Customer led transformation programme
Case study – Hampshire County Council

Capital and asset pathfinder:
customer demand in Hampshire

??/58

Contents

The Customer Led Transformation Programme

The customer demand workstream of Hampshire's capital and assets pathfinder has been funded under the customer led transformation programme. The fund aims to embed the use of customer insight and social media tools and techniques as strategic management capabilities across the public sector family in order to support Place-Based working.

The customer led transformation programme is overseen by the Local Government Delivery Council (supported by the Local Government Association).

The fund was established specifically to support collaborative working between local authorities and their partners focused on using customer insight and social media tools and techniques to improve service outcomes. These approaches offer public services bodies the opportunity to engage customers and gather insight into their preferences and needs, and thereby provide the evidence and intelligence needed to redesign services to be more targeted, effective and efficient.

About Hampshire

Hampshire (excluding the Isle of Wight) is the third largest shire county in England with approximately 1.7 million residents. Of these, around a quarter are concentrated in the unitary cities of Southampton (population around 235,000) and Portsmouth (population around 200,000), about 850,000 people are residents along the urban M27 corridor which links the two cities and in Basingstoke and Winchester, and a quarter in the rural areas which make up 85 per cent of Hampshire by area.

This population is supported by 13 councils (1 County Council, 3 Unitaries and 11 District Council's), as well as a number of other public service organisations including Hampshire Constabulary, Hampshire Fire and Rescue, NHS Hampshire and a range of central government functions such as DWP and HM Revenue and Customs.

Public sector assets across Hampshire have been shown by Pathfinder analysis to total around 4.2 million m2 of floor area (excluding MOD operational estate, residential, and a proportion of car parks). This is split between the different public sector organisations shown in the figure below.
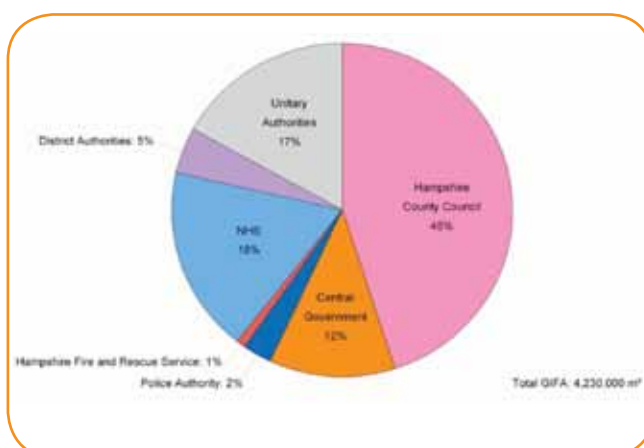

Figure 1: Split of public estate in Hampshire

Background

The capital and assets pathfinder programme

Councils are facing financial challenges as a result of the cuts in local government funding, announced in the 2010 Comprehensive Spending Review.

They need to make savings while continuing to provide services that meet their customers' needs and deliver on-going improvements.

In 2010, the Department for Communities and Local Government (DCLG) initiated the Capital and Assets Pathfinder programme, the aim of which is:

"…to test how a customer-centric and place-based approach to asset management and capital investment could improve local outcomes and generate significant savings."[1]

Based on an estimate that the size of public estate is valued at around £370bn, and that around two-thirds of this is owned by local authorities, DCLG estimate that this approach could release £35bn in capital receipts over ten years, reducing revenue expenditure by £1.5bn p.a. through reduced running costs and delivering 10 per cent savings on procurement.

Hampshire is one of six 'intensive' Pathfinders selected by DCLG. Hampshire County Council led a team of public sector partners in Hampshire to deliver a business case and Long Term Strategy to Ministers that supports the case for this approach to asset management.

On the strength of the cases delivered, Hampshire was asked to provide support and guidance to some of the further fifteen Pathfinder areas selected in a second wave of the programme.

The place-based approach to asset management requires public sector partners to map and then collaborate over the use and management of their property assets.

The aim is to reduce the footprint of the overall asset base, and remove non-essential property liabilities, in order to reduce the costs of management and capital investment at a local level, as well as improve customer services.

A meeting with all partners led to the selection of two pilot projects as the basis for developing Hampshire's Pathfinder business case:

- the Winchester One-City Strategy
- a Basingstoke Public Sector Hub.

Following the submission of the business cases, Hampshire's Pathfinder team developed its Long Term Strategy, also submitted to Ministers, which set out how the potential savings from the two pilot projects could be extrapolated across the wider Hampshire area, and what benefits might be achieved.

---

1 Capital and Assets Pathfinder Programme 2010-2011 - Customer demand work stream, 5 August 2011, p5, http://www.communities.gov.uk/publications/localgovernment/capassetscustomerdemand201011.

The County Council has now adopted these principles and is working with partners towards a 'One Public Sector Estate', as outlined in the Hampshire County Council Strategic Asset Management Plan 2011-2014.

Hampshire public sector partnership projects

○ Existing: Havant Plaza, Ringwood Gateway

○ Outline Business Cases, 2011:
  – Winchester, Basingstoke (with Hart)

○ Future urban areas identified for collaborative Pathfinder approach

Figure 2: Hampshire public sector partnership projects

Objectives

The pathfinder sets out a strategy in which public sector assets are considered holistically, with the traditional organisational barriers removed and the public receiving a seamless experience as they use services provided at locations that are both convenient for them and cost-effective for the service providers.

However, traditionally the management of the public sector estate rests with property specialists often focused on receiving maximum financial benefit or meeting the space requirements of the public body.

There is a risk that a property driven approach whilst achieving significant consolidation in the public estate might 'miss' the customer needs.

The importance of customer demand

The Hampshire Capital and Assets Pathfinder recognised that the needs of the community should be the focus around which public services are shaped and that an appropriate balance was needed between the economic need for asset rationalisation, the needs of customers and the changing way in which services are delivered.

The Pathfinder therefore commissioned work to provide views of current and future customer demands and needs that could be used to inform and support decisions relating to the consolidation and the future use of assets. This is shown as a flow in the figure below.

The funding for Hampshire's customer demand mapping workstream has helped us to explore different ways of providing easily accessible customer insights that can be used to support asset rationalisation and service planning by a range of professional staff.

This work built on an access planning project carried out by Experian for the Hampshire and Isle of Wight Customer Insight Partnership (HCIP) in mid-2010 and was divided into 2 stages (as detailed in the Approach section below):

• stage 1 – the development, using in-house skills and resources, of quantitative modelling and mapping of customer demand for services across Hampshire based on Experian's Mosaic segmentation and model of face-to-face contact preferences

Understanding Community Needs		Shaping Service Delivery		Reprofiling the Public Estate
What are they and how will they change over the next 10 years?		*What structure of public sector services are required to meet these needs and trends?*		*How can the combined asset portfolio be reshaped to support these services?*

Figure 3: Customer demand links. The customer demand work is the process through which the community's current needs and future trends can be identified to inform the shaping of public service delivery and the consequential revised profiling of the public estate.

- Stage 2 – customer research comprising a face to face survey and focus group responses to validate the quantitative work and develop a more detailed understanding of customer needs and preferences.

Approach

Hampshire applied a range of different insight tools and techniques including using both qualitative and quantitative sources of information including socio demographic profiles, demand mapping, service data and survey responses to help them better understand the needs of different customers and communities and to map these against different public sector buildings. The aim was to use this insight to help make more informed decisions about the public estate across Hampshire and to maximise both the savings and improvements to customer access.

The steps and stages of the approach are outlined in the sections that follow.

**Stage 1 - Quantitative approach based on segmentation**
Hampshire's quantitative approach builds from an access planning project carried out by Experian in mid-2010 for the Hampshire Customer Insight Partnership (HCIP), comprising Hampshire County Council (HCC) and at that time four (now eight) of the eleven districts together with Southampton City Council and PCT.

The first part of this new work was the validation of Experian's modelled approach through segmentation of Hampshire data on public service provision and the development of innovative visualisations of both modelled and actual customer demand.[2]

**Validating Experian's face-to-face contact preference model**
Figure 4 shows Experian's modelled level of customer demand for face-to-face contact by Mosaic Group. The access project carried out for HCIP used as a measure of customer demand the 10 per cent of household's most preferring face-to-face contact (shown in red).

