



Improvement

Customer insight
Case study – Hull City
Capital and asset pathfinder project

Contents

About Hull City	3
Background	4
Objectives	5
Approach	6
Findings	14
Outcomes	18
Benefits	20
Governance	23
Resourcing	23
Challenges and lessons learnt	23
Next steps	24

The Customer Led Transformation Programme

Hull City's work 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 Local Government Improvement and Development).

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 Hull City

Located on the north bank of the Humber Estuary, the City of Kingston upon Hull has been a major English port for centuries. It is the only city in the Humber area of East Yorkshire and is currently home to around 259,000 people.

Hull is also the 10th most deprived place in England. When compared with national averages it has poorer health, poorer housing, higher unemployment, a higher crime rate, lower incomes and a greater proportion of residents on government benefits when compared to the national average. Demands on public services are therefore high and Partners face a big challenge to improve the quality of life and prospects for people in Hull.

North Carr is one of seven sub-areas of Hull and is made up of the Bransholme East, Bransholme West and Kings Park electoral wards. Found in the most northern part of the city, it has a population of around 24,650 according to the 2001 census.

Of the 23 wards in Hull Bransholme East and Bransholme West are the 7th and 6th most deprived wards respectively; only 2 per cent of wards nationally are more deprived than the two Bransholme wards. In contrast, Kings Park is the least deprived ward in Hull and although it is more deprived than 50 per cent of wards nationally, none of the area falls within the most deprived 20 per cent nationally.

Background

In June 2010 Hull City Council (HCC) led a pan public sector review of capital and assets held by the public sector across the city of Hull. This resulted in the production of an Asset Map for the City revealing the council's and other partners' property assets. The review showed that the Public Sector in Hull held between 60 per cent and 70 per cent of land and buildings across the city, or over 3,000 assets totalling a net value of £2 billion. Attendant annual running costs amounted to approximately £95 million.

Analysis showed that the public sector's collective capital programme for the coming years was worth approximately £600 million, with £480 million of planned investment by the local authority alone. Analysis of the HCC's Asset Register deemed that over 200 assets with a valuation of approximately £40 million were surplus, and that a further 500 assets worth £131 million had potential to be either reused or disposed.

During 2011, Hull was selected to be one of the UK governments "Total Capital and Asset Pilot Pathfinder" projects. For further information on the Pathfinder Programme, see the text box.

Between November 2011 and June 2012, Hull partners (including representatives from the Council, PCT, Police, and Fire & Rescue) formed a team and developed an approach to review collaboratively the public sector estate across the city and investigate the possibilities for identifying and making efficiencies, cost savings, income generation, and service improvements.

The project piloted the development and application of the approach in a specific area – North Carr. This area was chosen as it encompasses a broad range of social

demographics as well as a variety of economic, social and community challenges and opportunities. The partners formed a Steering Group to direct, inform and support the project involving representatives from Hull City Council, the NHS, Humberside Police, the Voluntary and Community Sectors and the Private Sector.

Role of customer insight

Public sector agencies across the city of Hull collect a vast amount of data concerning local residents. In the past, this data has not been collated into meaningful intelligence. Furthermore, Hull's Total Place and Community Budget Pilot found that the routes from customer to service delivery in Hull were often bureaucratic and complex.

In particular it was found that Services were accessed through a maze of places and processes, often serving only to frustrate the customer and put an undue financial burden on the public purse. In light of this, Hull sought to use the Total Capital and Assets Pathfinder work as a springboard to finding a simpler much more cost effective way to offer services.

Following these findings the vision is to reduce the number of publicly owned buildings within the city (and consequently the cost of operating from and maintaining multiple locations), whilst also enhancing the customer experience and the accessibility of public services. However, existing data from sources such as the asset register only illustrated the current picture for assets and their value.

Therefore the Hull Pathfinder project set out to combine asset related data with social demographic and service related data. The aim of this was to understand long-term

changes and opportunities in the city, as well as to explore the potential to both improve access and reduce costs of delivery. The capital programme could then be developed accordingly.

HCC initially embarked on a pilot study focusing on one area within the city with the aim of developing principles and a methodology which could then be applied across the city as a whole. The North Carr Area was chosen as it is one of the most deprived areas in Hull, with a significant number of publicly owned assets located within its boundary.

The North Carr Area Partnership was heavily involved in the pilot and consists of representatives from the following organisations:

- Hull City Council
- PCT
- Hull Constabulary
- Fire and Rescue
- Key VCS groups (Bransholme Enterprises, Dales Sports Forum etc)

Objectives

HCC and partnership articulated a set of strategic and operational objectives summarised below.

Strategic objectives

- To build stronger links with public sector partners and demonstrate that a partnership approach can yield significant benefits to the city
- To reduce the size and cost of the public estate, minimise carbon footprint, and rationalise processes addressing the needs and wants of customers so that their experiences of local public service is improved

Operational objectives

- Map land and property and develop a customer classification system to explore service need and usage.
- Formulate and test an approach in a pilot area of Hull and develop a set of principles / framework which could be applied to any area of the city if successful
- Reduce the public estate in the pilot area by up to 25 per cent and realise annual maintenance savings of up to 30 per cent
- Maintain or improve the levels of customer access to local public services delivered via the public estate

Approach

Instigating the process

The project began with the appointment of a lead officer at Hull City Council – the Head of Partnerships – as “Client Lead” to ensure the program fulfilled its potential.

The council then appointed Citycare, a local public private partnership established to deliver the NHS LIFT Programme to help develop the approach and supply project management support to the Steering Group. (The NHS LIFT Programme has helped to transform a range of health, community and social care facilities, and integrate service delivery, across Hull.)

