CIPFA
The Chartered Institute of
Public Finance & Accountancy

alternative service delivery models

transforming organisations in local government

INSIGHTS
for public financial management

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Lisa is a CIPFA qualified accountant, and has worked for CIPFA since 2008. She specialises in education finance, particularly academy accounts and assurance, and in local government 'transformation' around the consideration of 'alternative service delivery models'.

Lisa has authored and contributed to a number of CIPFA publications and has been instrumental in creating CIPFA's new transformation hub which draws together a wide range of CIPFA resources to support authorities along their transformation journey. She is currently working with several local authorities to examine different delivery options.

Lisa sees the biggest challenges for local authorities in the short-term as being how they decide the most effective and efficient way of meeting demand and balancing the books, whilst maintaining or improving service performance.

\ introduction

Austerity and beyond

There are a number of drivers that have prompted change in the way public sector organisations operate. One of the most significant of these are Government austerity measures.

The Government's priority is to reduce the current budget deficit and rebalance the economy and in the long-term to achieve a current budget surplus. It has said it will do this by cutting spending and increasing tax revenues while reforming local government funding to devolve power and financial autonomy.

In June 2015 the Local Government Association published its 'Future Funding Outlook for councils 2019-20[1]' and stated that "the funding gap for councils would grow to £10.8bn by 2019-20". It warned that social care and waste spending is absorbing a rising proportion of council resources and that "the challenge cannot be solved by back-office efficiencies alone".

Today we are seeing positive growth figures, albeit at extremely low levels, and much below what the Government anticipated back in 2010. The result being that austerity measures to help minimise the spending gap have continued and grown beyond the Government's initial timescale.

For the public sector, this means unprecedented budget cuts and the stark realisation that the sector will never be the same again.

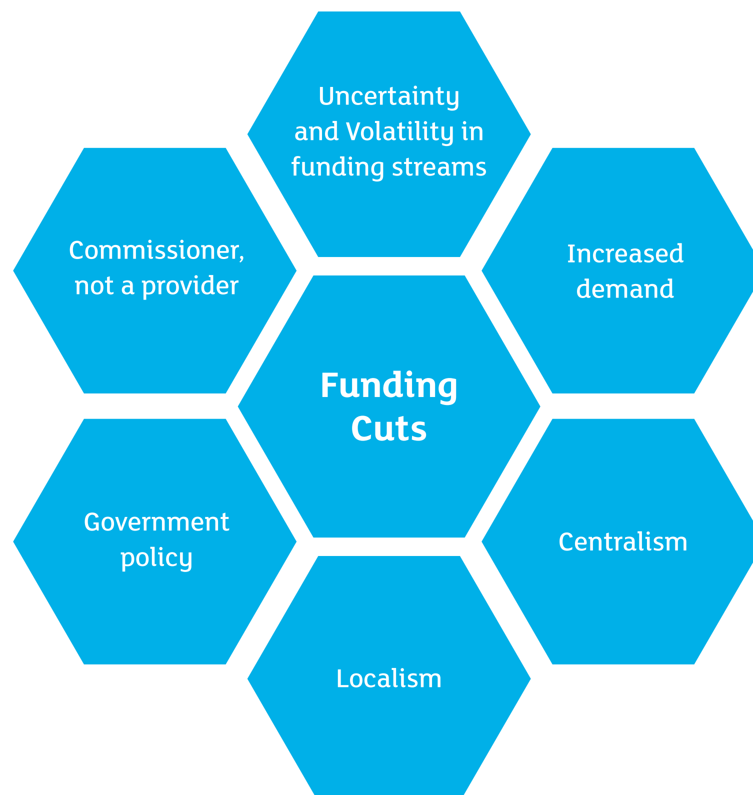
This briefing paper sets out the key considerations for local government in 'transforming' service delivery. This focuses on the decisions around which services are most appropriate for your organisation and the positives and negatives of different delivery vehicles.

1 www.local.gov.uk/documents/10180/11531/Future+Funding+Outlook+interim/39ad19fb-e5d8-4a2b-81a8-bf139497782d

the drivers for change

It is undisputed that many local authorities are facing a difficult future, and that some councils are heading towards financial unsustainability. Therefore by this economic driver alone, the public sector landscape is going to look very different in the coming years.

However, there are other drivers that are forcing councils to look hard and fast at alternative ways and means of delivering their services. The diagram below highlights the main ones, though some will be more prevalent in some authorities than in others.



Uncertainty and volatility over future funding streams can hinder forward planning and many councils are finding that the amounts generated through business rates, the new homes bonus and fees and charges can be volatile and sometimes difficult to gauge. The essence of the government's new funding regime is to move away from a system dominated by top down grant funding to one that mixes this with locally raised resources i.e. business rates and new homes bonus. The risks and rewards factored into the design mean that authorities need to have a more commercial and often a more business orientated outlook. These are skills and traits that are not necessarily finely honed and prolific in all public sector organisations.

Authorities keen to boost their income may aggressively seek new business, however for some this is simply not an option. Having the physical space to 'grow' your business rate share is an issue some urban authorities are

struggling with. Having control over the movement of business can also be limited or non-existent – prime examples being decommissioning power stations or movement of government facilities. Critics argue that it is simply a case of a business merry-go-round, that new businesses are rare commodities and not large enough in number or size to generate huge amounts of additional revenue for councils.

The devolution agenda, although not focused solely on fiscal matters, is perhaps the first step in councils gaining autonomy and control over their financial direction.

Working against the government's appetite for a shrinking public sector estate, is the **increased demand for some of the services** within it. The UK currently has a growth in population at the youngest and oldest ends of the age spectrum, both categories being users of our most costly and essential services i.e. education, social care and health.

The recession and changes to welfare may also contribute towards increased pressures in the public sector. Increases in homelessness, demand for social housing, and the number of vulnerable children and families are cited by many organisations as examples of this.

Government policy – particularly the Localism Act (November 2011), the Public Services Social Value Act (March 2012) and the Open Public Services white paper (July 2011) all lean towards the public sector operating as a commissioner not a provider and encouraging a greater diversity of providers into the sector.

Centralism and localism are polarised ends of the same government policy. On the one hand they give local authorities freedoms in the form of business rates, council tax support schemes, and increased autonomy for schools. But on the other, Whitehall is consolidating its power in certain areas – it has provided financial incentives to persuade authorities to cap council tax, rethink their council tax support schemes (in the initial days of this scheme), and it has introduced central prescription in the form of school funding formulas and regulation such as adoption scorecards.

Public distaste of postcode lotteries in certain services and Ministers' appetite for public approval, may be the reason for greater centralisation and prescription. Does this however mean that the Government is paying lip service only to their rhetoric of localism or is this a true belief that Whitehall knows best?

Also at polar ends of the same spectrum is the giving and taking away of responsibilities, the move of schools to become academies reduces the local authority role, whilst the movement of public health into local authorities means a greater role.

Changing landscape

Given all these demands, and the government's plans for ongoing fiscal consolidation, the urgency of the need to reform public services becomes starkly clear. The severity of the austerity measures mean that salami slicing budgets is not enough. The public sector needs to obtain more value from current services, if at all possible, and also look seriously at reforming the ways they work and the service delivery options.

We also have to consider that the service provision landscape is changing – there are 'fuzzy' edges, rather than clearly delineated public or private sector providers. New providers are entering the market and we are seeing many more diverse and often competing partnerships (in any combination of public, private or third sector) to solve some of the current delivery challenges.

To put it bluntly 'reform is the only option'.

Alternative delivery – advantages and disadvantages

Moving to alternative models of service delivery may be a necessity but there are challenges and opportunities with this.

The advantages of alternative delivery is that there is the potential to:

- achieve cost and time savings i.e. co-location, single IT system etc.
- increase staff flexibility in a shared service
- be more outward focused
- take advantage of freedoms to adapt and adopt methods 'fit for your purpose'
- streamline and harmonise processes to improve service efficiency
- encourage entrepreneurism
- have less red tape/bureaucracy in some models
- be closer to the customer in some models
- secure financial benefits for some models i.e. tax and NDR for charitable organisations

The disadvantages are:

- loss of sovereignty in shared arrangements
- cross-sector differences in regulatory and legislative frameworks can delay or make work more difficult/ time consuming
- technological incompatibility across partners
- culture/priority/politics/personality clashes
- unreasonable expectations from partners/members
- the authority can be 'divorced' from the service - if service 'spins out' of local authority control
- concern about data storage/handling outside the organisation
- high start-up costs
- financial impact on remaining 'in house' support services

These disadvantages could be used to argue the case for not moving to alternative delivery models, however the economic driver is currently stronger than the argument for retaining the status quo.

\ which direction?