2 Capital and Assets Pathfinder Programme 2010-2011 - Customer demand work stream, 5 August 2011, p20, http://www.communities.gov.uk/publications/localgovernment/capassetscustomerdemand201011.
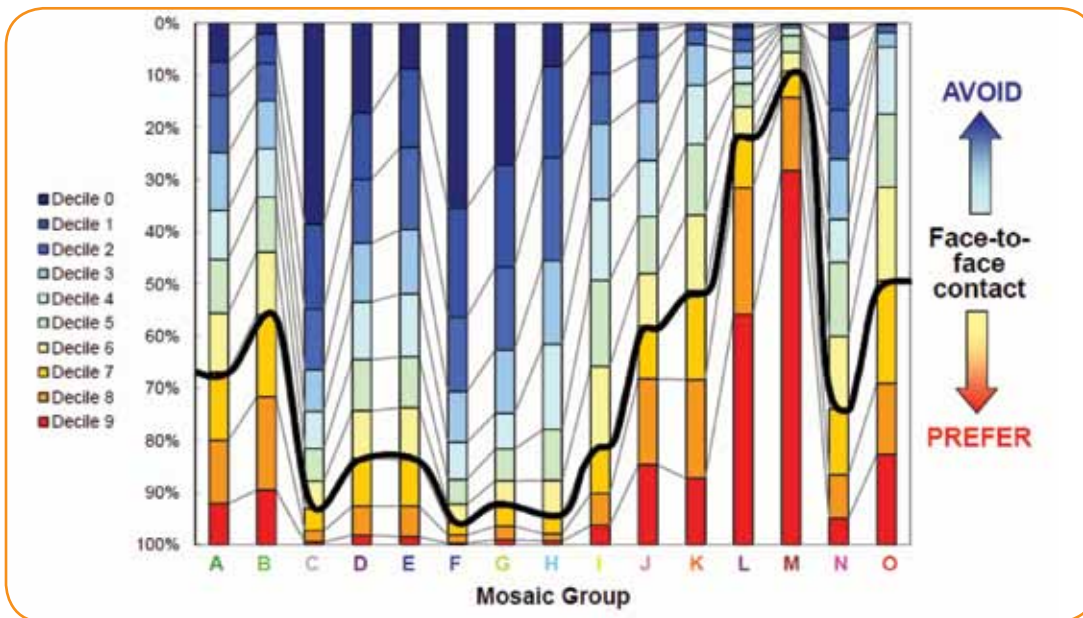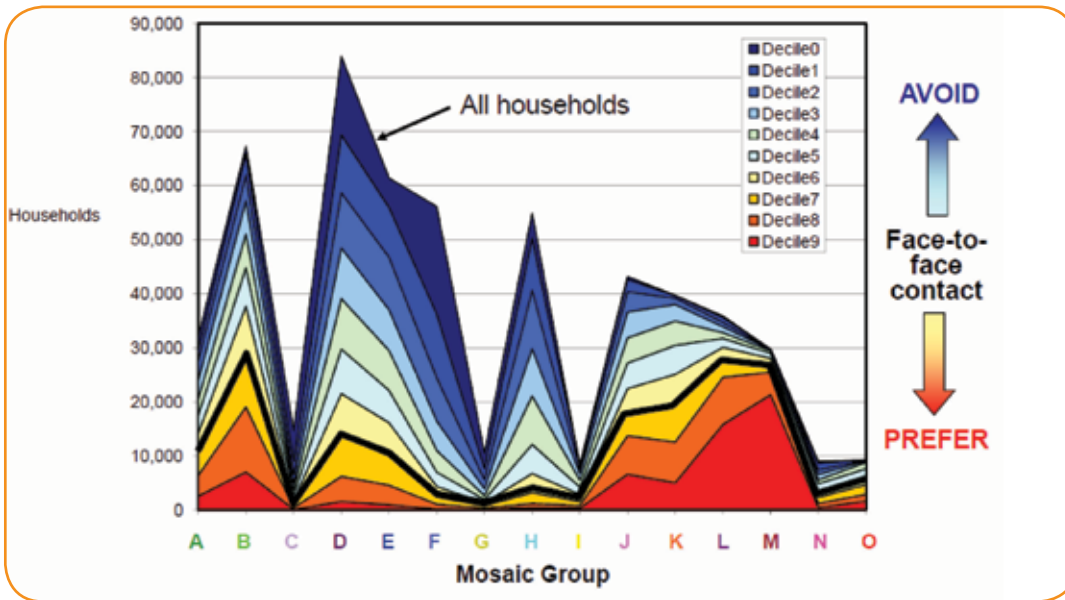
Figure 4: Customer demand weighting by Mosaic Group, from Experian's UK model of face-to-face contact preference (2007). The 30 per cent (three deciles) of household's most preferring face-to-face contact are those below the thick black line. The elderly, in Groups L and M, show the highest preference for face-to-face contact.

In later work this was broadened to include the 30 per cent (three deciles) of household's most preferring face-to-face contact, which better fitted the profiles of survey data on customers calling at local council offices and other Hampshire datasets on demand for key services, examples of which are shown in Figure 5 below.
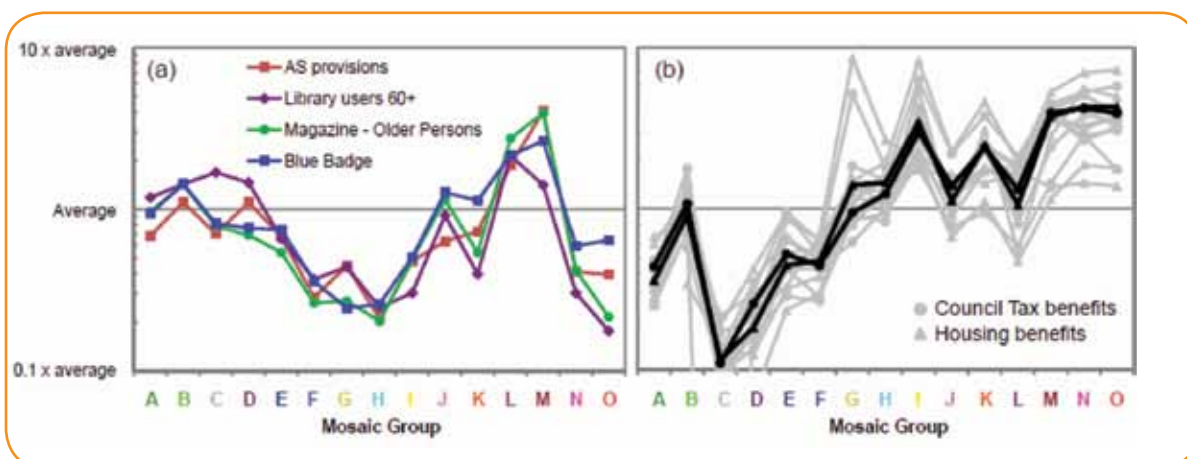
Figure 5: Hampshire demand for services by Mosaic Group. (a) Services for older persons and those with physical disabilities, including Adult Services provisions, over 60's library users, recipients of the older persons' version of Hampshire's magazine and Blue Badge applications (selected as most representative). (b) Benefits recipients in participating authorities (grey) and average for HCIP (black), indicative of demand for lower tier services.

Figure 6: Customer demand in Hampshire (excluding UAs) by Mosaic Group, quantified from Experian's UK model of face-to-face contact preference (2007). The 30 per cent (three deciles) of household's most preferring face-to-face contact are those below the thick black line. The number of Hampshire households in each Mosaic Group is multiplied by the percentage in each decile of face-to-face contact preference, as supplied by Experian and shown graphically in Figure 4 above. For example, Figure 4 shows that about 50 per cent of Group O households are in the three deciles most preferring face-to-face contact. So of around 10,000 Group O households in the Hampshire administrative area, approximately 5,000 are estimated to prefer face-to-face contact.

## Helping understanding - from customer profiles to demand mapping

Key to Hampshire's approach is the quantification of customer demand across an area based on Mosaic profiles. Total demand for face-to-face contact was estimated by summing for each Mosaic Group the number of households in Hampshire multiplied by the percentage in the top three deciles of Experian's model, as shown graphically in Figure 6.

This approach allows customer demand to be estimated for any area for which the number of households by Mosaic Group is known. This might be from a county or district down to any 'small area geography' such as output area (OA, the lowest output level for the 2001 census data averaging about 125 households). It could also be a regular grid of squares or hexagons.