A Steering Group was then formed to provide strategic direction and creative input for the North Carr Pilot. Representatives of the various public bodies that held property in the North Carr area of Hull were invited, along with private sector and voluntary/community representatives. A full copy of the terms of reference of the Steering Group is available from the LGA Knowledge Hub. For further information on its composition and role, see “Governance”.

Reviewing property data

The project then went about collating existing baseline property data regarding the range and location of public sector assets in North Carr. An initial list of assets was derived from data provided by Hull City Council. The Steering Group members were then asked to complete the information and in particular to address the following questions:

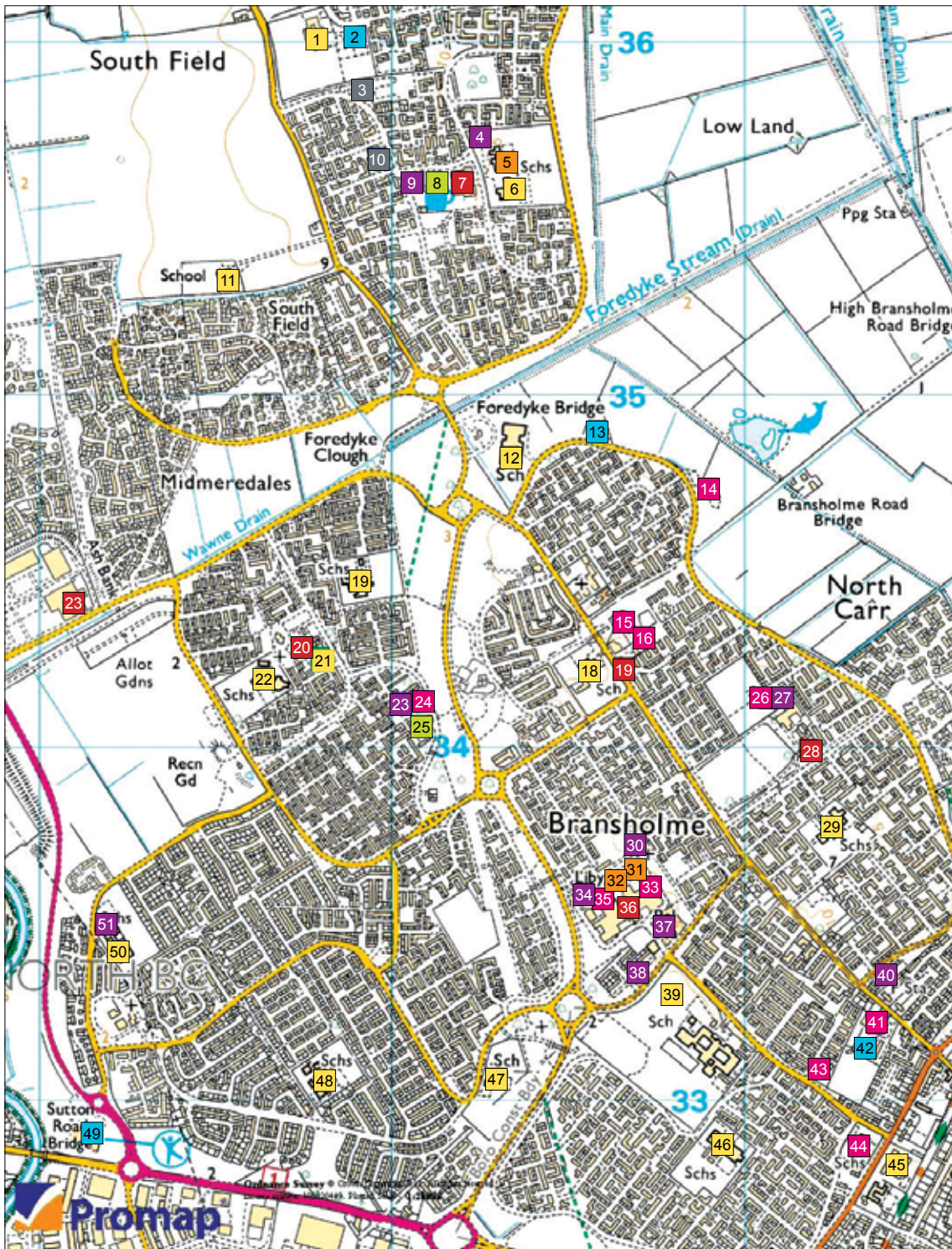
- Which organisations or teams use the property?
- Are there any future plans that would impact on the property or it or its condition?

To aid its review the list was then rearranged into the following groups:

- Category (Council customer facing, NHS, Social Care, Blue Light, Community, Education, Leisure, Other investment assets, Fringe, Privately Owned assets but relevant to service development in the area);
- Property name/address
- Tenure
- Occupants/services
- Available space
- Condition
- Whole life cost to public sector
- Planned investment
- Opportunity
- Priority ranking

A map showing all of the public sector assets is opposite.

Figure 1. Map of North Carr Public Sector Assets



Building	No. on map
New Bransholme Health Centre	31
North Point Shopping Centre	36
Bespoke Centre	15
Roebank Arcade	20
The Garths	16
Tiverton House	24
Netherhall	41
Sallinger House	43

 Retail	 Offices
 Schools	 Elderly
 Health	 Pubs
 Leisure	 Other

Once assembled, property data was assessed alongside customer segmentation and service delivery activity data in order to identify opportunities for seeking efficiencies in the public sector as well as service improvements or economic development opportunities.

