

Bureau Staff - Hounslow	Filled	Hounslow
Bureau Staff - Ealing (secondment)	Filled	Ealing
Bureau Staff - Ealing (secondment)	Filled	Ealing
Bureau Staff - Ealing (secondment)	Filled	Ealing
Bureau Staff - Brent (secondment)	Filled	Brent
Bureau Staff - Brent (secondment)	Filled	Brent
Bureau Staff – Barnet (secondment)	Vacant	Barnet
Bureau Staff – Barnet (secondment)	Vacant	Barnet

Bureau staff from Barnet are to be seconded later in 2012/13.

APPENDIX 6: GOVERNANCE ARRANGEMENTS

Governance of the Adults Programme

The Adults' Programme has a well-defined governance structure with lead officers at each level as follows:

- Sponsoring Group: WLA Leaders and Chief Executives
- Sponsor Chief Executive: Gareth Daniel, Brent
- WLA Adults Social Care Programme Board Chair: Linda Sanders, Hillingdon
- Business Change Managers Chair: Kate Kennally, Barnet
- Procurement Board Chair: Paul Feven, Hillingdon
- WLA Lead Officer: Matthew Jones, WLA

The Adults' Programme Board comprises of the following members.

Adults' Programme Board		
Linda Sanders (Chair)	Corporate Director of Social Care, Health & Housing	Hillingdon
David Archibald	Executive Director Children's & Adults	Ealing
Alison Elliott	Director for Adult Social Services	Brent
Judith Pettersen	Director of Children's Services and Lifelong Learning (and acting Director of Community Services)	Hounslow
Paul Najsarek	Corporate Director Adults and Housing	Harrow
Kate Kennelly (part year)	Director of Adult Social Care	Barnet
Adele Taylor (Treasurers rep)	Director of Finance Services	Ealing
Gareth Daniel	Sponsor Chief Executive	Brent

The Adults' Programme Board is accountable to Leaders and Chief Executives for the performance and development of the Programme. The Board comprises each borough's ASC Director and one nominee from the WLA Treasurers' Group.

The Chair of the Programme Board provides oversight and regular guidance to the Programme's lead officer. An ASC Director from the Programme Board sponsors each project within the programme. The sponsoring Director works closely with the project lead/s and provides expert advice, guidance and support to the delivery of the project.

Individual WLA ASC Directors are responsible for ensuring appropriate approvals and consents are obtained within their own council when required. They also regularly brief their appropriate lead members for ASC on the programme and projects when appropriate. Where necessary, Directors liaise with the Council's scrutiny chair and will work to ensure that there is co-ordination within West London of any scrutiny processes. This helps to avoid a situation arising where multiple and overlapping scrutiny reviews of the programme are proposed.

The Programme Board arranges for the provision of legal advice and support for the programme overall from one source (Council or external). Individual projects requiring specific legal advice may procure that separately (costs met from the project budget).

The Business Change Managers Group is chaired by an Adult Social Care Director and concentrates on mapping future needs for services in order to inform a sub-regional commissioning strategy.

The Adult Social Care Procurement Board is chaired by a Business Change Manager and is responsible for managing the development, delivery and implementation of procurement projects within the Adult Social Care Efficiencies Programme.

To achieve effective delivery of the programme, it is necessary to have a single nominated lead officer from each borough for each project team. That lead officer needs to be empowered to act on their borough's behalf in project decision-making. Further, the leadership role of the project manager in decision-making has to be accepted.

A West London social care finance lead officers will verify financial statements, budgets and savings and aid councils to integrate these figures into their MTFS processes.