There is no single route for service delivery that is a panacea to solve all your financial and operational challenges. Each organisation needs to consider a variety of factors such as their culture, politics, demographics, economic strategy and of course their appetite for change in assessing which direction best fits their aspirations and their abilities.

Before any transformation of service delivery is decided, there are a number of areas to navigate. First, all decisions around transformation of service delivery require a clearly defined and ordered process. The steps are:

1. Decide on the strategic objectives and the desired outcomes.
2. Decide on the model of delivery.
3. Decide on the vehicle to deliver the services.

Objectives must be clearly defined. This can then give clarity as to the purpose for the change and prove a powerful lever in demonstrating why such a change is needed.

Objectives can be financial or performance related or a mixture of both.

The outcomes flow from the objectives. These provide more detail and should specify what you want the service to achieve. Formal checkpoints and key performance indicators should be built in to ensure that the business case and business plan remain viable and that plans are developing in a co-ordinated way.

The need to make financial savings is a key driver for the creation of many alternative delivery arrangements, however focusing solely on the monetary angle means that critical performance aspects may be overlooked. The transformed arrangement needs to deliver services which are effective and efficient.

A common delivery challenge is:

- How do we address the needs of our towns/cities/villages and the people who live and work here?
- How do we deliver what really matters?
- How do we do this within budget?
- How do we avoid failing services and being a failing council?

Financial savings can be made through streamlining operations and structures but councils also need to ensure the service delivered meets the needs of its stakeholders.

Once the objectives and outcomes have been established, decisions on how best to achieve these need to be investigated. These include the most appropriate model and then the most appropriate vehicle. These factors are discussed further in later sections.

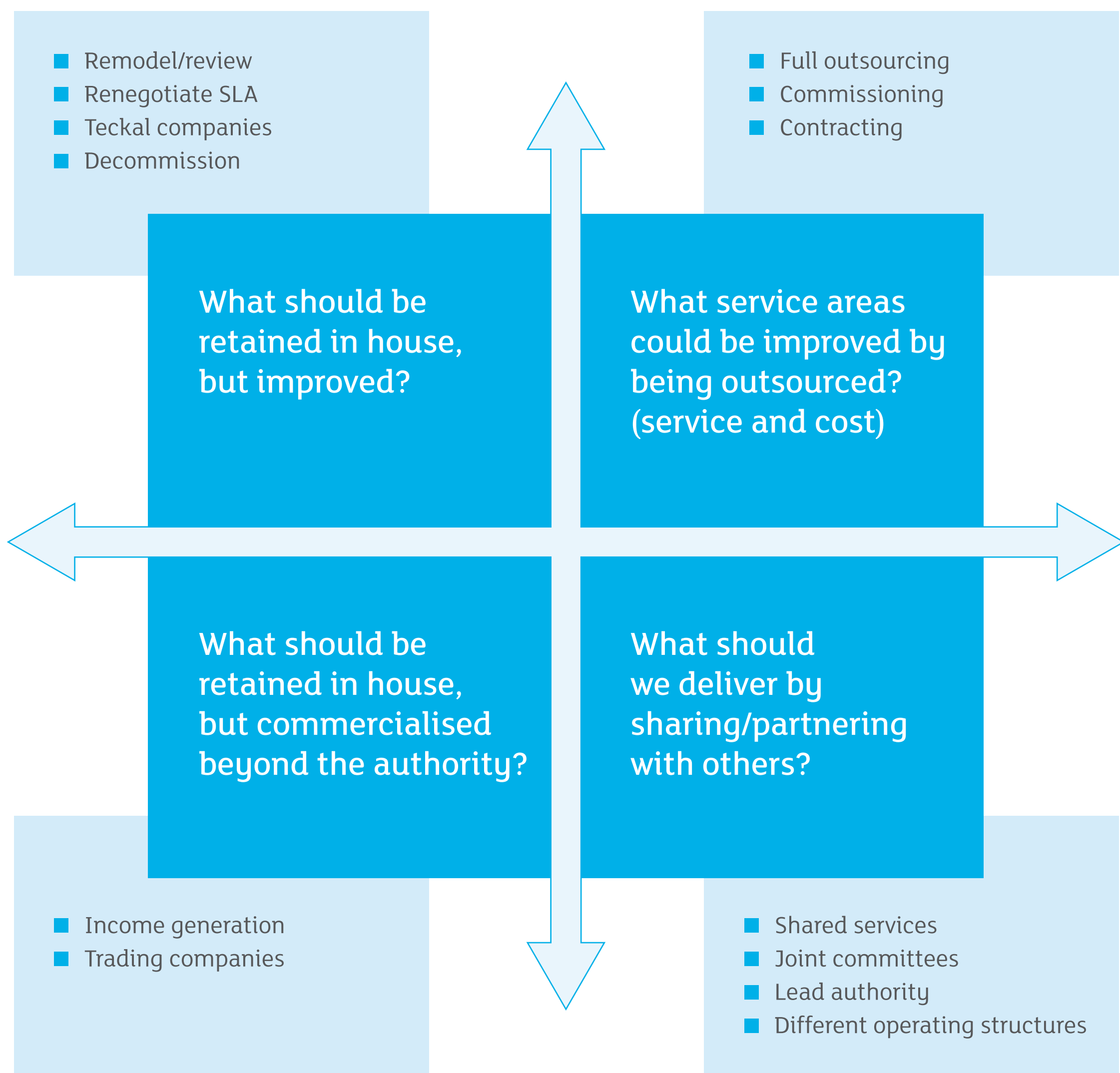
Which services

One of the key decisions to be made is which services are to be reformed or transformed?

The rationale for choosing these services must be clear and objective. There are a number of tools that can be used to score the current state of services and assess how well they will perform under different delivery options.

It is also important to challenge how services should be reformed. As the diagram below illustrates there are four main options:

1. Retain the service in house – this may mean improving or innovating service delivery.
2. Commercialise the service – is there scope to generate revenue by trading?
3. Outsource the service – improve both performance and costs.
4. Share the service/collaborative working – this incorporates a wide range of models but the commonality is that direct control is shared between a number of parties, rather than being under the sole ownership of a single local authority.



Form must follow function

What is critical is that *'form must follow function'*. Do not start with the 'model' and make the service fit this mould. One of the common mistakes is saying 'the answer is a company limited by shares, what was the question?'

One area which can be contentious is that of sharing – which services can be shared, and which ones are you willing to relinquish an element of direct control over?

Those areas with 'high commonality' such as transaction based such as payroll or payments, may be easier to share than those which are more unique and require specialist decision making expertise i.e. industrial tribunal support. The value of that service to the organisation must also be considered, if for example, the service has the potential to generate high income streams, then it is of higher value perhaps, than a service which does not. The definition of 'value' is one for each organisation to decide for themselves.

Thinking about what to share

Assessing which services are 'ripe' for transformation will be determined to an extent by the 'state' of the current service. If it has a number of problems in its current form, this may be a key motivator for changing the way it is delivered. Questions should be asked which explore areas such as:

1. What is the performance of the current service?
2. Does it meet its key targets?
3. What do stakeholders think of the current service?
4. Is staff turnover high or low? What problems, if any, does this cause?
5. Is staff expertise currently sufficient, if not how easy is it to recruit/train to the level required?
6. How is staff morale?
7. Will there be a vacuum in leadership for this service soon?
8. Is any large scale investment required to keep the service running?
9. Is there potential to improve/innovate the service through investment in training?
10. What is the service good at and poor at, what are its strengths and weaknesses?
11. How can we address current weaknesses to improve the service? Will this make a difference to our decision?
12. What is the projected demand for the service?
13. What do benchmarking/statistics show when comparing the service to other relevant bodies?
14. Is the model and vehicle we choose today going to still be the most suitable in five years' time? If not how adaptable is the proposed model/vehicle?

Setting the baseline

Establishing a credible baseline for the services that are 'in scope' for review is an essential piece of the transformation exercise.

Without understanding the costs and performance of the service in its 'as is' position, we cannot assess how it can be improved under another delivery option.

CIPFA benchmarking and statistics can provide supporting data to evidence the position of a service compared to its relevant neighbours. It is important that this data is treated as a guide, not as gospel, as there may be valid reasons for why spend is different across organisations. In addition, data is not always input correctly and so in house validation of this is critical.

Setting the baseline will involve gathering current summary and process facts about each operation which is intended to form an element of a new service arrangement. There will be a broad distinction between summary facts which relate to the whole operation under consideration and process facts which relate to the processes which comprise the whole operation. Indicative headings for information gathering for the service baseline are suggested below.