The initial list of assets was reviewed by a member of the CityCare team who walked the North Carr area. Utilising recent building condition survey information where available, it was then possible to provide a more detailed commentary about the quality, occupation and investment potential of every property on the list. This was an invaluable exercise and reinforced the fact that information collected in a desk top exercise is very two dimensional and benefits from this practical on the ground approach. The discipline of walking the area also unearthed a small number of public sector properties that had not appeared on the original list compiled from partners' records.

Developing customer insight

At a time of financial constraints and when evidence-based policy has never been more valuable, Hull City Council decided to develop its own low-cost sustainable solution rather than purchase an available 'off-the-shelf' product – this would provide a more highly accurate segmentation. The case for developing a bespoke custom segmentation is detailed in the text box below.

Preparing the data

Hull City Council used census data as the basis for developing their customer segmentation model. Hull combined 2001 census data with customer service information collected via the Council 300 300 telephone number and e-mail enquiries.

The council's 300 300 telephone number offers customers access to the following services:

- Bus passes
- Housing services
- Waste management and cleansing
- Council tax
- Benefits
- Environmental health
- Trading standards
- Street lighting
- Highways
- Debit / credit card payments
- Library services

The Census provides data in a range of categories including:

- Age
- Ethnicity
- Population
- Housing
- Qualifications and Jobs
- Transport
- Health care and Care

Creating the segmentation required the team to analyse multiple datasets simultaneously. Since the ranges of values contained in each data set varied considerably (see Text Box), the team standardised data using a methodology which is available from the LGA Knowledge Hub. Without this standardisation, a data set (henceforth referred to as a "variable") that was denominated in thousands – such as the local population – would have dominated and obscured datasets nominated in decimals.

Advantages of a custom segmentation

In deciding to develop a bespoke segmentation instead of using an “off the shelf” product, Hull identified the following potential advantages:

- The assumptions built into a national profiling tool can be quite wide and while there can often be similarities between towns, cities and regions, at local level there are more factors which can make an area “distinct” and “different” when compared to others. For example, a national profiling tool applied to public housing in Hull identified one large segment it called “Blue Collar”, yet a local segmentation model applied showed four distinctly different public housing segments, of varying age groups health and housing types.
- Nationally collected attitudinal survey data can become less reliable, as sampling error and confidence intervals can become large when looking at the sample size for your town, district or city. For example, if a national sports survey had been used to model attitudes to participation in sport and added to a profiling tool, the sample size collected nationally may have been 200,000 (small sampling error). However when linked to a national set of segments and modelled down to a local area the actual sample size for that particular area, town or city may have only been 300 (large sampling error). This means it becomes difficult to predict with accuracy the attitudes of a customer when a national survey is modelled down to lower geographies. The best most accurate data would be an areas/towns/ cities own survey data where sample sizes are likely to be much higher with therefore smaller sampling error.
- A similar problem exists for transactional data taken from large national consumer datasets. Whilst the sample sizes are likely to be higher for certain data sources, local factors can often outweigh the accuracy of the model and what it is trying to predict about the population. For example a large consumer dataset on shopping and/or which supermarkets residents choose to shop at is often added to commercial profiling tools. This can predict with some accuracy which households in your area, town or city are most likely to shop at which supermarket. However in Hull, this data may indicate that several thousand people shop at a particular supermarket that doesn't actually exist within the city.

Standardisation

The data Hull used to create the segmentation existed in multiple formats and ranges. For example:

- the population of an area may total thousands,
- the population's age ranges between 0 and 100,
- the number of people in each household might range between 0 and 10,
- the amount each person spends on Council tax, library fines or parking permits is denominated in pounds and pence.

Further information, please see “Developing a Customer Classification Tool, a Guidance document for Local Authorities, Prepared by Kingston Upon Hull City Council” available from the LGA Knowledge Hub.

Choosing variables

The Census provides seven categories of data, which is further broken down into subcategories listed below. Statistically speaking, these are referred to as “variables”. The next step in developing the segmentation was to identify which variables helped to differentiate characteristics of the population most - in other words, to identify the populations “distinguishing features”.

The aim was to get the most amount of information possible from the fewest number of variables. To do this, Hull analysed the correlation between variables using statistical software which identified variables that would be distinctly different in Hull compared to National Averages. This was largely a trial and error process geared towards finding which variables best described the neighbourhoods in North Carr.

Hull used the Output Area Classification as a starting point. OAC has 41 variables listed below.

Age

- 0-4
- 5-15
- 25-44
- 45-64
- 65+

Ethnicity

- Indian, Pakistani, Bangladeshi
- Black African, Black Caribbean or other Black
- Born outside of the UK

Population

- Population Density
- Divorced
- Single Person Households (not pension)
- Single Pension Households

- Lone Parent Households
- Two adults no children
- Households with non-dependent children

Housing

- Rent from the Public Sector
- Rent from Private Sector
- Terraced Housing
- Detached Housing
- All Flats
- No central heating
- Rooms per household
- People per room

Qualifications and Jobs

- Higher Education qualification
- Routine or semi routine occupations
- Work from home
- Students full time
- Unemployed
- Working part time
- Economically inactive looking after family
- Agriculture and fishing
- Mining quarrying or construction
- Manufacturing
- Hotel and Catering
- Health and Social Work
- Finance
- Wholesale and Retail

Transport

- Two car+ households
- Public Transport to work

Health and Care

- Long term illness or disability
- Provide unpaid care

The exercise of identifying key variables itself generated insight. For example, Hull's economic make-up is significantly different to other parts of the country – with significantly different employment sectors in play. The city functions around a port economy and as a result has a high proportion of low skilled or semi routine jobs when compared to other areas. As a result, wider employment sector data was largely irrelevant and was removed from the variable list. Sectors including agriculture were removed – Hull only has one farm with its boundaries.