Using a Geographic Information System (GIS), the distribution of this demand can be mapped, as shown in Figure 7, and quantified for individual or a selection of cells.

Since grid-based mapping has a tendency to look rather pixelated, a further innovation in Hampshire was to use more sophisticated GIS-based spatial analysis tools to generate 'hot-spot' mapping of modelled customer demand as shown in Figure 8. This technique applies weightings derived from Experian's contact preference model or from Hampshire datasets to household-level Mosaic data. While visually more appealing, it does not allow demand to be quantified.
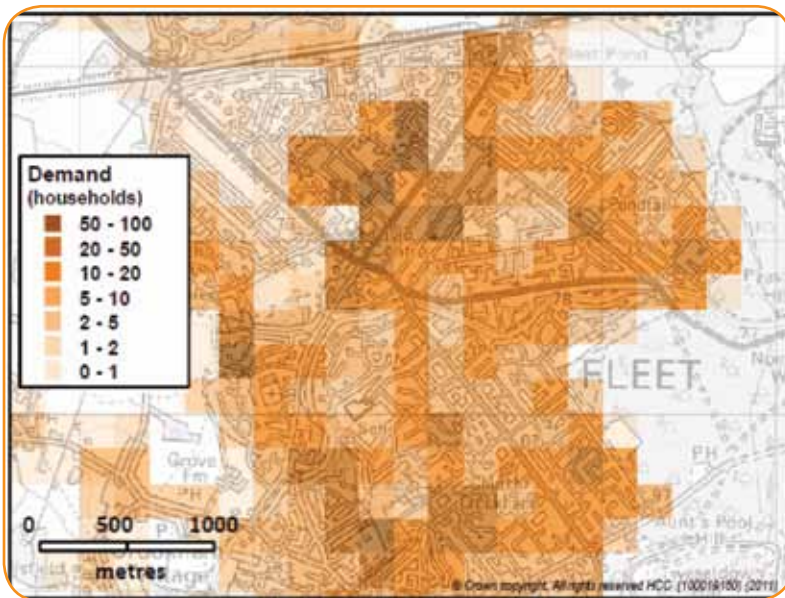
Figure 7: Example grid-based mapping of modelled customer demand. The 30 per cent (three deciles) of household's most preferring face-to-face contact, from Experian's UK model of face-to-face contact preference (2007). This type of mapping tends to look pixelated at small scales.
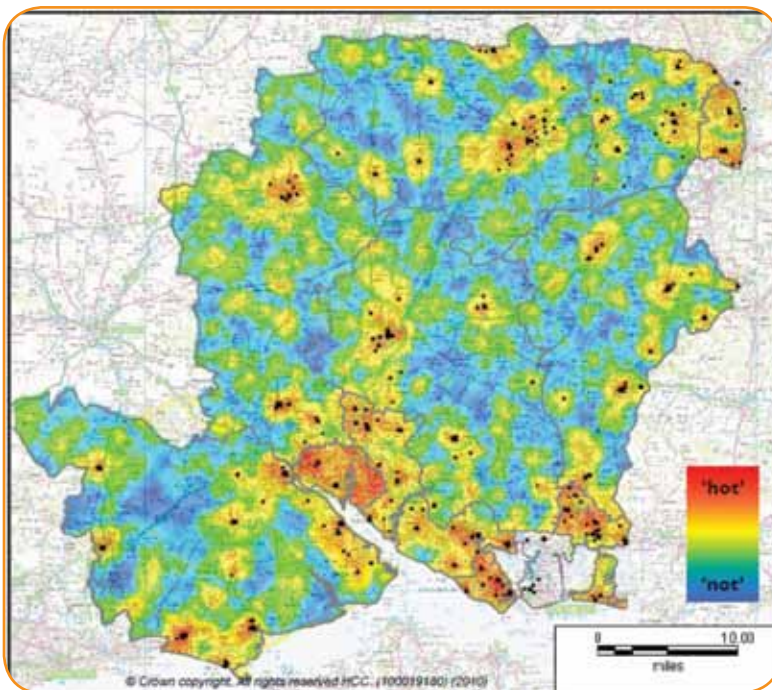
Figure 8: Hot-spot mapping of modelled customer demand. The 30 per cent (three deciles) of household's most preferring face-to-face contact, from Experian's UK model of face-to-face contact preference (2007). Points in black are HCC's customer-facing service delivery points.

Broadening the approach

Further datasets used to add to the picture of customer demand included:

- HCC's CRM database and additional departmental databases

- Place Survey responses relating to customer satisfaction

- active library borrowers

- datasets from participating lower-tier authorities including CRM contacts, Council Tax band, payment method and recovery, subscribers to green waste collection services, users of other environmental services, planning applications and building regulations

- membership of leisure services (participating districts)

- Citizens Advice Hampshire contacts.

In developing our approach, we realised that a residential segmentation such as Mosaic reflects only a single dimension of the geography of peoples' lives. However, demand for access to services is also driven by where people work (potentially significant in Hampshire due to a high level of commuting), shop or drop children at school as well as where they live. Since workplace/daytime populations from the 2001 census are both outdated and insufficiently detailed, commercially-sourced data on retail catchment areas were considered as an alternative.

The widely-used National Survey of Local Shopping Patterns (NSLSP) from CBRE[3] was identified as the most suitable product since it provides data on both the strength and geographic extent of retail catchments.

This shows actual, rather than modelled, shopping destination preferences or 'shopper flows' based on a household survey with around 20m responses since 1995 and 3m new records annually. Example NSLSP market penetration and trade contribution maps are presented in Figure 10 below.

Stage 2 - Research with customers

Within the context of Hampshire's Capital and Assets Pathfinder, Winchester (Winchester City Council), Farnborough and Aldershot (Rushmoor Borough Council) and Fleet (Hart District Council) were identified as areas where there may be opportunities in the near future to review service provisions.

These three authorities were invited to explore customers' perceptions and views on re-location and co-location of a wide range of face-to-face public services. The authorities were also interested in the potential to achieve channel shift with this group by exploring current and potential future use of internet based services.

The opportunity was also taken to understand staff views, based on their knowledge and experience on the frontline.

As well as providing customer information to support specific projects instigated under the Pathfinder programme, the project team wanted to understand the extent to which the results reflected the quantitative work.

For example, to what extent would the research show that quantitative analysis techniques could be used as a 'proxy' which reflected customer views accessed directly? The project would also indicate potential risks and areas that might be missed if quantitative data only were relied on to make decisions on the location for public services.

---

3 A reduced fee for this useful dataset negotiated by Hampshire may be extended to other authorities. Contact Steve Scholey at Hampshire for more information.

Research was commissioned across the three districts as follows:

- 840 face-to-face surveys with service users

- seven focus groups with both service users and frontline staff to further expand on residents' survey responses.

The interviews were carried out at a range of on-street locations including town and village centres, council offices and job centres to ensure that a range of different service users were interviewed.

In each district, a minimum quota of at least 25 face-to-face users, of each of the nine key public services, were interviewed to find out their:

- usual and preferred service locations

- reasons, in detail, for choosing to access the service face-to-face

- views on the accessibility, availability and affordability of services

- level of confidence in the way that the service works

- suggestions on the possibilities for and advantages/disadvantages of combining services

- level of internet usage and reasons for using/not using the internet

- motivations for accessing public services remotely rather than face-to-face

- thoughts on the future provision of services.