Governance of the Children's Programme

Children's Programme Board (Directors of Children Services)		
David Archibald (Chair)	Executive Director Children and Adults	Ealing
Judith Pettersen	Director of Children's Services and Lifelong Learning (and acting Director of Community Services)	Hounslow
Linda Sanders	Corporate Director of Social Care, Health & Housing	Hillingdon
Catherine Doran	Corporate Director of Children's Services	Harrow
Krutika Pau	Director of Children and Families	Brent
Andrew Christie	Tri-borough Children's Services Director	H&F
Robert McCulloch-Graham (part year)	Director of Children Service	Barnet
Nicholas Holgate (Treasurers rep)	Executive Director for Finance and Town Clerk	RBKC
Michael Lockwood	Sponsor Chief Executive	Harrow

Children's Programme Groups		
Chair of AD Group	Chris Hogan	Hounslow
Chair of Commissioning Managers Group	Ros Morris	Brent
Senior Category Manager	Richard Woodward	WLA
Chair of IFA Development Project Group	Angela Harris John Mythen	Hillingdon Westminster

Chair of Residential Development Project Group	Lyn Campbell	Ealing
Chair of Commissioning Strategy Development Group	Ros Morris	Brent
Chair of Parent & Child Assessment Project Group	Peter Tolley	Harrow
Chair of Semi Independence Project Group	Bob Spencer	Hounslow
Chair of CFC Champions Group	Matthew Jones	WLA
Commercial Negotiation Co-Ordination	Richard Woodward	WLA
SEN Board	Maggie Wilson	Ealing
SEN Commissioning Project Group	Merle Abbott	Hounslow
SEN Procurement and Contracting Group	Maggie Wilson	Ealing
SEN Best practice Group	TBC	Hillingdon
SEN Negotiation strategy and CFC	Roger Rickman	Harrow

The Chair of the Programme Board is David Archibald (Director of Children’s Services in Ealing) who provides oversight and regular guidance to the Programme’s lead officers.

Individual Children’s Services Directors are responsible for ensuring appropriate approvals and consents are obtained within their own council when required. They also regularly brief their appropriate lead members for Children’s Services on the programme and projects when appropriate.

The key enabling group for the LAC Programme is the Commissioning Managers group, chaired by Ros Morris with all LAC projects into report into this group. They in turn report to the LAC AD’s group and finally to Directors on the programme board.

The key enabling group for the SEN programme is the SEN Board. A series of projects have been created for the SEN programme and the lead officers for each of the projects report progress into this Board. They in turn report their progress direct to the Directors programme board without going through an AD group first.

The Children’s Programme Board comprising of each of the participating councils Directors of Children’s Services and one nominee from the West London Treasurers’ Group are responsible for delivery of the Children’s Programme in its entirety.

The Children’s Assistant Directors Group meet on a regularly basis to direct the LAC Programme and oversee the main working group responsible for implementation of the LAC projects, the LAC Commissioning Managers. There are also project groups for the individual projects within the LAC Programme support the LAC Commissioning Manager with implementation.

The SEN Programme is overseen by SEN Leads Board. Various project groups are responsible for implementation of the SEN projects.

Governance of the Transport Programme

Transport Programme Board		
Judith Pettersen	Director of Children’s Services and Lifelong Learning	Hounslow
Alison Elliott	Director for Adult Social Services	Brent
Leanda Richardson	Head of Integrated Commissioning (Adults)	Ealing
Simon Clarke	Procurement Manager	Harrow
Suresh Kamath	Assistant Director for Public Realm, Environment Department	
Declan Hoare	Assistant Director Highways and Transport	Barnet
Clive Heaphy (Treasurers Rep)	Director of Finance & Corporate Services	Brent
Martin Smith	Sponsor Chief Executive	Ealing

The Programme Management Leads are as follows:

- Chief Executive Sponsor: Martin Smith
- Director Chair of the Transport Programme Board: Judith Pettersen
- Finance Director Lead – Clive Heaphy
- WLA Assistant Director – Lance Douglas

The Transport Programme Board reports to WLA Chief Executives on a monthly basis.

Over the first year of the Transport Programme (2011/12), a number of working groups were charged with leading the projects within the overall Transport Programme. These working groups, each chaired by a senior member of staff, reported to the Transport Programme Board.