However, there are many differences occurring across the city in terms of size of house, ownership and tenure. Hence, the segmentation of Hull's census data found this to be a key variable to include in the clustering process.

Clustering

Once the correlation between the variables had been analysed and the list of variables chosen, the next step toward segmentation was to assign the variables to groupings (known as clusters. Variables found in these groups are more similar to each other than they are to variables found in other groups. 'Clustering', enables the differentiation of the features of the data to support segmentation and profiling.

Hull City Council followed the K-means method of clustering. Using this technique data for the variable "unemployment rate" was sorted relative to how close or distant it was from the average rate.

Some segments will have an unemployment rate higher than the average and others will have lower rates of unemployment.

Hull conducted a series of these analyses to examine the data and identify patterns. The team were looking for a solution which produced as few clusters as possible, where

K-means clustering

K-means is an iterative relocation algorithm based on an error sum of squares measure. The basic operation of the algorithm is to move a case from one cluster to another to see if the move would improve the sum of squared deviations within each cluster. (Aldenderfer and Blashfield, 1984)

The case will then be assigned/re-allocated to the cluster to which it brings the greatest improvement. The next iteration occurs when all the cases have been processed. A stable classification is therefore reached when no moves occur during a complete iteration of the data. After clustering is complete, it is then possible to examine the means of each cluster for each dimension (variable) in order to assess the distinctiveness of the clusters. (Everitt et al., 2001)

none of the data fell into more than one cluster, and where the sample sizes was large enough to work with.

The process was one of trial and error, with the analysis performed for 3, 4, 5, 6, 7, 8, 9 and 10 clusters. These clusters were mapped to census output areas using GIS software and 10 draft "segments" were then reviewed by front-line staff and community workers with a good knowledge of each area. Brief "pen portraits" were drafted describing each one of these segments. These are summarised under "Findings".

Identifying opportunities

The project team then facilitated a series of workshops with the members of the Steering Group in order to review the long-list of properties that had been identified alongside the customer insight developed from the socio-demographic segmentation.

The customer segmentation supported discussions to establish the potential for either

- improving services
- releasing the Council or partner from a potential liability

Throughout the process, the insight arising from the segmentation drove the discussions and helped to prevent the Steering Group from making assumptions regarding the needs of the local community.

The Steering Group then established decision parameters and performance indicators to assess whether or not individual assets should be retained. The Steering Group also articulated some simple parameters that supported the overall objectives of the study. This enabled objective decisions to be taken.

The steering group also agreed a range of Key Performance Indicators that recommendations could be measured against to ensure their delivery against the original aims of the programme. These included:

- Contribution (£) to reducing annual revenue costs
- Number / area (m²) of assets disposed
- Projected value of capital receipts from disposals
- Reduction in carbon footprint from proposed changes
- Number of new multi-agency partnerships and projects
- Number of people assisted / services improved
- Private / voluntary / community sector – investment secured (£)/employment opportunities

In total, 53 properties were identified as being owned by the public sector. Of these, 20 were considered to be of limited interest since they were schools that are expected to remain open or community centres that are well used and marginal in terms of cost benefit to the Council if disposed of. Of the remaining properties, 30 were identified as having potential for impact or change.

For these 30 properties, the Steering Group had to ensure that information was as comprehensive as possible. This involved significant input from Finance, Property and from CityCare, who visited each of the properties to understand what was actually taking place within each of them so that accurate and factual information could be used in the Options Analysis. It should be noted that this ‘hands on’ approach did reveal some information to the partners about building use that was not recorded elsewhere, and was a consequence of departmental decisions and legacies from previous reorganisations or relocations.

The project team also engaged with local Councillors to gather their input and feedback on ideas that were arising from workshops relating to their wards. This was a critical component of the methodology since it ensured that they understood the rationale and were engaged in the study and its recommendations.