Findings

Quantitative work

Prior to this project, expected demand for Hampshire's children's centres and for the Havant Public Sector Village (now Plaza) was based on mapping of the Indices of Deprivation (by Lower Super Output Area or LSOA, average in Hampshire 681 households). The use of Mosaic at household level in HCIP's access planning project was found to reveal small but significant pockets of customer demand not evident from the Indices of Deprivation.
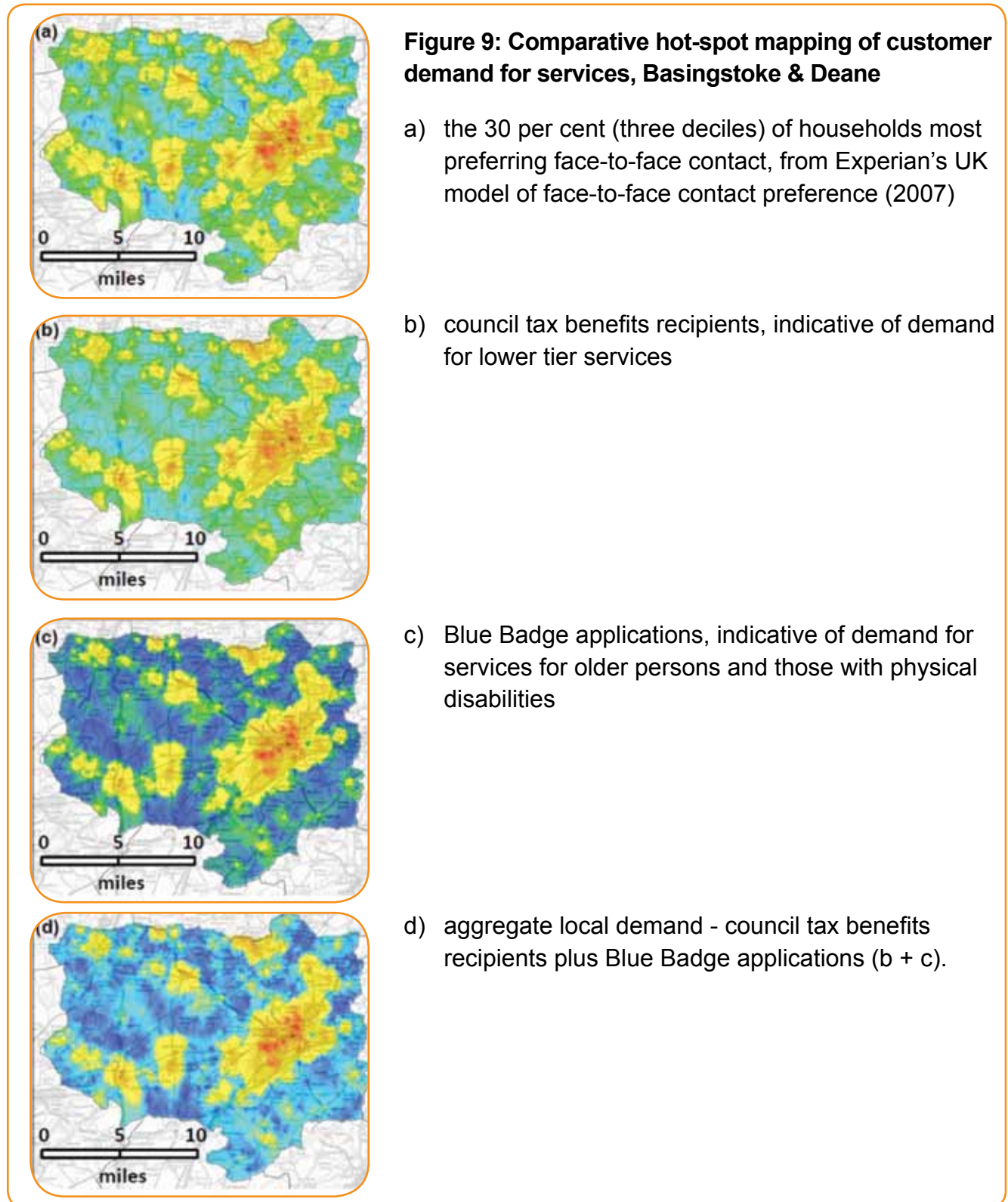
The potential of the Mosaic household segmentation as a quantitative indicator of customer demand was found to be improved when used in conjunction with Experian's model of face-to-face contact preference. Mapping of Mosaic-profiled datasets on use of Hampshire's public services has provided a locally verified and therefore more robust view of customer demand. Key datasets identified were benefits recipients, indicative of demand for lower tier services, and Blue Badge applications, representative of services for older persons and those with physical disabilities.

Mapping of existing customer contact points – such as county and district offices, HCC's Customer Access Points and libraries in comparison to these 'customer demand surfaces' confirms that many offices are appropriately located in centres of both population and demand.

A key observation is that demand mapping at county or district level, as shown in Figures 7 and 9, appears to simply reflect population distribution. It is only at a detailed geographic level that more subtle variations due to the weightings of the different Mosaic Groups become obvious.

For this reason, customer demand mapping is perhaps more applicable for reviewing services to be delivered at a neighbourhood level, such as children's centres, than for more generic or other services delivered more cost-effectively from main administrative centres.

In Hampshire, it has been used to determine priorities for HCC's Hants Local project and towards a review of community facilities by Basingstoke and Deane Borough Council.

Figure 9: Comparative hot-spot mapping of customer demand for services, Basingstoke & Deane

a) the 30 per cent (three deciles) of households most preferring face-to-face contact, from Experian's UK model of face-to-face contact preference (2007)

b) council tax benefits recipients, indicative of demand for lower tier services

c) Blue Badge applications, indicative of demand for services for older persons and those with physical disabilities

d) aggregate local demand - council tax benefits recipients plus Blue Badge applications (b + c).

The similar pictures revealed by mapping of retail catchments based on CBRE's National Survey of Local Shopping Patterns (NSLSP) and of the distribution of active library borrowers (compare Figures 10 and 11) confirm the importance of understanding the distribution of non-residential as well as residentially-driven demand when considering the location of customer-facing services.