Phase 1 – Summary data for the service baseline

A. Summary financial data for the whole operation

- Total revenue (split over key market segments as appropriate).
- Total cost (labour, systems, overheads, outsourcing).
- Capital cost and depreciation.
- Cash flow management.
- Unit costs per service output.
- Performance monitored against budget.
- Financial performance trends and variance explanations.
- Identification and use of financial KPI's to evidence the above trend analysis.
- Analysis of future funding prospects and potential future service take up.

B. Summary systems data for the whole operation

- Number and complexity of financial and non-financial systems/applications used in delivering the service.
- Total costs of financial and non-financial systems used in delivering the service – reconcile to A above.
- Assessment of the efficacy and modernity of financial and non-financial systems/applications used in delivering the service.
- Assessment of whether these systems are based on one site or several sites.
- Examination of systems costs per site.

C. Summary service volume data

- Number of customers the service is delivered to (including segmentation analysis).
- Number of suppliers the service interacts with.
- Number of service units of different definitions the service provides and to whom.
- Measures of customer feedback and satisfaction and how these elements are addressed by the service provider (including feedback by segments).
- Measures of supplier feedback and satisfaction and how these elements are addressed by the service provider.
- Measures of non-financial KPI's as they relate to quality and quantity of service.
- Measures of service outcome data – (outcomes measured as impacts on the whole local population and segments of it).

D. Service governance and involvement

- How is the present operation governed and by whom?
- How are key service stakeholders involved in the development and growth of the service?

E. Human resources and culture

- Amount of full time staff working in the operation and their relative grades.
- Professional, supervisory, clerical, third party, supervisory, consulting.
- Frank assessment of the operation's organisational culture in terms of collaborative working, etc.

Phase 2 – Detailed data for the service baseline

F. Analysis of summary baseline data in A to E over the following headings:

- Analyse summary data in A to E over geographical sites making up the current operation.
- Analyse summary data in A to E over discrete processes making up the current operation.
- Analyse summary data in A to E over key systems making up the current operation.
- Analyse summary data in A to E over support services and frontline services making up the current operation.

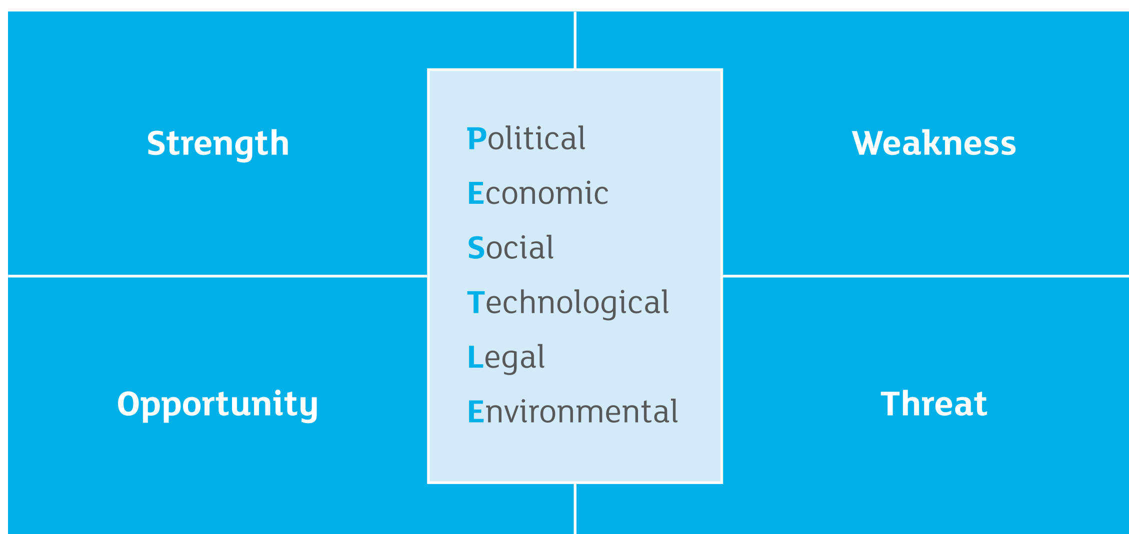
The above sets out a broad outline of how a service baseline needs to be delivered. It would benefit from detailed spreadsheet analysis. The baseline summary gives a starting point for a benchmarking process which leads to a service/cost gap analysis where the authority would determine how much of that service/cost gap the new service would address.

There are two ways the benchmarking can be approached. Either top performing authorities are visited to try and discern the service/cost gap or objective measures like transactions per FTE or cost per unit of service sold are compared to successful top quartile authorities using CIPFA Benchmarking statistics. There will then be a task of identifying a service cost and quality gap and finding out how far the new service delivery arrangement could bridge that gap. This will form its stated improvement journey as part of its alternative delivery options business case.

Impact assessment

SWOT and PESTLE

Another useful way to determine or challenge the thought process is to undertake a SWOT and PESTLE analysis. This should look at the impact that each of the areas can have on the service, by delivering it in an alternative way.



The types of PESTLE considerations are:

Political: The political opinion of council members is significant in the move to any alternative delivery arrangement. Shared services in particular, whereby the 'sharing' is between councils with different political make-ups can be contentious. Other factors such as pending local or national elections can delay, hasten, stop or even provide a greater impetus for change. For example if a council's political control changes will they still support a shared service arrangement?

Economic: A proposed economic development in the area may improve or worsen the financial worth of an area i.e. new supermarket to be built or the loss of large employer. How would this impact on any new service delivery option?

Social: Local authorities always need to consider the changing demographics and how this may affect demand on certain services. Examples include a high influx of families where English is not their first language – how will this impact on schools in terms of adequate places and teaching resources to meet the pupils needs. Plans for more retirement homes in the area may cause pressures on adult social care and health services – and has this been recognised, resourced and costed?

Technological: Is the IT system compatible with your proposed partners? Are licences due to be renewed, is the infrastructure up to date? Can the service be improved by new technology?

Legal: Ensure you are not acting beyond your legal means. For example, do Teckal[2] rules apply to your proposal? Have you considered data storage and handling legalities by a third party or partner?

Environmental: What impact would your proposal have on the environment i.e. a new or improved highway would impact on residents and the environment – but this is likely to be negative for some and positive for others.

Risk

Any transformation proposal should capture exposure to risk, both internal and external. The table below from CIPFAs *'Sharing the Gain'*[3] publication illustrates how to clearly demonstrate the risks to success, and what mitigations can be put in place to address the risk.

	RISK	MITIGATION
Failing to gain support from the top	Support from elected members and/or senior management is weak, making it difficult to win commitment to the vision for change, or to gain access to the resources needed to make change happen.	Before committing significant resources, ensure that the vision and business case for change are compelling. Invest time in understanding the concerns of those at the top, providing evidence and explanations that solidify their support.

The types of internal risk that may damage the project from the start include:

- lack of support from leaders
- lack of experience/authority/skills
- staff turnover/retirement increases in critical areas
- failure to address/inform the retained organisation
- knowledge transfer to new arrangement is poor/incomplete
- negative reporting damages confidence
- time and energy on repairing relationship rather than focus on new arrangements
- technology
- scope – too narrow or broad
- poor marketing
- benefits of change – over estimated/not realised
- sabotage/blockers – they fail to communicate, consult or manage stakeholders.

2 European law has recognised an exemption whereby a contract for services can be given to a local authority trading company provided that the council exercises effective control over the control of the company. This is known as the Teckal exemption.

3 www.cipfa.org/Policy-and-Guidance/Reports/Sharing-the-Gain

External risks include:

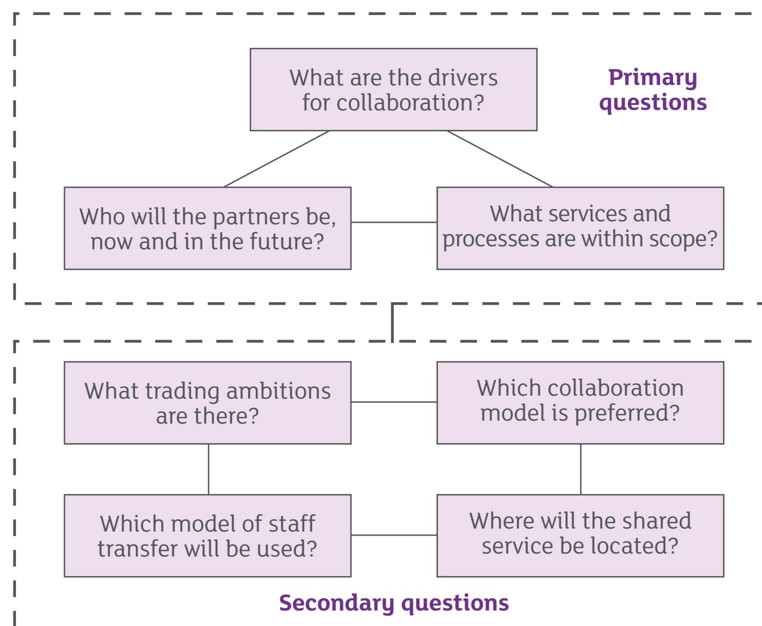
- change of government and policy
- competition for the same service
- market volatility
- contractor goes into liquidation
- boundary changes.