A review of the governance of the Transport Programme has been carried out and as a result a Regional Commissioning Group (RCG) has been established and first met on 4th July 2012. This RCG will replace the Bureau Working Group, the two Eligibility Working Groups and eventually the Contracted Travel Working Group. The Concessionary Travel and Independent Travel Working Groups are intended to continue.

Governance of the Property Programme

Property Programme Board (West London Strategic Property Board)		
Gareth Daniel (chair)	Chief Executive and Sponsor	Brent
Richard Barrett	Head of Property and Asset Management	Brent
Phillip Loveland Cooper	Head of Corporate Estate	Harrow
Maureen MacDonald-Khan	Assistant Director Building and Property	H&F
Brendon Walsh	Director Property and Regeneration	Ealing
Lee Dawson	Head of Project Co-ordination and Corporate Property	Hounslow
Bill Ogden (observer)	Deputy Director Corporate Landlord	Hillingdon
Stephen Fitzgerald (Treasurers rep)	Director of Finance	Hounslow
Note: the management of the property programme was changed in 2012/13 with a new West London Strategic Property Board and a Property Delivery Board formed.		

Governance of the Procurement Programme

Procurement Programme Board (West London Procurement Board)		
Mary Harpley (Chair)	Chief Executive and Sponsor	Hounslow
Cllr Jagdish Sharma	Leader	Brent
Cllr Daniel Thomas	Deputy Leader	Barnet
Fiona Ledden (Legal lead)	Director of Legal and Procurement	Brent
Paul Whaymand (Treasurers rep)	Deputy Director of Finance	Hillingdon
Kate Graefe (Procurement lead)	Head of Strategic Procurement	Ealing
John Edwards	Divisional Director, Environmental Services	Harrow
Linda Sanders	Corporate Director of Social Care, Health & Housing	Hillingdon
David Archibald (Chair)	Executive Director Children and Adults	Ealing

Governance of the Housing Programme

Housing Programme Board (West London Housing Directors Group)		
Perry Singh	Assistant Director of Housing	Brent
Mark Meehan	Assistant Director, Housing Demand	Ealing
Mel Barrett	Executive Director of Housing	H&F
Lynne Pennington	Divisional Director, Housing Services	Harrow
Neil Stubbings (Chair)	Deputy Director for Adult Social Care, Health and Housing	Hillingdon
Alison Simmons	Assistant Director of Housing Strategy and Services	Hounslow
Laura Johnson (Deputy Chair)	Head of Housing	K&C

Each of the seven councils hosts a working group to take forward specific areas from the West London Housing Strategy Action Plan. Sub groups of these groups are also set up from time to time to deliver specific pieces of work.

APPENDIX 7: EVALUATION METHODOLOGY

WLA Evaluation: Feedback Sessions

A series of feedback sessions were conducted as part of the evaluation. Three sessions with key borough officers took place and one was held specifically for external stakeholders.

The four feedback sessions focused on five main questions:

- i. How clear do you feel the West London programme objectives are?
- ii. What have been the most valuable outcomes to date as a result of participation in the West London Programmes? Please consider the outcomes of the programmes in the context of:
 - a) The sub region as a whole
 - b) Individual Councils
 - c) Individual Services
 - d) Impact on service users
- iii. What have been the key challenges / barriers to collaborative working across West London?
- iv. How engaged in the WLA partnership do you feel?
- v. How do you think the councils in West London should be working together?

The feedback sessions were held as sessions such as these allow a range of views on issues to be explored and how strongly these are held or change as the issues to be discussed. The advantages and potential limitations as detailed below were considered before the sessions were organised.

Some of the advantages of feedback sessions include:

- Good for getting data in participants' own words and developing deeper insight;
- Officers are able to build on one another's responses and come up with ideas that they might not have thought of in a one-on-one interview; and
- Participants can act as checks and balances on one another, identifying factual errors or extreme views

Potential limitations of feedback sessions:

- In terms of the feedback sessions, there is concern about officers feeling comfortable responding in front of more senior staff;
- Responses from each participant are not independent; and
- Dominate session members can skew the session.