For instance, an administrative centre may have an area of influence that extends beyond or falls short of its associated administrative area – or both, in different directions, in the case of Winchester. This may evidence the need for satellite customer-facing facilities, perhaps even for such a facility to be hosted in that of a neighbouring authority.
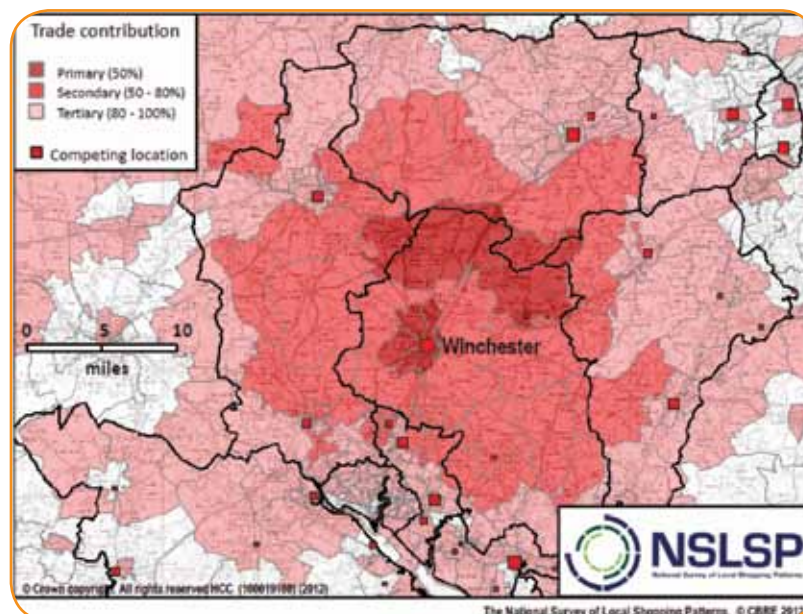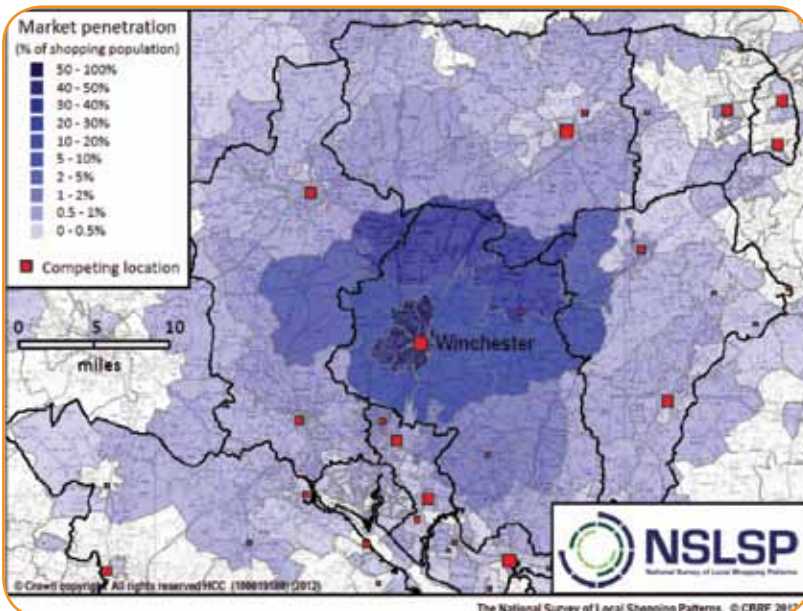
Figure 10: Example retail catchment maps for Winchester. (a) Market penetration rate by postal sector, which provides a more objective view of the raw data and reflects competition from other retail centres. Typically only sectors with greater than 5 per cent or 10 per cent market penetration would be considered part of the catchment. (b) Trade contribution by postal sector, a more subjective view typically used to define primary and secondary catchment areas (the tertiary contribution area, beyond 80 per cent, is not generally considered part of the catchment).
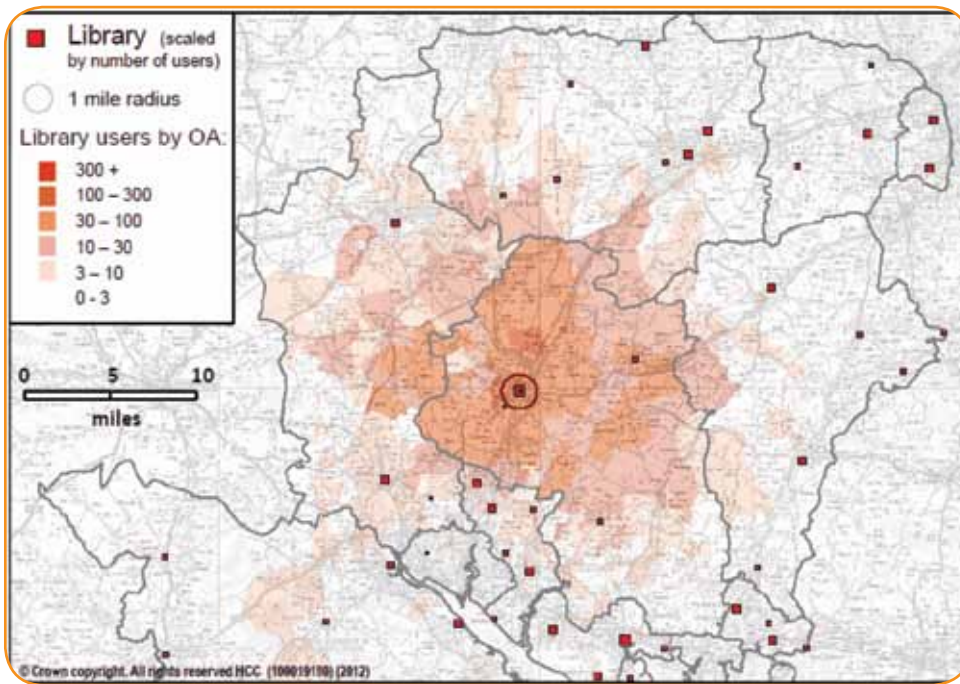
Figure 11: Catchment area, Winchester Discovery Centre. Distribution of active library borrowers (those using their library card at this library at least once during the 2010-2011 financial year) by Output Area (restricted to Hampshire and Southampton administrative boundaries). Compare with the retail catchment areas shown in Figure 10.

Qualitative research

Finding 1: Residents access services face-to-face for a range of reasons and these reasons vary between individuals but also between the types of task being undertaken.

"It can be more efficient I'd say because you can get things sorted out quickly rather than waiting for the post or 10 emails sorting something out because they didn't ask for the right thing first of all" – **Winchester staff**

"We encourage people to come in now because they get their benefits sorted out straight away" – **Rushmoor staff**

It was clear from this research that face-to-face access was important to many residents and also for many staff members. Both groups see advantages to dealing with public services in this way compared to using remote channels such as online or the phone. A wide range of reasons were given by residents and staff as to why this was the case and these can be summarised as follows:

- The ability to have a dialogue between the resident and a staff member was seen as crucial and viewed by residents and staff as a positive way to ensure things are sorted out quickly, efficiently and accurately

- More than this, in some instances face-to-face contact offers the opportunity to build ongoing relationships with key council personnel which can be useful when looking to complete certain tasks (e.g. planning applications).

- Amongst residents, there is generally considered to be more reassurance that action will be taken when dealing with a member of staff than when accessing services online or over the phone. It is also felt that staff members that are dealt with face-to-face would be more accountable than those dealt over the phone or via a website/email

- Face-to-face was often seen as the best way to deal with the submission of complex paperwork and the most reliable way to ensure that forms and other complicated documentation are accurately completed before submission. This in itself provides greater reassurance that any interaction with the council has been completed properly .

- For some residents, this is the preferred way to show ID, removing any concern that important documents will be lost .

- For some residents, but also when making certain types of payment, face-to-face is seen as the best way to ensure the correct payment is made or the correct licence is purchased such as when purchasing a parking permit. This provides greater reassurance that problems will not arise at a later date as a result of a mistake during this transaction.

Consequently, the types of interactions an individual resident makes with public services will have a strong influence on whether they feel face-to-face contact is required.

Finding 2: Access to face-to-face services is not only driven by the type of task being undertaken, many other factors play a part.

A number of other, less tangible factors play a role in influencing whether or not residents choose to access services face-to-face and these are summarised as follows:

- Convenience - for many, it is simply a convenient option to visit a local service when out and about doing other things. For example, a visit may fit with a shopping trip to the local town .

- It's necessary to go in person – many felt that a face-to-face visit was actually essential for certain services. These tended to be services where users expressed the lowest level of confidence as to how that service works (such as jobs, police, planning, benefits and parking) or those services where a face-to-face visit was actually a key element of the service (such as libraries and attractions) .

- Speed – it was felt that some services could be accessed more quickly face-to-face and this was especially true for payments, housing and Council Tax.

Finding 3: All residents are likely to require face-to-face contact at some time or another

"Not that you don't trust people... but if someone tells you something on the phone, you might think that you've been given the right information and then later find out that [you've] not got the right information or all the information you need" – **Winchester resident**

It is important to note that while many factors influence whether an individual prefers face-to-face contact over other channels, use of services face-to-face is strongly influenced by the nature of each individual type of interaction. On occasions, all residents may require access in-person if they have a need that they feel can't be addressed by remote channels. The types of occasions which are likely to generate a desire to deal with a service face-to-face include:

• Undertaking a complex task for the first time – if unfamiliar with a process or paperwork residents may want additional reassurance that everything has been done correctly. However, this does not necessarily mean they will require face-to-face contact on all subsequent occasions.

• Submitting a detailed form or other paperwork which may require guidance – this may or may not be for the first time, but many will find this daunting and will look for the reassurance of face-to-face contact.

• Addressing an urgent problem which requires prompt resolution and a clear and defined outcome in a short space of time (e.g. a housing issue) – here, the urgency of needing a solution will drive face-to-face usage and there will be an expectation that dealing with someone in-person will lead to prompt action.

• When requiring concrete assurance that action is being taken – there is evidence that remote channels are seen as unreliable or at least not capable of providing the same level of reassurance that action is actually being taken that can be gained by dealing with someone face-to-face.