A recap on choosing the way forward

There is no one size fits all solution. Instead organisations should ask themselves:

- What benefits are we looking for (cheaper, more effective, improved outcomes)?
- Is there a competitive market?
- How can we specify and monitor the new arrangement?
- What benefits derive from partnership working rather than solely from the service provider?
- Is it a complex/evolving bundle of services?
- If complex - will close collaboration be an important requirement?
- Is the model suited to complex or simple service delivery or both?
- What can we learn from existing and previous examples of alternative service delivery arrangements?

Sharing the Gain has primary and secondary questions for 'shared services' in weighing up the options, these are:



Once the services have been analysed in terms of performance and cost, and choices have been made as to the suitability of those services to be 'transformed', then the model and the vehicle need to be considered.

which model?

There is no right or wrong option to deliver services, all are valid, and all will depend on an organisations circumstances and its objectives.

The form

Once it has been decided which services will be transformed a new operating model needs to be chosen.

The most suitable operating model may be identified against a number of factors. These include:

- the degree of control the organisation(s) wish to retain
- the complexity or uniqueness of the service
- the number of collaborators in the process
- the resources available (time, money and skills).

Control: Internal delivery allows the highest level of direct control to be retained - as this is 'in house' whereas any collaborative delivery arrangement requires some element of control to be relinquished. At the far end of the scale delivery purely by an external body i.e. prime contractor offers the lowest degree of control to be retained.

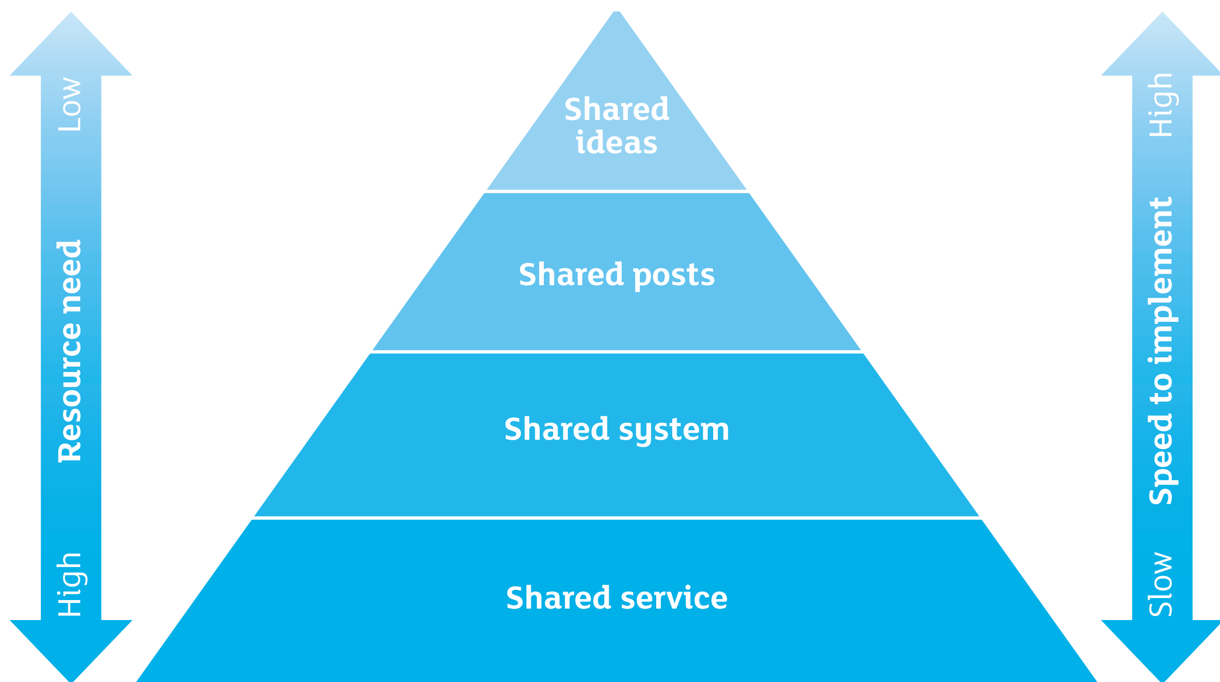
The nature and scope of control will to an extent be set out in the agreements made with the organisations involved.

Complexity: The more complex a service is, the more difficult it is to scope and define in any specification. However conversely, greater complexity, may mean that the organisation will need external support in achieving successful service outcomes.

Number of collaborators: The more partners there are in the arrangement, the less control each partner has. So for two equal partners you retain 50% direct control, whereas for four you only retain 25%. The best option will depend on how palatable the loss of direct control is. The number of collaborators will also be determined by the level of trust and agreement over joint working. A collaboration whereby one partner is not aligned with the vision is usually a collaboration that will find itself in difficulties.

Resources: The advice from many professionals in 'shared working' is that it is time consuming and difficult. *Sharing the Gain* states that *"effective collaboration is first and foremost a human and political challenge"*. Any transformation project however is likely to use resources, whether this is purely in house, or shared across a number of collaborators. Knowing your resource availability and the skills they have to meet these challenges is crucial to ensure project success.

If transformation involves 'sharing', the type of arrangement will dictate the amount of resource and time needed. The diagram below illustrates this.



Adapted from Shared Service Architects magazine, June 2014

This shows that if you have more resources, and more time, then the options at the bottom of the pyramid can be achieved.

Models and vehicles

The language and definition of different models is an important point. Many terms, such as 'shared service', 'local authority company', or 'partnership' are collective terms that cover a range of vehicles, they do not on their own tell us how the entity/model is structured.

For this purpose we will differentiate in this paper between 'model' as a collective term and 'vehicle' as the operational entity. So for example, shared services is the model and the vehicle may be a joint committee.

Some of the models and vehicles are explained below.

Partnerships

There are a number of different partnerships, and even the 'headline' terms require further analysis as to the vehicle. Types of partnerships include:

- **Executive** – a vehicle which can make its own decisions about how best to secure the purposes of the partnership, and act on them. *These can be corporate or non-corporate, statutory or non-statutory.*
- **Advisory** – a vehicle in which they can discuss and agree what each partner should henceforth do under their own steam, as their separate contributions towards partnership objectives.

- **Unincorporated** – have no legal standing. One partner often acts as accountable body (for accessing and distributing funding) and they have a constitution that is often unenforceable.
- **Contractual** – term often given to a partnership based on a non-corporate vehicle – but with a contract between the partners covering what each will do to secure the purposes of the partnership, and how it will work.

Executive partnerships are perhaps the most formal, and incorporate a wide range of options.

Executive partnerships – statutory non-corporate body

The most common example is a consortium – usually **a joint committee**.

Joint committees are popular in local government as they are democratically controlled (two thirds of membership are elected councillors) and avoid some of the issues around staffing such as TUPE and pensions (as staff tend to be retained by their respective employers).

As joint committees are not corporate bodies they cannot:

- enforce their own contracts, though they can award and accept enforceable contracts, place notices in OJEU, delegate their signing and enforcement to any corporate agent
- employ staff, although staff may be seconded to them
- hold land, although the constituent authorities can hold land on their behalf.

Lead authorities also come under this category, this is an arrangement whereby one authority (i.e. the lead) carries out services on behalf of other public (and potentially private) sector organisations.

The advantages of lead authorities over joint committees are:

- they are usually good at securing effective decision making – unless any of the principals in the arrangement request that all decisions are referred back to them – which can slow the process down
- they usually have lower set up costs compared to other partnerships, as there is no new establishment to create or replace.

The disadvantages are:

- some may feel this is a take-over rather than a partnership
- political differences between organisations may be a barrier or hinder decision making.

Executive partnerships – Non-statutory corporate bodies

An executive partnership can also be a non-statutory corporate body, and includes the vehicles listed below. However, it is important to note that although the vehicles below can be created as a 'partnership' with public, private or third sector partners they can also be wholly owned by the local authority and no partnership arrangement is involved (with the exception of a limited liability partnership (LLP) which as the name suggests is a partnership arrangement only).

Company limited by shares (CLS) – has shareholders with limited liability. The liability of the shareholders to creditors of the company is limited to the capital originally invested, i.e. the nominal value (such as £1) of the shares and any premium paid in return for the issue of the shares by the company. The company's disclosure requirements are lighter than other company models, but for this reason its shares may not be offered to the general public (and therefore cannot be traded on a public stock exchange).