In order to manage the risks:

- Skilled and experienced facilitator;
- Facilitator to invite people to speak in turn;
- Everyone at the feedback sessions needs to have a chance to give their views in order to gain representative feedback and people need to be comfortable. It needs to be made clear that different views and both negative and positive views are both expected and accepted.

The decision was taken to have independent borough officer/s, who were not involved in the West London Programmes to facilitate each of the sessions to guide and moderate the discussion. The WLA Policy and Project Officer attended each of the feedback sessions to observe and ensure that the flipchart notes accurately reflected the discussions that took place.

Feedback Sessions for Council Officers

The three feedback sessions took place involving council officers leading and participating in the West London Programmes. The three sessions took place on 28th and 29th March and 18th April 2012 (a session originally organised for the 27th March had to be rescheduled for 18th April as only one officer was confirmed to attend).

The sessions were initially organised for approximately 8 to 10 participants spanning the six West London Programmes. Officers who participate in the following West London Programme Boards and Project Groups were invited to feedback sessions (a total of 86 officers although some are members of more than one Board/Group):

Adult's Programme:

- ASC Programme Board
- Business Change Managers Group
- Procurement Board / Commissioning Managers

Children's Programme:

- Children's Programme Board
- LAC Commissioning Managers
- SEN Project Board
- In addition, the Chair of the Assistant Directors Group was invited to attend a session

Transport Programme:

- Transport Programme Board

Housing Programme:

- West London Housing Directors Group

Property Programme:

- Heads of Property (of the councils participating in the Property Programme)

Procurement Programme:

- Heads of Strategic Procurement (of the councils participating in the Procurement Programme)

The decision was taken to invite the West London Heads of Property to the feedback session as membership of the newly created West London Strategic Property Board (WLSPB) had not been finalised and the first WLSPB meeting had not taken place. It was therefore more appropriate to invite the Heads of Property who participated in the West London Property Board during the first year of the Property Programme.

This line of thought also followed for the Procurement Programme. The West London Procurement Board first met in February 2012 and so whilst the members were agreed their involvement in the Procurement Programme (although not true for every member of the Procurement Board) had been limited. Therefore, it was decided that it would be more appropriate to invite the Heads of Strategic Procurement for those councils participating in the Procurement Programme.

Of those invited, 26 officers confirmed to attend one of the three sessions. However, only 17 officers attended, just fewer 20% of those invited to attend. Two council officers followed up on their feedback given at the session with an email highlighting their key comments. A further email was received from an officer who was unable to attend any of the feedback sessions but wanted to contribute to the feedback given.

Of those who took part in the sessions, there were two representatives employed by the London Borough of Brent, three Ealing officers, three Harrow officers, four Hillingdon officers and five officers from Hounslow. There were no representatives from the London Borough of Barnet although it should be noted that officers from Barnet had confirmed to attend.

Those officers who attended represented the following West London Programme Boards and Groups:

Adult's Programme:

- ASC Programme Board
- Business Change Managers Group

- Procurement Board / Commissioning Managers

Children's Programme:

- LAC Commissioning Managers
- SEN Project Board

Transport Programme:

- Transport Programme Board

Procurement Programme:

- Heads of Strategic Procurement

It is acknowledged that the officers who attended the sessions did not span the full range of West London Programme Boards and Groups. There was no representation from the London Borough of Barnet and there were more colleagues from some councils than others. In addition, there were no individuals who are involved in the Housing Programme or the Property Programme (although there were officers who participate in both confirmed to attend) at the feedback session. However, interviews did take place with the Head and Chair of the West London Housing Partnership and Lead Head of Property on the West London Property and Asset Management Programme.

Feedback Sessions for External Partners

A feedback session took place on 25th April 2012 specifically for key external stakeholder partners including the Homes and Communities Agency, Greater London Authority, Pro-Active West London, TfL, West London Business, West London Network, National Fostering Agency, CareUK, London Councils, other Sub-Regional Partnership Leads and those providers of residential and nursing care on the Approved List through the APC scheme. The session was originally scheduled for 26th March but was postponed due to a low number of people confirmed to attend.