The following diagram provides a segmentation of residents who use services face-to-face:
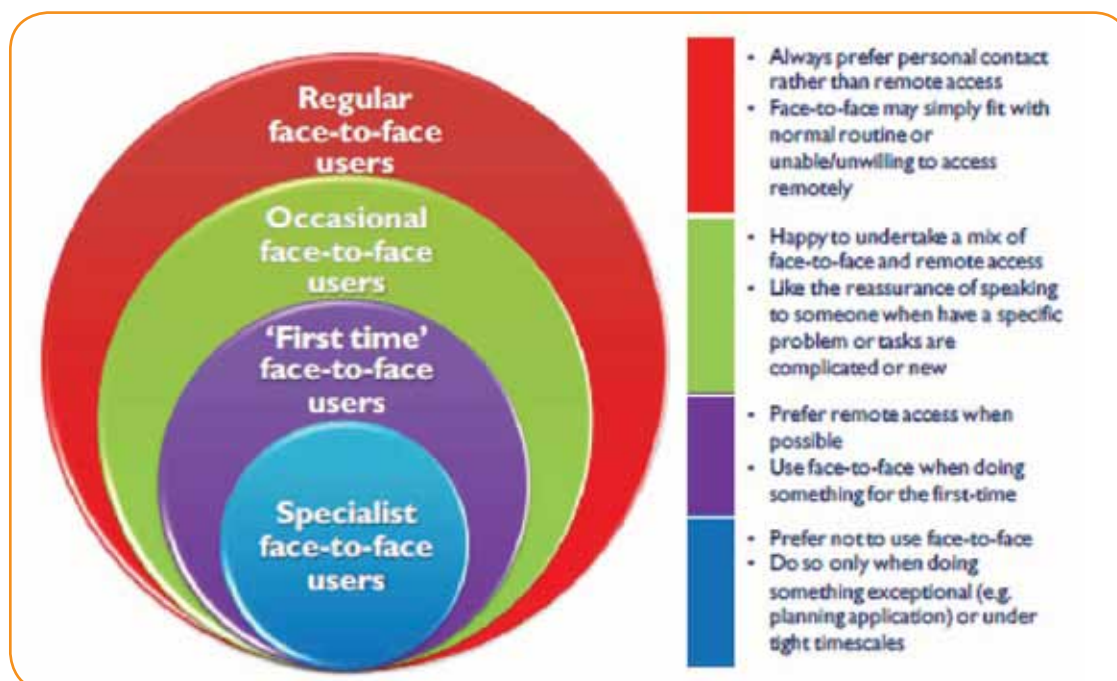
Figure 12: A segmentation of residents who use services face-to-face. QA research report for Rushmoor, Winchester and Hart Councils March 2012

Finding 4: Generally, residents and staff can see the advantage of combining services together, although the need to retain specialist advice when doing so was highlighted by the research

There was little resistance or cynicism towards combining services together and both residents and staff focused on the benefits of doing so. For many, combining services at a single location simply makes logical sense and both staff and residents considered that it should lead to a better experience for residents.

That said, it should be stressed that there were concerns expressed that if services were combined at the same location there may be pressure for staff members to provide advice or guidance on subjects which they do not specialise in. It was generally felt that this approach would only lead to problems later down the line and undermine confidence in the way services are run and delivered.

Finding 5: Respondents were readily able to talk about those services that they wished to see combined, often pulling together those that have a natural fit. Respondents were not worried about public sector organisations sharing buildings

With regard to suitable and desirable combinations of services, a range of options were highlighted as follows:

• Housing, Council Tax, benefits, jobs – as these services are of a financial nature it was felt that they logically fit together. In addition, the proposed introduction of the Universal Credit was also mentioned as a driver of co-location for these services.

• Planning and environmental health – these services were seen as quite specialist but complimentary and it was felt that residents would benefit from them being in the same location and not necessarily a location with other, more mainstream, services.

• Libraries and other leisure services – it was felt that as both of these services are recreational they naturally fit together.

• Voluntary services in buildings which house complimentary services – in some instances it was felt that locating voluntary services that relate to another public service in the same place would be advantageous.

• Police services – here it was felt that a police presence alongside other council services may help to embed the police service within the community more, although concerns were expressed about ensuring offenders were not located in the same place and that the nitty-gritty of police work was not visible to the public.

• Hampshire County Council services – generally it was felt that combining district council services and partners with those provided by the county council under one roof would be beneficial.

• Some specific combinations were apparent in each districts:

   º Hart – respondents here had a preference for combining parking services with a range of other services especially Council Tax, payments, benefits, housing and environmental health.

   º Rushmoor – generally, Rushmoor respondents wanted to see Council Tax services combined with other services most notably benefits, housing and refuse collection and recycling.

   º Winchester – these respondents were most likely to mention combining benefits with other services including housing, jobs and payments. They also mentioned combining Council Tax with other services, namely benefits, housing and payments.

Finding 6: Residents in each district had very clear views about where they wished to access local public services

When it comes to deciding where they would prefer to go to access services, respondents were generally able to express a preference for certain locations within their district.

Finding 7: For these face-to-face service users, remote access does have a role to play but is unlikely to be able to provide the depth of support or services that is sometimes required

Generally, residents were happy to access services online (and over the phone) with over half indicating that they access services online already. These were most frequently jobs, attractions (Winchester), planning and libraries. However, this approach was seen as appropriate only for certain types of tasks such as gathering information, making simple payments or viewing planning applications.

The main barrier to using online services was simply the belief that face-to-face services are better and the belief that there is no need to look for an alternative approach. That said, for many this method lacks the certainty that comes from knowing that your request/ application etc. has been actioned and is proceeding which can be gained from face-to-face contact.

Finding 8: Undertaking complex service-related tasks online is likely to be more attractive to those who are regular internet users

Even amongst a sample of respondents who usually access at least one service face-to-face, almost three-quarters said that they use the internet (although this level varied between districts).

Although users tended to use the internet for emails and for accessing information, two-thirds use it for purchasing products and services and two-fifths for online banking which indicates that most are comfortable undertaking financial transactions online.

While, these findings suggest that respondents who are happy to access public services online may be slightly more sophisticated in their usage of the internet than those who currently don't, it should be noted that more than half who don't are happy to purchase things online and a third are happy to undertake banking online.

Consequently, these users seem comfortable using the internet for complicated, financially based transactions which suggests that they should be open to using the internet to access public services, assuming the services they requires can be accessed online and that services can offer some of the advantages of face-to-face contact.

Finding 9: It is important to note that staff (and to a lesser extent residents) appreciated that public services need to be available via a number of channels to ensure that all residents, particularly the vulnerable, can access them.

Concerns were expressed that greater reliance on internet usage in particular to provide services would alienate and possibly exclude some residents. For example, evidence that internet usage is greater amongst younger residents and lower amongst those in social housing highlights that inequalities exist. As a result, staff in particular said that however services are changed going forward they need to remain accessible to all sections of society in a way that fully meets their needs.

"The issue is, for the majority of people who access services online it isn't a problem but our job in local government is not to cater for the majority but to cater for everyone. There are a lot of vulnerable people and there is a real danger we'll come up with something perfectly satisfactory for people who have a car and can use the web but something that is not very satisfactory for those people who don't have a voice" – **Hart staff**

Summary of findings - bringing together the quantitative analysis and customer research

The quantitative mapping using the Mosaic segmentation is clearly a helpful starting point for discussions and provides a basis upon which officers who are responsible for property and buildings can start to understand the nature of customer demand likely to be impacted by any changes to the public estate.

However, the research undertaken with customers did highlight some subtleties in the links between service and choice of access channel. The research indicates that the nature of service demand needs to be understood at a more sophisticated transactional level as some functions such as a first application for housing benefit were better undertaken face to face whereas other functions within the same 'service' such as passing on a change of circumstance could easily be undertaken remotely. A focus could usefully therefore, be on the nature of the transaction (proving identify/address) as opposed to the service that is being accessed (housing benefit).

Based on this research, planning for and understanding likely demand and customer levels in the event of co-location of services/organisation could usefully take into account not just the 'services' that need to contain an on-going element of face to face provision, but an understanding of the proportion of functions and transactions that were 'better delivered' face to face, for instance, what do customers actually prefer to 'do' face to face. This 'split' would also identify the proportion and focus of those transactions that could be targeted for channel shift.

Outcomes

The customer demand mapping analyses produced by the project was shared and promoted by the Hampshire & Isle of Wight Customer Insight Partnership. The examples outlined below offer an indication of the outcomes customer demand mapping has contributed to.

Redevelopment of Aldershot Town Centre

Aldershot town is one the two main towns in Rushmoor Borough, the other being Farnborough (see below). Through engagement and consultation with local residents, Rushmoor Borough Council had identified improving the town centre has been the number one priority for people living in or around Aldershot. However, the customer insight also indicated that the local GP surgery situated in the centre of the town was also popular with local residents, and the challenge of relocating the surgery presented an obstacle which impeded plans to redevelop the centre.

Rushmoor Borough Council sought solutions to the issue, and identified a local area office located 200 yards from the GP surgery which could potentially be repurposed. By reviewing customer insight into the preferences and behaviours of local residents who used the councils local office, the Council identified an opportunity to hand over the site for use by the GP surgery and offer residents alternative means of accessing council services.

Rushmore Borough Council used the insight generated by the customer mapping to help mitigate the impact of the closure of the council's area office and to design alternative provision. The council analysed the types of transactions people were undertaking at the area offices, and the interaction preferences of those customers.