A company limited by guarantee (CLG) does not usually have share capital or shareholders, but instead has members who act as guarantors. The guarantors give an undertaking to contribute a nominal amount (typically very small i.e. £10) in the event of the winding up of the company. It can distribute profits to members, but if it wishes to do this, it is not eligible for charitable status. School academies are charitable companies limited by guarantee, and their shareholders are 'governors' whose liability (usually £10) is written in to their agreements with the Education Funding Agency.

Industrial and provident societies (IPS) may in general conduct any legal business except that of investment for profit. The Co-operatives and Community Benefit Societies Act 2003, introduced the concept of an asset lock, which a society registered as a community benefit society (but not one registered as a co-operative) can introduce to prevent specified assets being used for unintended purposes.

IPS co-operatives trade for the mutual benefit of their members, and the registrar will judge the legality of their action by reference to co-operative principles.

IPS societies for the benefit of the community or "bencom" trade to benefit the broader community, and the registrar will refer to charity law.

A limited liability partnership (LLP) is a corporate body, it has a continuing legal existence independent of its members, as compared to a partnership which may have a legal existence dependent upon its membership. A UK LLP's members have a collective ("Joint") responsibility, to the extent that they may agree in an "LLP agreement", but no individual ("several") responsibility for each other's actions. LLPs are not permitted as a trading vehicle under section 95 of the Local Government Act 2003.

Charitable independent organisation (CIO) status became available to charities in England and Wales on 4 March 2013. It is for non-profit organisations, has legal personality, the ability to conduct business in its own name, and limited liability so that its members and trustees will not have to contribute in the event of loss. The Charity Commission has produced two model constitutions:

- **Foundation** model – for charities whose only voting members will be the charity trustees.
- **Association** model – for charities with a wider membership, including voting members other than the trustees.

Which model and which vehicle apply?

The table below highlights the vehicles and the 'model' to which they apply. So for example, if an organisation creates a 'Local Authority Company' then the vehicles they can choose from are companies limited by shares, companies limited by guarantee, community benefit societies or co-operatives. A Local Authority Company cannot be a LLP or a CIO.

Vehicles:	Charity	Mutual	Community Interest Company (CIC)	Joint Venture	LA Company
CLS	Yes*	Yes	Yes	Yes	Yes
CLG	Yes	Yes	Yes	No	Yes
IPS – CBS	Yes	Yes	No	No	Yes
IPS Co-op	No	Yes	No	No	Yes
LLP	No	Yes	No	Yes	No
CIO	Yes	Yes	No	No	No

It is therefore important that the organisations understand which vehicles are permitted under which model and what this means. The first three models in the above table (charities, mutuals and community interest companies) are explained in the 'social enterprise' section further in this paper.

Local authority companies

Local authority company is a generic term, rather than referring to a specific vehicle.

Authorities are free to set up companies to provide themselves with any type of services, works, supplies or facilities.

Any number of authorities may also form a jointly owned company to provide them all with a shared service. Such a company would share exemption from having to be advertised in OJEU, provided all the same tests are passed (i.e. a Teckal company[4]) However if the company were to be used for the purpose of local authority trading (beyond specific percentages – currently 20%) then it loses its immunity from advertising in OJEU.

Non-statutory corporate bodies – joint venture companies (JVCos).

Joint venture companies have two or more partners, who share the risks and rewards of the venture.

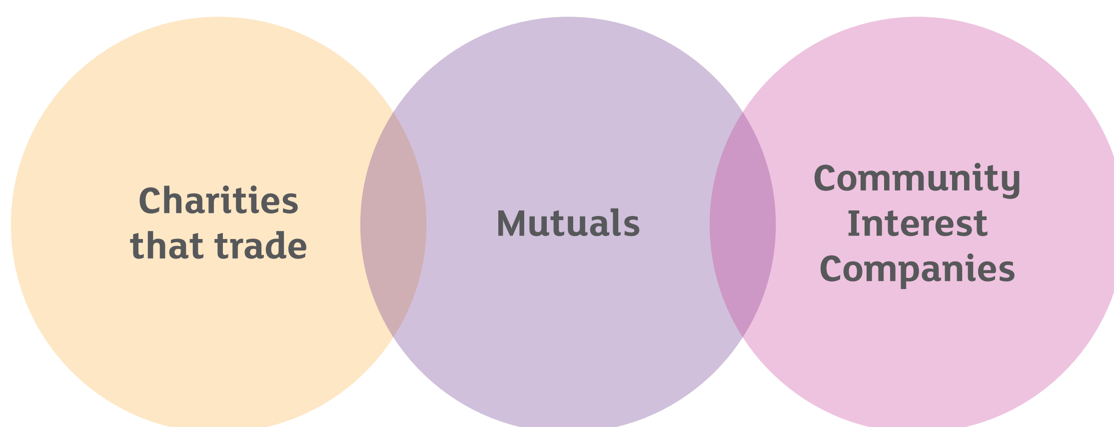
In complex services, or transformation requests, the authority may find it difficult to express, scope and specify in a legal contract what they want, especially if they are unsure of the 'route' themselves. Therefore a JVCo may be an ideal vehicle as it creates a structure whereby the customer and service provider can work in partnership to develop the right solution and the most suitable timetable for implementation.

JVCos have often been set up for regeneration projects – in which the local authority provides the asset and the private sector provides equity finance and expertise in 'commercialising' the asset through regeneration.

Joint ventures have agreements that are enforceable contracts, and specify what each partner will do to further the venture and at what stage.

Social enterprise

Social enterprise includes a variety of terms however the three most common are:



There are overlaps between mutuals and charities, and mutuals and community interest companies (CICs) but not between charities and CICs.

4 http://localgovernmentlawyer.co.uk/index.php?option=com_content&view=article&id=12842%3Athe-use-of-teckal-company-structures-in-public-service-delivery&catid=59&Itemid=27

Social enterprises work on the principles of mutualism and participation and so motivate staff by giving them a more direct voice in running their organisation. However, it is not one size fits all, and the model and the vehicle will determine differences in:

- ownership and control
- participation
- purpose
- regulation
- accounting
- accountability
- financing options
- some areas of taxation
- options for conversion.

The key characteristics are shown in the table below:

Rules on:	Charity	Mutual	CIC
Governance	Trustees	Governing body elected by members	Company directors
Charitable status	Yes	Some	No, but a number of charities use a CIC as a trading arm
Trading	In line with objects – tax concessions	Any trading activity that members agree with	Any trading activity that complies with community benefit test
Social purpose	Must be charitable purposes and public benefit	Linked to members' needs	Community interest test
Issuing shares	Not permitted	Yes – if not a company limited by guarantee	Yes – if not a company limited by guarantee
Profits	100% used for furthering objects	Option to distribute some profits to members	Can distribute but % limit per share and capped at 35% of profits
Tax advantages	Yes (NNDR, VAT)	Limited	No
Asset lock	Assets held in trust as per objects	Vary – as per governing document	Transfer of assets must satisfy requirements

Rules on:	Charity	Mutual	CIC
Accountable	Trustees, funders, regulators, stakeholders	Members, regulators	Directors, members/ shareholders, regulators
Independent	Yes, although some controlled by LAs	Mostly – but some are subsidiaries	Not controlled by political organisation
Participatory	Can have employees, service users, etc on board but with some restrictions	Members – including multi-stakeholder model	Democratic structure is optional
Regulator	Charity Commission, Companies House or FCA	FCA or Companies House	CIC or Companies House

Charities

- have wholly charitable purposes
- undertake wholly charitable activities
- provide public benefit
- have trustees
- enjoy tax advantages.

Having a charitable purpose can have a significant impact on the business plan. This is because as well as affecting access to some sources of funding and support, there are a number of tax advantages linked to charitable activity. Applicable tax exemptions and reliefs include:

- income tax and corporation tax – relief on certain charitable activities
- capital gains tax – exemption
- charity business rates – mandatory 80% relief
- charity stamp duty land tax – relief
- value added tax – some exempt and zero rated supplies.

Decisions and advice around tax should always be sought from specialists.

Mutuals are:

- member owned organisations (members can be customers, owners or suppliers)
- for the benefit of their current and future members (although some have a wider remit – benefiting a wider community).

Details on the Cabinet Office's mutual support programme can be found at: http://mutuals.cabinetoffice.gov.uk

Recent research has shown the effectiveness of mutuals on both customers and staff. In July 2014, the conclusions of a *Review of Staff Engagement and Empowerment* commissioned by the then Minister for Health and Social Care Norman Lamb in November and chaired by King's Fund Chief Executive Chris Ham – showed that there was 'compelling' evidence that more engaged staff deliver higher quality care.