A total of 66 individuals were invited to attend, 11 confirmed to attend although only 6 attended equating to a participation level of 9%. Of those who attended, 1 individual represented a fostering organisation and the remaining individuals represented residential and nursing home providers on the Approved List. Following the feedback session, a telephone interview was carried out with two individuals from London Councils.

WLA Evaluation: Interviews

Interviews with Programme Chairs

Individual interviews were carried out by the WLA Director and/or the WLA Policy and Project Officer with the Chairs of the Adult's, Children's and Transport Programmes, the Head of the West London Housing Partnership, the Chair of the West London Housing Group and the Lead Head of Property for the Property Programme.

A semi-structured approach was taken to all of these interviews, consisting of approximately one-hour long individual face-to-face (or telephone where not possible) interviews. The type of questioning adopted for all interviews was semi-structured focused on the West London Programme objectives, the outcomes to date, challenges, engagement and future working designed to achieve the evaluation objectives within the context of a flexible discussion format.

Interviews with staff in the WLA Programme Officers

Individual meetings were held by the WLA Policy and Project Officer with each WLA programme officers to feedback the key themes and issues emerging from the feedback sessions and interviews with Programme Chairs. These were semi-structured to allow officers to discuss the feedback, their attitudes, opinions and experiences.

WLA Evaluation: Partner Survey

A web base survey was conducted among all borough officers participating in all West London Programme Boards and Project/Working Groups and the Head of WestTrans and WestTrans Co-ordinators.

The survey was circulated to all 224 individuals participating in all West London Programme Boards and Project/Working Groups rather than a sample of participants being selected.

The survey was designed with structured questions to gather quantitative data on officer's attitudes, opinions and experiences. It also contained free text questions to allow respondents to explain reasons for responses and collect qualitative data.

Overall, 60 responses were received (equating to a response rate of 27%), based on 224 borough officers spanning the West London Programme Boards and Project/Working Groups and West London Groups were invited to participate in the on-line survey.

A LB Brent officer requested (28/05/12) an additional 92 LB Brent officers be invited to participate in the survey. The duplicate names were removed and the survey was forwarded to 83 officers. Four of those on the LB Brent list contacted the WLA Policy & Project Officer to advise they do not participate or have any involvement in the West London Programmes and so would not be completing the survey. The job titles of those individuals were not verified before the survey was sent to them. The 83 officers on the LB Brent list were not on the original mail out list of those who are members in the West London Programme Boards/Project Groups.

A total of 307 received the survey (original 224 plus 83) via email directly from SurveyMonkey. Of these a total of 56 responses were received, although only 42 completed

the survey in its entirety. A further 4 completed the survey via the website link that was included in the WLA newsletter/WLA website news item. Therefore a total of 311 received the survey. A total of 60 responses were submitted (of which 46 were complete responses) giving a response rate of 27% or 19% (n=311).

WLA Evaluation: Peer Review

The WLA Chief Executives invited Theresa Grant, Chief Executive of Trafford Council to conduct the peer review element of the evaluation as an independent expert. Trafford Council, a member of the Association of Greater Manchester Authorities and operate an Efficiency Programme. Theresa Grant was selected to conduct the peer review because of her experience and involvement in the AGMA improvement and efficiency programme.

The methodology for the peer review involved discussions and a meeting with the WLA Secretariat, a review of WLA and West London Programme documentation and interviews with the WLA Chief Executives.

Individual telephone interviews were carried out with each of the WLA member Chief Executives. The interviews, lasting approximately 30 minutes, were conducted on the telephone by Theresa Grant. The type of questioning adopted for all interviews was semi-structured based on the five questions focused on the West London Programme objectives, the outcomes to date, challenges, engagement and future working. A series of sub-questions were developed to probe the interviewee further.

Theresa Grant attended the WLA Chief Executives' meeting on 20th July 2012 in order to present the feedback and initial findings of the peer review.