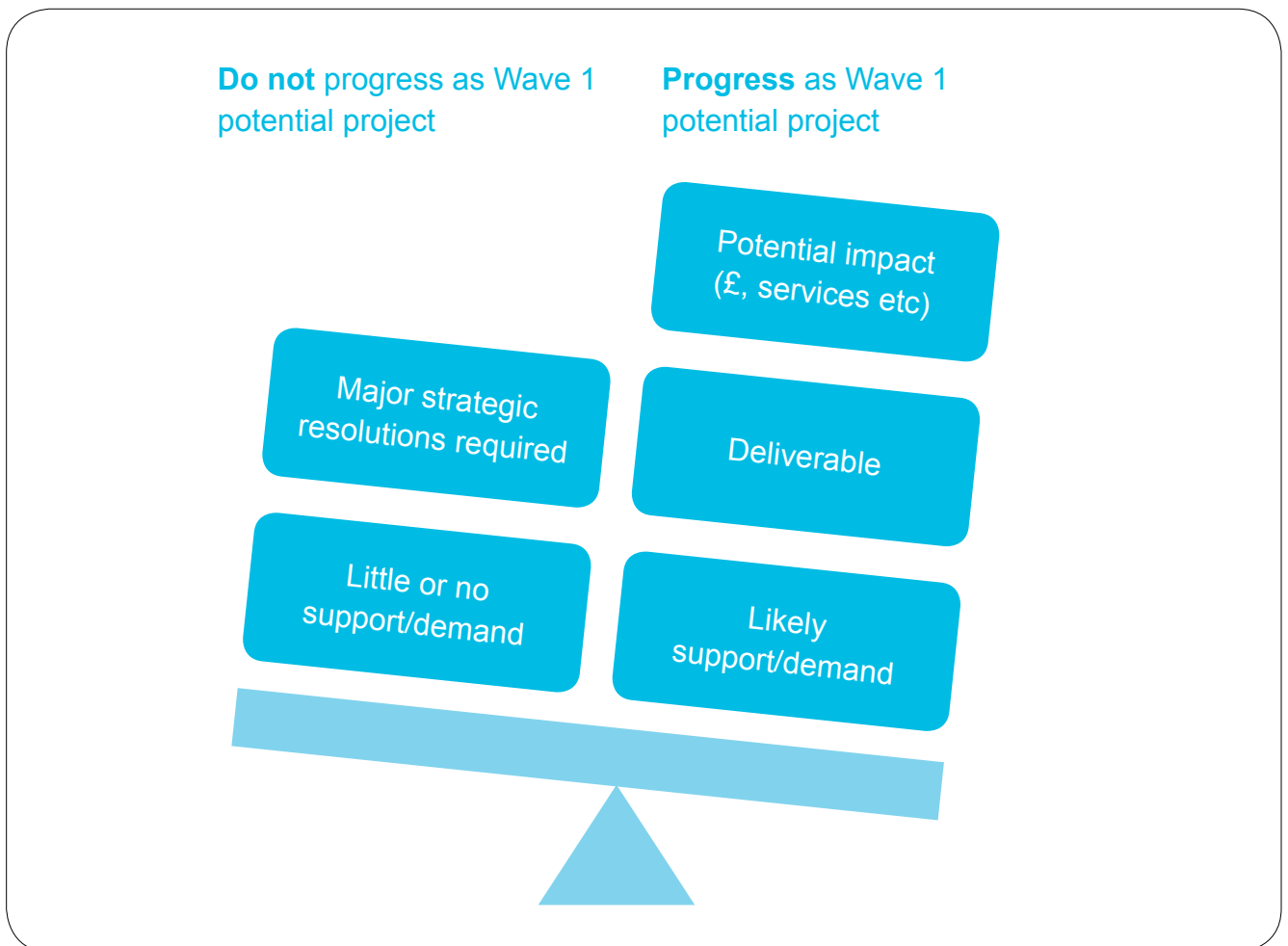
The Steering Group then had to consider which of the properties had the potential to become a “Wave 1” project. This was established by considering:

- The potential impact in terms of money and services
- The **deliverability** of the idea, in terms of the likely range of major issues that would require resolution
- The degree of support from the local community and service providers for the idea

“The project invited me to participate in a series of workshops to explore ideas and options relating to local assets in North Carr. The council’s approach impressed us. Despite their pressing need to find significant financial savings and the tight timescales, the project made great efforts to incorporate a holistic view of community, working the local area needs into their options, evaluation and decision-making process. This has been reflected in the Community Brief that has been developed with regards to Roebank Arcade, which establishes the requirement that any re-development of the site has to provide space for the community’s use at affordable rates.”

Anne Dannerolle, Centre Manager, Hull Community Church

Figure 2. Decision criteria for progressing a project



See “Outcomes” and “Benefits” for how these factors feature in the recommended projects.

Appraising options

Based on this shortlisting exercise the project developed Options Appraisals for four initial projects. These have been undertaken in conjunction with four sub-groups formed comprising representatives from the key partners, with Project Managers (CityCare) reporting issues and progress to the main Steering Group.

In addition to partners, the project also invited Community Development staff working in each area, plus representative from local voluntary sector organisations, to each meeting of the subgroup. The aim was to get a “Total Place” view of each area, and participants were asked to consider ideas and proposals from a range of perspectives including their organisation, their customer, partner organisation and the collective community. The options generated are outlined under “Outcomes”.

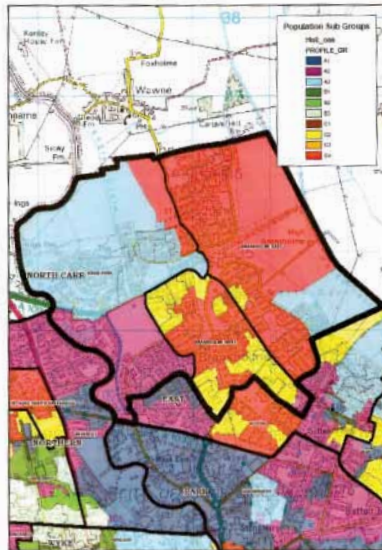
BeSpoke premises, Hull

Findings

Reviewing council data

The North Carr area, one of seven areas of the city, is made up of Bransholme East, Bransholme West and Kings Park wards. It has a population of around 24,650 (2001 census).