The office had been popular with local people paying their council tax, parking permits, and green waste fees in person and in cash.

Based on this analysis and the customer demand mapping, the council offered alternative ways to pay in person via a network of pay zones offered by local post offices. Based on the council's analysis, this often offered residents the option of paying in person at multiple venues some which were nearer than the original area office.

> "By being pragmatic we've been able to maintain a very popular local surgery within a couple hundred yards of its original location, enabled the regeneration of the town centre to proceed, and ensured that people could steep still pay their bills in person locally. In so doing, we've also been able to reduce the costs to the Council of providing this transaction services significantly."
>
> **Karen Edwards,
> Rushmoor Borough Council**

Consequently, the surgery has moved 200 yards to a new building located on the former site of the Council area office. This move has facilitated the redevelopment of the centre of the town, which now boasts a seven screen multiplex cinema, nine restaurants and a new supermarket.

Co-location in Farnborough

The customer demand mapping work and findings have also contributed to supporting plans to co-locate public service staff from across the County at Farnborough's Civic Offices. Hampshire County Council, Hampshire Police and Rushmoor Borough Council had been using the insight to understand demand for reception and advice services, and understand how to most appropriately 'group' services together.

Sharing space is expected to produce both:

- financial benefit in terms of the freeing up of assets, and income stream for Rushmoor Borough Council from hosting the County and Police, and the potential for..

- synergies and improved ways of working in areas of shared responsibility. For example, one part of the case for the Police moving into the Civic Centre was that town's CCTV Suite is already housed there.

Sharing Assets in Basingstoke and Winchester

The Customer Insight work, coupled with detailed asset mapping, data analysis and the opportunities workshops, has been instrumental in developing a meaningful business case to demonstrate the benefit of a place-based approach to asset management.

The Customer Insight output enabled opportunities to be validated by comparing the needs of those most likely to use the service with the services provided by the respective assets. Whilst seemingly obvious, it reinforced and gave confidence to what would be significant investment decisions as the programme moves forward. The customer demand mapping and insight has also helped get buy and support from Members and partners.

In the case of the Basingstoke project, the data suggested that the main HQ building could benefit from additional public-facing satellite facilities in other public buildings located in the main residential districts of the town where demand for face to face contact was stronger.

The initial outline business case, derived from customer mapping, indicated that space savings in the order of 36 per cent per annum could be achieved from the co-use of public sector assets, with 50 per cent savings in building operating costs.

Customer Access across Hampshire
Following the customer demand mapping, Hampshire's Research and Intelligent Group developed a Map Gallery of pre-prepared maps and visualisations of the data that enable non-expert members of staff from across Hampshire to accessing review the insight generated by the project.

Figure 13. Map gallery. This resource supported the development of customer access initiatives across the County, for example:

HantsIDirectLocal

HantsDirectLocal is a Hampshire County Council initiative to extend their use of existing premises and facilities across the county to offer residents further opportunities to interact with the council on a face-to-face basis, and the insight generated by this project has helped HantsDirectLocal in their service planning. This service is expected to be rolled out later this year.

The project team has also been trained in accessing and analysing the insight offered by the Map Gallery (See Screen Shot Below). The Map Gallery offer the team ready access to the insight in a format they can use without relying on expert staff. This has helped them to:

- anticipate and configure the mix of information and services that
- are available
- identify and respond to local events and engagement activities
- appropriately - for example front-line staff will analyze hotspot data to understand whether and how to participate in a local event.

The customer insight work also provided the HantsDirectTeam with a map of Hampshire that identified 66 hotspots of high potential need for face to face contact based on the communication preferences of the customer groups. HantsDirectLocal used the insight to:

- prioritise the roll-out of the services to meet the need of those with the greatest need for face-to-face contact first
- identify areas of the county where there are gaps in provision of access (what are you doing to address this)
- identify opportunities to enhance and augment the information service available at the access points.

"The insight has made a massive difference, as provided us with evidence to help us plan further development of the service. The data has told us where we need to be, in order to be able to deliver the most effective face-to-face access to our target groups"

**Andrea Parnnat,
Hampshire County Council**

Village agents

The insight has also been used in the 'Village Agent' Pilot (see details below) to help identify areas of need. The Older People's Well-Being Team at Hampshire County Council has worked with Hampshire Fire and Rescue and Age Concern Hampshire to pilot the Village Agent initiative.

The Pilot has successfully recruited 15 volunteers located in areas of high potential demand across the County. Village Agents operate in selected rural areas as volunteers helping older people to remain living independently and well.

The insight helps the partners identify areas that would benefits from a Village Agent. The Village Agents proactively identify people who may be struggling to live on their own, and act as a trusted point of contact and signpost people to organizations who can help them. Village agents also act in the community to make links with people who may need help. They volunteer up to six hours a week.

Between July 2011 and January 2012, the 15 agents recruited through the pilot generated 440 volunteer hours, meeting a total of 1,311 people.

The majority of the referrals were to Age Concern Hampshire, however referrals were also made to the DWP, Community Innovations Teams, Citizens Advice Bureau, the Safe, Warm, Secure service and the Home Improvement Agency, Hampshire Fire & Rescue as well as several borough and district councils.

For details of the benefits a Village Agent can bring, see the work outlined in the Test Valley case study available from the Knowledge Hub, where the Village Agent was instrumental in preserving our services and access to mobile library.

Benefits

Redevelopment of Aldershot and the Alternative Provision of Services
Before its closure, the Aldershot area office dealt with approximately 8000 cash transactions per year.

In the year following the closure of the office, 7200 of these transactions - i.e. 90 per cent -transferred to local pay zones - illustrating that the councils and analysis of customer need was accurate.

The costs to the Council of these transactions have also reduced - the cost of counter-attack transactions alone is reduced by 26.5 per cent, saving amounting to £26,000 per annum just for that one type of transaction. Furthermore, the Council no longer incurs the building's costs such as utilities or maintenance.

Co-location in Farnborough
A number of benefits derived from the co-location of staff across the public sector partners at Farnborough's Civic Centre include:

- Hampshire Police have already closed Farnborough Police Station, and plan to move administrative staff into Farnborough Civic Offices

- under current plans, Rushmoor Borough Council would generate an additional income of £150,000 per year based on sharing space in Farnborough Civic Offices with the county council

- estimated revenue savings for HCC in respect of sharing property with Rushmoor Borough Council is around £70,000 per annum, but could be higher when other elements are included such as IT savings etc

- the co-location of staff is also expected to support better ways of working in areas where the partners have shared responsibilities, such as community safety.

Village agents' role
Village Agents were spoken to by a resident who had for many years been looking after an elderly father. The resident and carer did not believe they would be eligible for any allowance, despite the carer providing many hours per week of care and support. Following initial contact with the carer, the Village Agent suggested that in the circumstances the family should contact the Department of Work and Pensions and provided the contact details.

With encouragement from the Village Agents, the family made their own online application. Within a short time their application for Attendance Allowance was successful and both the local resident and their elderly father are in a much more secure position financially. Subsequently an application for Carer's Allowance is in train and the value of the Village Agent providing face-to-face, trusted information has been demonstrated.

Sharing assets in Basingstoke and Winchester

The customer demand mapping has made a significant contribution to gaining buying from elected members and partners into the business cases the shared use of the public estate.

The Net Present Value of savings is estimated to be £26m for a potential public sector hub in Basingstoke, and £63m for the Winchester One City strategy.

Both business cases involve multiple partners including the County Council, the District Council (Basingstoke and Deane Borough, and Winchester City), Hampshire Constabulary, the NHS and Central Government, and the rationalisation of a significant number of assets.

In addition to efficiencies arising from rationalising customer-facing and transaction service, the partners are also pursuing efficiencies relating to:

• procurement

• ICT

• finance & payroll

• human resources

• occupational health & wellbeing.

The business cases for these are continuing to evolve over time. However, set out in the business case is the estimate that these improvements stand to deliver at least £1,970,000 per year in financial benefits to the partners.

Village agents

The success of the Village Age pilot has led to a grant of £170,000 from Hampshire County Council to Age Concern Hampshire for the Village Agent project to be rolled out over the next three years and for a further 45 village agents to be established.

Challenges and lessons learnt

The customer demand workstream of Hampshire's Capital and Assets Pathfinder has faced challenges in a number of key areas.