In addition, the University of Northampton published the results of its research into 'Public Service Spin Outs 2014' which showed that on average improvements were made in all areas.

Table 4.9 – Key spin-out concerns and commissioning framework 'fit'						
Q: How would you value some of the challenges faced by current and prospective spin-outs?						
Statement	N	A lot worse	A little worse	The same	A little better	A lot better
1. Financial success	63	3.2%	3.2%	7.9%	28.6%	57.1%
2. Staff engagement	62	0%	3.2%	6.5%	32.3%	58.1%
3. Service-user engagement	63	0%	1.6%	11.1%	39.7%	47.6%
4. Service reputation	62	0%	1.6%	4.8%	29.0%	64.5%
5. Measuring your social impact	62	0%	0%	8.1%	32.3%	59.7%

NB. N<66 as some questionnaire responses contained missing data

Source: Public Service Spin Outs 2014: University of Northampton

Community interest companies (CIC) are:

'… limited companies, for … people who want to conduct a business or other activity for community benefit, and not purely for private advantage. This is achieved by a "community interest test" and "asset lock", which ensure that the CIC is established for community purposes and the assets and profits are dedicated to these purposes.'

Source: Community Interest Companies regulator website

Community interest companies are more lightly regulated than charities but do not have the benefit of charitable status, even if their objectives are entirely charitable in nature.

A CIC cannot be charitable, but a number of charities use a CIC as a trading arm. If the charity owns a CIC, it is permitted to pass assets to the charity.

When a request for a CIC to be set up is submitted the regulator considers whether applications meet the criteria. If satisfied, the regulator advises the registrar in Companies House who, providing all the documents are in order, will issue a certificate of incorporation.

All CIC's must submit a Community Interest Statement and an annual Community Interest Report. They are also subject to an 'asset lock' – a provision written into the CICs articles of association which acts as a means of making sure that any assets are retained by the CIC and not transferred away from it.

CICs are limited companies and so must comply with the requirements of company law and must file annual accounts and returns at Companies House in addition to its responsibilities to the regulator. Accordingly, a CIC must be registered both with Companies House and the CIC Regulator.

Most CICs are set up as a company limited by guarantee, however if a company limited by shares is chosen then a dividend cap is imposed. At present, the maximum dividend that can be paid on any given share is 20% of the paid-up value of that share within a given financial year. The maximum aggregate dividend limit is calculated with reference to the company's profits: specifically, the aggregate dividend must not currently exceed 35% of the distributable profits of the CIC. Both of these elements must be satisfied – they are not mutually exclusive.

Sink or swim – critical success factors

Moving to alternative models of service delivery may be a necessity but they can also prove advantageous for the authority. However there are many challenges in establishing and operating transformation in an organisation (see sink or swim, p.28).

\ practicalities

A checklist

Once you have decided on the services to be 'transformed' and if that involves delivering these through an alternative delivery model – then you need to consider the practicalities of how to put this plan into action.

For a new separate legal entity i.e. a local authority company or a staff mutual, the requirements in respect of both set up and operations are more detailed and wide ranging than a less formal model such as a joint committee or shared management arrangement. For example TUPE and pension considerations will not be applicable to all models.

The list below will therefore apply in full for some models, but in part for others:

Considerations include:

- legal structure
- due diligence
  - – assets, liabilities and contracts i.e. leases and pensions
  - – staffing – TUPE arrangements, redundancies, post-transfer terms and conditions, LGPS pensions admittance
- terms and conditions – agreements/sanctions
- risk management strategy
- business continuity planning
- financing: including any tax/VAT issues
- procurement regulations
- governance
- data protection
- freedom of information arrangements
- professional fees
- relationship with parent authority
- any incubation period (support/costs from council)
- registration with regulatory bodies (i.e. HMRC and Companies House).

Considerations when setting up new companies

Professional fees

Establishing a new trading venture results in a number of set up costs, notably those of professional services. Legal costs in particular can be huge, running into the hundreds of thousands of pounds.

As a company, annual accounts need to be filed with the regulator i.e. Companies House or the Charities Commission, as well as audited externally, which the company pays for. Late filing penalties incurred in 2013-14 were £77,509,000[5] – of which all goes to the Treasury. The costs of accountants and auditors need to be included in business plans, as well as remembering that the company's accounts may need to be consolidated with the local authorities.

Company registration

Companies need to be registered with Companies House. There is a small fee but beware of the many consultancy firms out there who will charge you hundreds of pounds to set up a company, when you can do it yourself on line for £15. Full details can be found at: www.gov.uk/company-registration-filing/starting-company.

Banking charges and cash flow

Banking charges are much more visible in a small company and need monitoring to ensure they are kept to a minimum. Cash flow is also a key consideration. Is the profile of spend in line with the flow of incoming resources? If not, it could result in borrowing requirements and bank charges.

Support services

Ongoing operations require services from support functions such as payroll, IT and human resources. Decisions need to be made over who to buy from, what quotes need to be obtained and whether there is a tie-in to the council over a transitional period.

Business transfers

The cost, risk and 'means' of transferring assets, liabilities, and staff across to the new entity needs careful consideration. TUPE in particular can be especially time consuming. Many councils, as the parent of a local authority company, choose to lease assets to the new entity, this is from the perspective of minimising risk (i.e. if the new entity becomes insolvent creditors could potentially seize any assets owned by the company) and also because the new entity is unlikely to have the levels of cash to enable them to purchase assets outright (particularly non-current assets such as property).

It must also be remembered that if the council is a major shareholder of the new entity, it would still be responsible for any liabilities of the company in the event of significant losses occurring. Regular monitoring and skilled client contract management is essential to ensure that financial progress does not deviate significantly from business plans and forecasts.

5 Companies House figure

Pensions

Pensions can be a complex and emotive issue. Any new company that is created may need to take a share of the pension liability related to the workforce profile of those staff that will have moved across. The Actuary (another cost incurred) will calculate the new contribution rates, which may be different from the current ones. For example, some school academies (which are charitable companies limited by guarantee) have found that rates increased significantly and this has become a major factor in deciding whether or not to move to 'charitable company' status.

A new company can also decide to close the LGPS to new employees in a bid to make pension savings.

Pensions are only an issue if staff TUPE across to the new entity. In the case of a lead authority or a joint committee where, in most cases, staff are employed by their original local authorities there is no TUPE and therefore no pensions issues.

Corporation tax

Trading profits on a company will be subject to corporation tax (unless it is from charitable activities). HMRC are keen to ensure that financial transactions between 'linked companies' (i.e. a local authority company and its parent) are at arm's length. This revolves around the company not gaining a competitive advantage from the parent giving it advantageous treatment. Therefore, financial transactions must be at market values.

Where the company is making supplies back to the local authority as in the case of a Teckal – no corporation tax is payable on profits made from trading with the company's parent. This is known as a 'mutual trading exemption'. HMRC is effectively saying that you cannot make a profit from trading with yourself and, if there is no profit, then there should not be any tax. In order to qualify for the exemption, it is effectively determined that there has been no profit on transactions between the local authority and the company; any surplus that is generated by the company has to be handed back to the local authority as a rebate.

However generally any profits made from external trading by the local authority company will be chargeable to corporation tax (at a rate of 20%). This is chargeable before any dividends are distributed back to the local authority.

Local authority financial support

The local authority may have to provide an initial cash injection to the new company, to pay for such as the first payroll, or the purchase of supplies and services. The loan period should be less than 365 days otherwise the loan will be classified as a financial instrument with the requirement that it is recognised on the local authority's balance sheets. A rate of interest should be agreed in advance and should be based on market rates.

Operational practicalities

Practicalities can take up a large amount of time. (Suffolk County Council divested itself of a number of business units, and has shared the lessons from this exercise).[6]

Key points to consider are:

- procurement regulations and processes
- back office processes and systems – i.e. IT, finance (accountancy, payment, treasury management, pensions, payroll etc.) and other control mechanisms
- finance and accounting regulations (i.e. production of company accounts, VAT returns, pensions calculations)
- relationship of the entity with the council – establish this remit clearly and in any contractual documentation.