Figure 3. Segments in North Carr



The area is characterised by the following four socio-demographic groups, with the latter two being much greater users of public services:

- “A2” – these are typically older (45 years plus) married couples who own their own semi-detached property. Those with families tend to have older children, many of which are now independent of their parents if still living at home. Moderately educated, they are also largely economically active with many employed in the manufacturing and wholesale or retail industries. They enjoy decent levels of health, but of the ten segments they are also the most likely to provide unpaid care.
- “A3” – are largely aged 25-44 with relatively few people over retirement age. Living in married households with young dependent children (or cohabiting without any children), residents of A3 own their own detached and semi-detached homes. They are the healthiest of the ten profile groups with low instances of Long Term Limiting Illness or economic inactivity due to sickness and/or disability. Educated largely to GCSE standard, many work full time as professionals. Residents of A3 are the most likely to work in public administration and the most likely to be self-employed. Car ownership is high with a significant number of 2+ car households.
- “C2” – these residents tend to be older (45+) and are often pensioners or retirees. They mainly live in terraced housing although with some in semi-detached properties, and most rent their properties from the Council. Those that do own their home have often exercised their right to buy. A high number of these residents do not have qualifications, and there is much long term unemployment. Those who do work tend to be employed in elementary occupations in manufacturing, wholesale,

retail, transport and storage industries. Few own a car and health is often an issue with a high incidence of limiting long term illness and disability.

- “C4” – these residents tend to be aged 24-44 and live in terraced houses rented from the Council. This group are the most likely to have dependent children, and are also most likely to be lone parents. They are also the most likely to be economically inactive due to looking after family and home. Levels of qualification are low, and unemployment is high.

The demographic profiling of residents in Bramsholme East and Bramsholme West (C2s and C4s) highlighted the services required by customers in this community. It also clearly indicated these customers had a preference for services to be delivered close to their homes and in person, rather than by telephone or the internet.

The project reviewed Bransholme residents' visits to the current CSC at Northpoint, The Lemon Tree Children's Centre, The Bespoke Centre, the Library and The Pod (at Kingswood), and identified that these residents had a high preference for face to face service delivery, and in particular the facility to pay rents and council tax bills in cash.

As a result of this the Steering Group decided to focus on the current delivery of customer services spanning housing, benefits advice and cash payments within North Carr – and how these could be improved. Ultimately this led to the decision to co-locate face-to-face services in the new Bransholme Health Centre.

In contrast, residents of Kings Park Ward are almost all A2 and A3s who do not access council services in the same numbers or via the same methods. Most are owner occupiers who are less reliant upon council

housing services. They also prefer to deal with the Council by phone and email rather than in person. Enquiries are focused more on schools and leisure activities (e.g. allotment waiting lists) than on housing advice or complaints, although there is evidence of Kingswood residents regularly using the library service.

As well as focusing on service delivery in Northpoint, analysis highlighted that of the 4,700 residents living within 0.25 miles of Roebank Arcade, 75 per cent came from segments C2 and C4 i.e. high users of public services unlikely to own a car.

Roebank Arcade, is one of the properties owned by HCC. It consists of a row of 14 retail business units in the west of Bransholme many of which are unoccupied. The Arcade is considered to appear run-down and to be in a state of dis-repair.

Located within a larger area of council land (up to 4 acres). Many of the units in Roebuck Arcade are vacant, presenting bolted up steel doors and windows to the local community.

Given the lack of retailer interested in being tenants of the Arcade, residents have to travel to Northpoint or into Kingswood in order to shop. –This is not convenient for the elderly, disabled or people with young children; groups who typically stress the importance of community facilities in Council surveys. This insight is informing and helping to direct the nature of the redevelopment of Roebank Arcade that HCC is now considering.

Customer Insight Profiles

In addition to the four socio-demographic groups listed above, Hull City Council also created the following customer segments:

- “A1” – these are typically healthy, young, married couples who own their

terraced property. Those with families tend to have young dependent children. Moderately educated, they are also largely economically active; normally engaged in full-time or part-time employment. They are most likely to be employed in skilled trades particularly within the construction industry. A high proportion of these residents own cars, and a significant number of households own two or more cars.

- “B1” – are largely aged 25-44 with relatively few people over retirement age. Living in single person households, residents of B1 live in terraced houses which they own or, more significantly, rent from the private sector (often without central heating). This is typically a relatively ethnically diverse group – often as a result of immigration from other countries. Whilst well educated, with relatively high levels of higher education, unemployment is still slightly elevated and car ownership is low. Those who are employed typically work in lower professional roles (noticeably in health & social care) or semi/low skilled roles in manufacturing and wholesale/retail.
- “B2” – is a multi-ethnic group typically made up of young, healthy, singles who own their own terraced home or who rent a flat from a private landlord. Largely aged 25+, the group contains few children or retired people. Residents of B2 are particularly well educated and are the group most likely to have a higher education qualification. Residents are employed as higher professionals particularly in the real estate, renting and business activity, education and health and social work sectors.
- “B3” – are young, healthy, singles studying for higher education qualifications. Largely aged 15-24, residents of B3 are the most ethnically diverse of the 10 groups, and tend to live in private rented



accommodation; either in single flats or student type terraced housing. Most residents of B3 are educated to A Level. Largely economically inactive due to being in full time education, a high number have never worked. Those who do work tend to be employed in sales and customer service roles particularly within the hotel and catering industry.

- “C1” – are typically aged over 65 and are more likely to be female as a result of the difference in male and female life expectancies. Widowed in one person households or living as married couples, residents of C1 tend to reside in purpose built flats, apartments or maisonettes

rented from the public sector. Residents of C1 have the worst health of the 10 groups and the highest levels of long term limiting illness and disability. Residents of C1 are also the most likely to have no qualifications and the most likely to be economically inactive;

- “C4” – these residents tend to be aged 24-44 and live in terraced houses rented from the council. This group are the most likely to have dependent children, and are also most likely to be lone parents. They are also the most likely to be economically inactive due to looking after family and home. Levels of qualification are low, and unemployment is high.

Outcomes

The insight work is linked with the development of four projects. In two of these projects, the redesign will consist of the refurbishment of buildings and transfer of staff and services and has already been completed. In the other two cases, work is underway and continuing.