Ensuring credibility

As a key source of evidence to help make informed decisions for Hampshire County Council and their partners' customer access strategies in future years, it is essential that the methodologies used are robust and the outputs credible.

Use local data

The process of validating Experian's model of face-to-face contact preference using alternative, local sources of information played a key role in our approach. While benefits recipients and Blue Badge holders have been proven to be helpful general indicators of customer demand, other Hampshire datasets such as library users have since been profiled and mapped and more will be added as required.

Replicating this methodology

A key element of Hampshire's quantitative approach is that the processes of profiling and mapping out demand can be readily adapted for any other service, given suitable and sufficient data. The approach can be adapted by any local authority, whether they are using Mosaic or one of the various other segmentation products available, including the Output Area Classification (OAC).

Data matching

If working at address level, note that address-matching software will be needed to match large local datasets to household-level segmentation.

Replacement of that supplied free-of-charge by Experian to support the early stages of HCIP's work took over a year, during which time it was only possible to Mosaic profile datasets with less than a few thousand records using an intensive manual matching process.

Modelling demand

General factors to consider for quantitative modelling of customer demand include:

- capture, analyse and display data at the most detailed available geography, for example, at address rather than postcode or Output Area (OA) level

- ensure data is as up-to-date as possible and refresh at regular intervals

- when using address-level data, do not under-estimate the time needed for quality assurance, even from sources such as CRM systems, and for address-matching to a household-level segmentation, which can never be a fully automated process

- a profiling tool that facilitates rapid visualisation and comparison of profiled data in both tabular and simple graphical formats (such as that created by and available from HCIP) will facilitate data sharing with managers and partners.

Displaying maps

When displaying maps:

- avoid aggregation to administrative geographies such as Ward, Lower Super Output Area (LSOA) or even OA (typically 125 households) or to postal sectors – this can hide important details as well as introducing the potential to move the apparent location

- if an aggregated visualisation is necessary, use a square grid (200 or 500 metres, nested within Ordnance Survey grid squares, for use at different scales) or, for a smoother effect, a hexagonal grid, to avoid known spatial distortions that occur with irregular areas such as Wards, LSOAs or postal sectors

- hotspot or contour-style mapping from individual points (using Esri's Spatial Analyst and Geostatistical Analyst or equivalent tools in other GIS platforms) provide smooth visualisations of relative demand, though with the disadvantage that unlike grid mapping they cannot be used to sum demand within a selected area.

Going beyond insight

The work of the Pathfinder on all levels is not simply about the data collected but rather the interrogation and intelligent use of that data.

This is particularly pertinent to the Customer work. It is the difference between customer mapping and applying real insight into the underlying information that this data holds, sieving out what decision-makers need and what is meaningful.

An example of this might be not only mapping where existing library users live but rather mapping where residents who do not currently borrow books live, work, shop and spend their leisure time and thus being able to evolve services to target the inclusion of these potential customers accordingly.

In other words, using the power of the data to really improve and fundamentally change service delivery as opposed to reconfirming and get slight improvement i.e. if you keep doing what you have always done, you will get what you always got.

Partnership working and resources

Partnership working is challenging, in particular when sharing data is involved. Despite initially positive responses from partners, few of the datasets identified as indicators of customer demand were secured within the intended timeframe for this project.

This can be largely attributed to Data Protection concerns regarding the provision of address-level data for Mosaic profiling and demand mapping, differences in objectives or priorities and reduced commitment resulting from the financial cutbacks.

Key learning points are that:

• cultural shift is needed to get organisations to a point where cross-partner collaboration becomes the starting point

• hard work is needed to forge the strong relationships needed for successful partnership working

• the willingness to participate has to be driven by an organisation's senior management

• but must be balanced with the availability of resources (both capacity and skills), perhaps through careful phasing of initiatives and joint working.

Governance

For this project, the governance arrangements put in place utilised existing arrangements in the Hampshire and Isle of Wight Customer Insight Partnership with the 'Project Executive' role reporting to the Capital and Asset Pathfinder Programme Manager.

This project therefore benefited from existing working arrangements and relationships with partners and a pre-existing understanding.
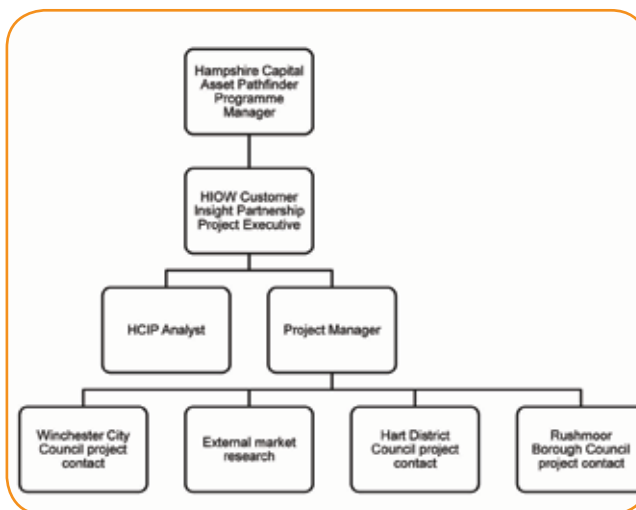

Figure 14. Governance arrangements

Resources

The budget for this project was £50,000. The project used the funding to:

• second the HIOW Customer Insight Analyst to the project to develop the quantitative approach to analysing customer demand

• commission an independent market research company to carry out the qualitative research in Farnborough, Aldershot, Winchester and Fleet

• purchase retail catchment data

• provide project management.

The partnership also contributed the time of the project executive and contacts within each of the districts to moving the project forward. The market research company was procured through existing framework agreements, thus minimising procurement overheads and timescales. The decision was taken to employ a market research company to meet the timescales required and also ensure that the qualitative surveys were demographically representative and robust. The team felt that this was essential to the future delivery of customer services in Hampshire as this project will potentially form the basis of decisions relating to how and where services are accessed.

Next steps

The process followed for the Winchester and Basingstoke business cases has provided the basis for extrapolation of the Capital and Assets Pathfinder approach to other areas of focus within the wider Hampshire area and the work undertaken as part of this project will support that. It is helpful that the pan-area partners, including the Police, Health and County Council, are already familiar with the approach and will bring the learning from previous experiences to the new partners.

The initial focus will be on those district/ borough and unitary partners that have expressed an interest in the approach and are already working on similar initiatives around collaboration and the sharing of assets. These include Fareham Borough Council, Rushmoor Borough Council, Southampton City Council and Havant Borough Council.

Hampshire's approach and findings from the project have been shared amongst the other Pathfinders through a previous report on the customer demand workstream[4], workshops, conference presentations and telephone support and with the wider public sector through the LGA's Customer Led Transformation Programme and Customer Insight Forum. Hampshire will continue to offer support to other Pathfinder organisations in the form of expert advice, challenge and peer reviews.

The Hampshire Pathfinder will also share the learning from its own programme and the other Pathfinders through vehicles such as the National Improvement and Efficiency Partnership (NIEP), for which Hampshire is the asset management lead, and the Local Government Group Local Productivity Programme, for which Hampshire leads the Procurement, Capital and Shared Assets workstream.

In publishing the process and outputs from the Pathfinders, the results will not be limited to the property aspects of the Pathfinder, but will cover the end to end approach of considering how assets will support service delivery and the role customer mapping plays in determining the location of both front and back office services.

This will contribute to consistency of approach across the public sector and considerable savings in professional fees through public bodies being able to share and use existing methodologies created within the public sector, with easy transfer between parties.

The extension of the Capital and Assets Pathfinder approach has already provided some impetus to refresh the data sets on service use that HCIP initially Mosaic-profiled and mapped, and the impact of the census data due in 2013 will need to be considered.

Although the work of HCIP drew to a close at the end of March 2012, the continuing need and value of both quantitative and qualitative customer insight has been recognised by many of the organisations across Hampshire. Continued work for 2012/13 will be supported through Hampshire County Council's Research and Intelligence Group, with services also offered to partner organisations in Hampshire.

---

4 Capital and Assets Pathfinder Programme 2010-2011 - Customer demand work stream, 5 August 2011, p20, http://www.communities.gov.uk/publications/localgovernment/capassetscustomerdemand201011.

For a copy in Braille, larger print or
audio, please contact us on 020 7664 3000.
We consider requests on an individual basis.