6 www.gov.uk/government/publications/delivering-differently-workshop-materials

New systems need to be established, and decisions made as to which systems are most appropriate and meet statutory requirements. Examples include:

- Setting up a new bank account. Staff within the entity will need to manage this in respect of monitoring, reconciliation and cash flow. Do they have experience of this, or do new procedures need to be thought out and staff trained?
- Registration with regulatory bodies i.e. companies house, HMRC for VAT and possibly corporation tax.
- Payroll providers for new companies. Staff will effectively have a new employer – what payroll changes need to be made, and who is the payroll contract with?
- Year-end accounts – who will prepare these, who will send to the relevant regulator?
- Selecting the auditors – including internal and external audit requirements.
- VAT returns – who will complete?
- Establishing budgets and monitoring procedures.
- Establishing procurement regulations relevant to the entity, and processes that comply with this.
- Establishing clear lines of authority and accountability in all areas (scheme of delegation).

This demonstrates that staff within a new entity may need to develop new skills. Within a council many staff work in silos dealing with a particular segment of a service or process. Within a new entity however, which is likely to be a much smaller organisation, this may mean they are asked to undertake a wider range of duties i.e. VAT returns, company accounts, cash flow management and procurement expertise.

Setting up a new entity is not an easy option, neither is it a certainty that it will deliver a more effective service. It is however a different direction, and we have many successful examples that have been created under the definition of local authority company's, partnerships, mutuals, CIC's and charities.

The Cabinet Office mutuals website[7] is a source of information for case studies on public sector examples.

What about those left behind?

If a council decides to divest itself of a number of business units it may also want to consider the impact of those 'left behind' who remain within the council's core.

CIPFA's on-site work with local authorities has seen this question and realisation raised numerous times. The issues primarily centre – although not exclusively – on central support costs:

- How quickly can central support units react to changing (usually reduced) demand?
- How 'fixed' are the fixed costs of these units?
- How competitive are the support services compared to the outside world?

Fixed costs, such as IT servers, licences and property rents/leases, are more difficult to 'shrink' in the short-term, whereas staff costs are simpler (in theory) to scale back to match demand. This element of cost reduction is the least palatable part of the impact of alternative delivery arrangements.

Some organisations that have left local authority direct control are subject to an incubation period whereby they must buy back into the councils support services for a specified time. This at least gives the 'core' the opportunity to plan. Forecasting techniques such as sensitivity analysis, can help them model the impact of losing clients, and the options they can then pursue in the future.

It is essential that the financial impact is assessed for the whole picture, rather than just a segment.

7 www.gov.uk/government/groups/mutuals-information-service

sink or swim – the critical success factors

The reasons why some models 'swim' and others 'sink' are not the same in all cases. There are however some critical success factors,

These are:

Communication

Communication involves ensuring there is absolute clarity in why this option has been chosen or is proposed. Proposals and decisions should be communicated to all stakeholders, and their views taken and addressed.

Following this, the proposed or chosen model and vehicle must be clearly defined so everyone knows exactly what this means. For example when people refer to 'shared services' or a local authority company – they need to know the legal structure, what this entails and the implications for all parties.

Remember ALL stakeholders

Ensure that all stakeholders are consulted with (members, staff, residents, customers, unions) and their views have been taken into consideration. Ensure this is done early in the process, rather than after decisions have been made.

Firm foundations

This is to ensure the information in your business case and your business plan is credible. Have you validated the assumptions in your plan. For example, don't assume your IT will work in a partner organisation as some partners may have a different infrastructure. Other validations could include whether insurance premiums may be affected, demand volume trend data, cuts in external funding, lower staffing proposals.

An assumptions matrix which questions the data and applies sensitivity testing is useful in testing the validity of the data.

These should also be captured in the SWOT and PESTLE analysis carried out early on in the project.

Structure

Structure can be an enabler or barrier. Ensuring you have the right people in the right place, with the right level of authority and the right skills is essential. This includes:

- communication skills
- commercial skills
- technical/financial skills
- change management skills.

Resources

This includes having the time, money and right skill sets to manage the process, implement the early stages and support its day to day operations.

Rushing the process could result in poor decisions being made, i.e. in the choice of service, the vehicle and some of the legal and operational considerations.

An agent of change

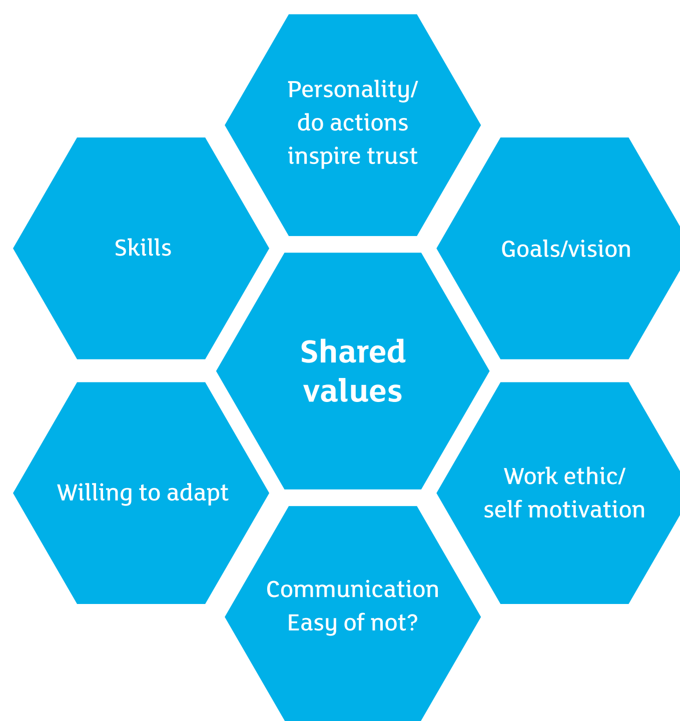
You will need not only a champion for this cause – but also an enabler. There is no point in paying lip service to the idea – you will always have blockers – but you need someone to manage these and minimise disruption.

Implementation of shared services requires strong leadership and a great deal of effort to ensure 'buy-in' from across the organisation to be successful.

Why do they fail?

There are a range of reasons as to why transformation is successful or not. If transformation includes shared service working, the difficulties can be more fraught as conflicting cultures, working practices and sovereignty issues can hamper progress. The diagram below highlights some of the barriers.

Shared values should be integral to any collaborative working, and organisations should ask themselves the type of questions in the diagram below to establish whether the working relationship will work.



Even if all the above boxes are ticked there is still one crucial factor – that is executing the strategy. A Forbes cover story in 1999 looking at failed businesses stated that *"In the majority of cases – we estimate 70% – the real problem isn't bad strategy, it's bad executing".*

Poor execution, may be due to lack of resources, or poor skills. Whatever the reason, it is essential that any 'change management or transformation programme' of services is fully scoped, and fully resourced.

Show me success

There are however a number of successes and the Local Government Association (LGA) 2015 shared services map[8] shows that shared services have resulted in £462m of efficiency savings with 416 shared arrangements in place across the country. The LGA, however, note that whilst these savings are significant they do not match the scale of the cuts to local government during the life of this Parliament.

The LGA also has an 'Innovation Zone Database'[9] which includes a wealth of best practice and council projects across the country.

8 www.local.gov.uk/shared-services-map
9 www.local.gov.uk/sector-led-improvement/-/journal_content/56/10180/6550702/ARTICLE

accounting for joint arrangements

The accounting for any alternative service delivery model that incorporates joint arrangements is not straight forward. The accounting required will depend on how the joint arrangement is structured and what the control and contractual arrangements are.

The position prior to 2014-15

Joint arrangements up to 2014-15 were defined by IAS 31. The accounting treatment was based on a structural basis i.e. whether or not the arrangements were structured through an entity. An entity can be defined as a corporate, partnership or incorporated association carrying out a trade or business with or without a view to a profit.

Accounting changes affecting – joint arrangements from 2014-15 onwards

From 2014-15 a number of significant changes occurred in respect of Group Accounting i.e.:

IFRS 10 *Consolidated Financial Statements*

IFRS 11 *Joint Arrangements*

IFRS 12 *Disclosure of Interests in Other Entities*

IAS 27 *Separate Financial Statements* (as amended in 2011)

IAS 28 *Investments in Associates and Joint Ventures* (as amended in 2011)

The focus is on IFRS 11 as the main driver of determining whether a Joint Arrangement exists and the type of arrangement that it might be.

IFRS 11 *Joint arrangements*

A Joint Arrangement requires that there must be a contractual arrangement, which doesn't have to be written, but it does have to be enforceable. The contract must set out the terms on which the parties participate in the arrangement and is how it is determined whether joint control exists.

IFRS 10 introduced a new single definition around control, which can also be applied to IFRS 11. The definition is around determining whether the investor controls the investee?

An investor controls an investee when it is exposed, or has rights, to variable returns from its involvement with the investee and has the ability to affect those returns through its power over the investee – it must meet **all three** criteria.

IFRS 11 however requires joint control of an arrangement. It defines joint control as the contractually agreed sharing of control (as defined by IFRS 10) of an arrangement, which exists only when decisions about the relevant activities (i.e. activities that significantly affect the returns of the arrangement) require the unanimous consent of the parties sharing control. Without joint control there is no joint arrangement.