1. Co-locating services in the new health centre

The customer insight generated illustrated residents' preference for face-to-face contact. However the asset mapping exercise highlighted that the public service "offer" to residents in North Carr was fragmented between buildings, and that many of these buildings required significant investment to bring them up to modern standards.

The pilot observed that the NHS, Humberside Police and Hull City Council all operate front line services from the Northpoint Shopping Centre, including:

- GP Practices
- A range of community health services/ district nurses etc.
- A range of specialist health services (e.g. speech and language therapy)
- Access to public health initiatives
- Police station & neighbourhood policing team
- Divisional policing teams
- Council Customer Service Centre CSC (includes rent/council tax payments, housing and benefits advice)
- Library services
- Ancillary office accommodation for staff

The opportunity to work together was provided by the opening of a new health

centre, completed in September 2012. Hull City Council had originally been approached in 2009 to partner with the NHS in the new building, but had chosen not to because of other arrangements already made with their landlord (Northpoint Shopping Centre Owners) to re-provide them a new facility as part of a redeveloped shopping centre in exchange for a land swap. However, the redevelopment project was mothballed in 2010 following the downturn in the economy, at which point the NHS had already designed and commissioned their new Health Centre.

Local partnership working, through the Pathfinder project, reignited the opportunity for co-location, but the Council still had to resolve their current tenancy (which had approximately 19 years left to run), and so could not afford to commit to a new lease. Through the Pathfinder, the Council and NHS came to an innovative agreement whereby they, in effect, traded rent for services. Hull City Council's Customer Service staff have relocated to the atrium space within the new Health Centre and - as part of a commercial agreement with the NHS - now operate the buildings front of house service in lieu of rent. The co-location of council and health services staff will connect into the council's public health agenda, and provide customers with a much more holistic service.

The layout of the building will also drive a change in approach that will benefit customers. Rather than having an old-fashioned row of counters with reinforced glass, the layout of the reception area in the atrium encourages a different way of working and interacting with customers in a more informal, comfortable way. Separate interview space is also provided for conversations that need to be more formal/private in the form of curved wall pods around the circumference of the atrium.

The CSC operates Monday to Friday from 9.00am to 4.30pm, (11am to 4.30pm on a Wednesday). The Council additionally provide the front of house for the PCT, and hence there is an HCC staff presence Monday to Friday from 9am to 5pm and 10am until 2pm on Saturdays.

Figure 4. The Customer Services Centre in the new Bransholme Health Centre



2. Rationalising accommodation

During the analysis, 14 buildings were identified as providing space for different teams in or around North Carr. These included:

- Housing staff and Community Wardens located in the Customer Service Centre in the Northpoint Shopping Centre
- Adult Services and Children aimed Young People services located in The Garths, Tiverton House and Salinger House

In these cases, the accommodation rationalisation was driven not only by the search for efficiencies, but also by the transition to locality-based working.

To provide a single home for the Adult Services staff the Council refurbished Netherhall House, a building that had until recently been occupied by the NHS (whose staff had moved into the upper floors of the

new Health Centre). Hence, staff from three buildings are now co-located in a building within the locality they serve.

The move is also freed up three buildings, which can now be disposed of namely:

- The Garths
- Salinger House
- Tiverton House

Meanwhile, 14 members of the North Carr Area Housing Team and 4 Community Wardens who had been located on the first floor of North Point, above the CSC, moved into the Bespoke Centre in October 2012. This has enabled the Council to work towards sub-letting the CSC (since they are tied into a long lease) to help offset costs (lease and operational).

The Bespoke Centre is a Council owned building that already housed the rest of the Area Housing Team as well as the Council's Area Team who deal with neighbourhood issues, engage with the whole community, support partnership working, and offer support to local Elected Members.

As a result, staff from a range of council services including street care, housing services, parks and gardens are now all co-located in a single building and form "Team North Carr". This co-location is helping them to:

- build a stronger area team by valuing the Housing service in delivering neighbourhood improvements as an integral part of the Area Team.
- work together to avoid gaps and duplications and improve communications at times of shrinking resources, (in terms of both staff and budgets), and to meet increasing demand from the community in terms of quality neighbourhoods, tenancy support and financial inclusion.

- work in a more co-ordinated way with partner organisations including Humberside Police, NHS Hull, Community Wardens, Children and Young People's Services and local community and voluntary groups, when addressing issues

Benefits

Benefits to the council

As a result of the Capital Asset Pathfinder, the council have been able to:

move customer service staff out of the North Point CSC and into the new Health Centre

move Adult Services staff out of three buildings and into Netherhall

move Housing Area staff and Community Wardens out of the North Point building and into the Bespoke Centre

The benefits have resulted in improved access to services for these communities, a reduction in operational costs (detailed below) for the councils and partners involved as well as improved partnership working.

Operating Savings

Operating savings arising from the transfer and co-location of services and staff (completed October 2012) include all costs incurred by the CSC, plus the energy and facilities management (e.g. cleaning and security costs) relating to Salinger House and Tiverton House. This amounts to almost £110,000 per year.

Cost Avoidance

Further, the provision of front of house service by the Council in exchange for space in the Health Service's atrium (which would not otherwise be occupied) saves the NHS an estimated £71,000 per year.

Capital Receipts

The disposal of properties including Garths, Salinger House and Tiverton House has been approved by the Council, and are expected to generate in the region of £245,000. Furthermore the vacation and disposal of these properties will help the Council avoid nearly £30,000 per year in running costs.