There are two models of joint arrangements:

- joint ventures
- joint operations

Joint ventures are separate entities designed to trade on their own to which the parties have rights to the net assets. They are, if material, consolidated into the group accounts of the parties with joint control using the equity method (proportional consolidation approach no longer permitted).

Joint operations do not involve separate entities and the parties have rights to the assets and liabilities for the obligations of the arrangement. They are accounted for by reflecting shares of assets, liabilities, revenue and expenses in the single entity accounts of the parties with joint control.

IFRS 11 applies a **principles-based approach** where the accounting follows the specific details in the arrangement i.e. all parties recognise their rights and obligations arising from the contractual arrangements.

IFRS 11 requires an entity with an interest in a joint operation to recognise assets, liabilities, revenues and expenses of the joint operation **as specified in the contractual arrangement,** rather than basing the recognition of all assets, liabilities, revenues and expenses on the **ownership interest** that the entity has in the joint operation.

As well as legal and contractual aspects, other facts and circumstances are taken into account in determining whether an arrangement is a joint venture or joint operation. For example, consideration of whether the parties designed the arrangement so that its trade is substantially only with its parties (i.e. the parties have rights to all the economic benefits of the assets placed in the separate vehicle), so that the arrangement continuously depends on the parties for settling the liabilities relating to the activity conducted through the arrangement. This could mean that an arrangement that could at first glance appear to be a joint venture as it is structured through a separate entity is in fact a joint operation as the contractual rights are to the assets and liabilities of the entity, not the net assets.

CIPFA released a publication in 2015 *Accounting for Collaboration*[10] which incorporates the group accounts workbook and discusses this in much more detail.

10 www.cipfa.org/policy-and-guidance/publications/a/accounting-for-collaboration-in-local-government-book

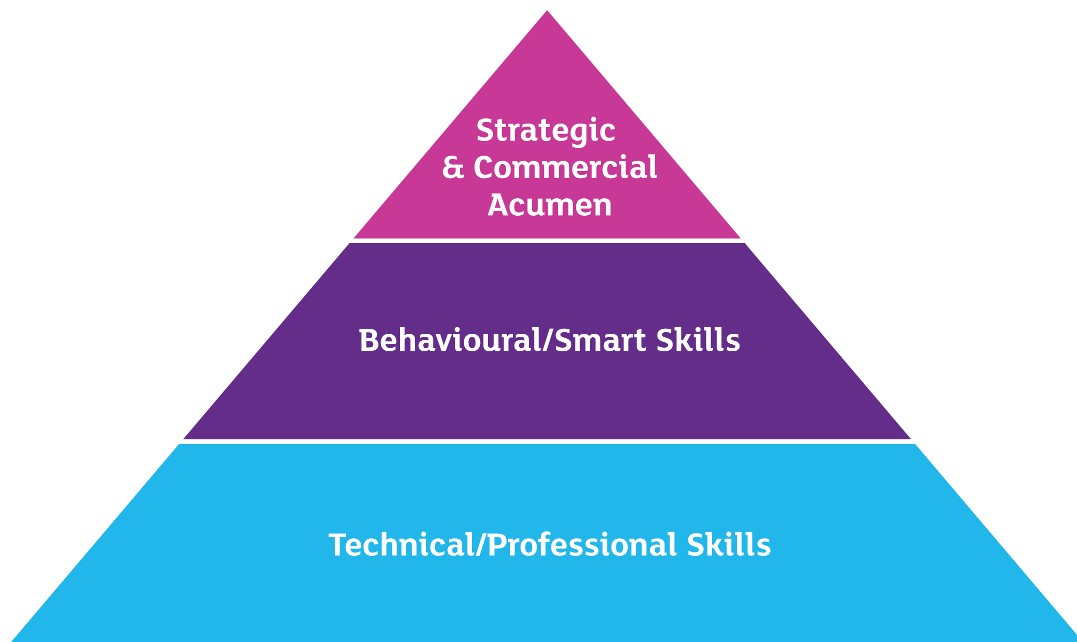
finance business partnering and new skills

The business partner role: the accountant of the future

The role of the accountant in the business partnering world is an important one. CIPFA's *Emerging Stronger*[11] states that this involves, *"influencing strategy and business outcomes, collaborating with managers to further policy goals, offering expert analysis and interpretation, presenting options to resolve problems and exploit opportunities; developing financial understanding and informed decision making".*

There are a number of studies on the changing role of both the finance function and the accountant. All point to the fact that we are moving away from the bulk of the work being 'number crunching' (although all reports emphasise that technical skills are still critical to the role) to a role that adds value to the organisation.

CIPFA's *Excellent Finance Business Partner*[12] publication explores the skills needed in the current world of public sector and shows that technical /professional skills are still the core business but that new behavioural, strategic and commercial skills are becoming increasingly important, and form a major part of the role.



11 http://www.cipfa.org/policy-and-guidance/reports/emerging-stronger
12 http://www.cipfa.org/policy-and-guidance/publications/t/the-excellent-finance-business-partner-book

The report states that *"a finance business partner will not be able to add value to the organisation if they are not able to* ***engage*** *with the organisation. If they are not able to clearly and succinctly* ***communicate*** *their insights and how these will support the rest of the organisation then what use are the professional skills?*

Strategic or leadership skills are important for senior finance leaders in organisations coupled with commercial acumen. Commercial skills are very important to elevate a finance business partner to a successful senior or strategic finance business partner in today's public sector".

An IFAC study on 'how professional accountants in business drive sustainable success' showed four key 'value' roles:[13]

- **Creators of value:** taking leadership roles in the design and implementation of strategies, policies, plans, structures, and governance measures that set the course for delivering sustainable value creation.
- **Enablers of value:** informing and guiding managerial and operational decision making and implementation of strategy for achieving sustainable value creation, and the planning, monitoring, and improvement of supporting processes.
- **Preservers of value:** ensuring the protection of a sustainable value creation strategy against strategic, operational, and financial risks, and ensuring compliance with regulations, standards, and good practices.
- **Reporters of value:** enabling the transparent communication of the delivery of sustainable value to stakeholders.

Although accountants recognise how the role of finance is changing, their focus often remains on developing their technical accounting and IT skills. This is perhaps down to an individual's 'comfort zone' or the lack of foresight of some organisations in developing accountants to equip them with the skills needed for the new challenges and developments in the sector.

13 www.ifac.org/publications-resources/competent-and-versatile-how-professional-accountants-business-drive-sustainab

\ summary

The current emphasis on 'delivering differently' is largely, although not exclusively, driven by fiscal constraints. This is in part due to the government's imposed austerity measures which have led to unprecedented funding cuts across the public sector, but other drivers such as increased demand for services and changing societal needs are also at play here.

The case for delivering differently to deliver better is stronger than ever. However, there is not a standardised package that authorities can apply and find an all encompassing panacea for financial and performance sustainability. The characteristics of each authority need to be critically analysed to assess which is the optimal direction of travel for them.

Delivering differently, whether in partnership, or through setting up a wholly owned separate entity, is not a quick fix for the authority's budget or service issues, nor is it likely to be plain sailing throughout the process. Issues around culture, politics, process and engagement will vary in intensity and agreement across authorities.

In these times of reduced funding and greater demand on services, the question 'shall we deliver differently?' appears to be replaced by the fact of 'can we afford to not deliver differently?'

\ further support

CIPFA Transformation Hub

The place to look for expert advice, consultancy, resources and tools to help your organisation transform and meet the demands of a reducing financial settlement from government.

www.cipfa.org/services/transformation-hub

CIPFA publications and articles

The Commissioning Joint Committee Guide to Service Sharing / CJC and CIPFA

The Commissioning Joint Committee Guide to Alternative Bases of Service Provision / CJC and CIPFA

A Practical Guide to Outsourcing in the Public Sector, CIPFA 2015

Accounting for Collaboration in Local Government, CIPFA 2014

Creating Services in a Collaborative Environment, CIPFA 2015

Emerging Stronger, CIPFA 2012

Outcomes and Public Service Delivery, CIPFA 2014

Sharing the Gain, CIPFA, 2010

Social Enterprise and Public Service Delivery, CIPFA 2014

The Excellent Finance Business Partner, CIPFA 2015

Transforming Services: Approaches, Examples, Lessons, CIPFA 2015

Transforming Corporate Services Toolkit, CIPFA 2016

Materials from other organisations

IFAC: Competent and Versatile: How Professional Accountants in Business Drive Sustainable Success

LGA Innovation Zone

LGA: Future funding outlook for councils 2019-20

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