Better Use of Resources

Furthermore, by co-locating a range of Adult Social Care staff at Netherhall - which was formerly vacant - the Council is making better use of its £30,000 per annum running costs.

Benefits to staff

The co-location of the Adult Social Care Team (back office) and community-facing North Carr Area Team supports better information sharing and operational networking among staff, and has the potential to positively enhance their productivity, performance and job satisfaction.

Reducing the Carbon Footprint

The 2010-11 energy bills for the buildings to be vacated amounted to nearly £20,000 per year, suggesting that the Council will save up to 199 Tonnes of carbon by disposing of these buildings (0.34 per cent of Hull's total Council carbon emissions in 2010/11). This is the equivalent of taking 100 cars off the road. Clearly, there will be additional carbon use in the new Health Centre/CSC, but this will be significantly reduced from current CSC levels because of the BREEAM Excellent Standards and Reduced Footprint of Council space in the new build.

"It's flu season so I am here so my little boy can receive his flu jab. It's great that I can also pay my rent at the same time."
Claire Simmons, Local Resident

What is BREEAM?

First launched in 1990, BREEAM is a leading environmental assessment method and rating system for buildings. BREEAM sets best practice standards for sustainable building design, construction and operation.

A BREEAM assessment uses recognised measures of performance, which are set against established benchmarks, to evaluate a building's specification, design, construction and use. The measures used represent a broad range of categories and criteria from energy to ecology. They include aspects related to energy and water use, the internal environment (health and well-being), pollution, transport, materials, waste, ecology and management processes.

Benefits to customers

The current customer service centre receives 58,000 visitors per annum, whereas the Health Centre expects footfall of over 80,000 customers per year. Hours of working will increase as the Health Centre reception will be staffed until 6 PM (instead of 4:30 PM). The new facility will offer the following range of services:

At North Point customer service centre customers can:

Arrange or apply for:

- an appointment with welfare benefits
- an appointment with a representative from the Hull Community Legal Advice Centre
- help to empty bins
- bus passes and railcards
- blue badges

“Hull PCT always taken a very holistic approach to the wider determinants of health, and interventions of always focused on the hidden challenges of health. The benefit to the NHS of having the Council in on the ground floor of the new health care centre is to both increase footfall but also to integrate services to better address the wider determinants of health.”

Louise Ramsay, Assistant Director (Estates & Facilities) at Humber Cluster of PCTs

Pay for the following by cash, cheque, credit and debit card:

- council tax
- rent
- Kingston Communications (by debit card only)
- penalty fines
- business rates

Report

- anti-social behaviour problems
- repairs

For example, a resident's financial circumstances (such as whether they are receiving all the benefits they are eligible for and therefore can pay their rent) is a major influence on their mental health, which in turn influences their lifestyle choices and physical health. The new arrangements help us address issues that might otherwise become mental and physical health issues.

Louise Ramsay, Assistant Director (Estates & Facilities) at Humber Cluster of PCTs

- graffiti
- fly-tipping
- faulty street lights
- potholes and footpath defects
- environmental health issues such as rats and mice
- hate crime

The following services are available to patients who are registered at the Health Centre.

- Alcohol treatment
- Cervical screening
- Child health surveillance
- Childhood immunisations and pre-school boosters
- Contraceptive services
- Health MOTs
- Heart disease prevention advice etc
- Hormonal implants
- IUCD fitting
- Maternity medical services
- Minor surgery
- Near patient testing
- Sexual health advice etc

“Shall I tell you something that was really successful? By taking it down to bite size chunks it made it so much more deliverable. You have to invite the whole public sector, but then you might find yourself saying “Oh my God... Where do we start!” But we effectively unpacked the problem, and that sets a good precedent for future working.”

Louise Ramsay, Assistant Director (Estates & Facilities) at Humber Cluster of PCTs

- Smoking cessation sessions
- Substance misuse advice etc
- Vaccinations and immunisations

“It’s a great mix of community services and really entwines together the council and NHS while being very community focused.

I had an elderly gentlemen here this morning that was visiting the audiology department for his hearing tests, I then advised him that while he was here he could visit the council services and arrange a bus pass or a car parking pass. He was so pleased that he could do all this in one place at the same time and even have a cup of tea from the tea bar whilst he was waiting.”

Rachel Atkins, Customer Service Advisor Front of House Team

Benefits to partnership working

The CAP was a project that by necessity had to be pursued by all the public sector partners in collaboration. The rapid progress the pilot made has delivered improved outcomes and provided the partnerships with:

- a working model for taking forward the CAP pilot.
- early wins which demonstrate the concept and the benefits of working in this way

Governance

The partners formed a Steering Group to direct, inform and support the project which involved representatives from Hull City Council, the NHS, Humberside Police, Voluntary and Community Sector and the Private Sector. Attendance and commitment was good throughout the study, which helped to keep momentum strong throughout.

Senior level representation has also aided relatively quick decision making and avoided issues being 'lost' at middle management level. Each of the members committed a substantial amount of time and energy to the initiative, which was perhaps made more palatable by the 'task and finish' nature of the pilot.

The group met monthly during the period November 2011 – May 2012, and were also party to sub group meetings and separate discussions outside of this main meetings cycle. Meetings were set on the first Tuesday of the month, at a fixed time and location (within North Carr) to aid regular attendance.

Whether an equivalent level of engagement could be maintained for a longer period is unclear. Sub groups were also used from time to time to progress individual project development detail. These groups met between 1-3 times depending on the needs of the project.

Resourcing

The project was led, facilitated and resourced by officers from Hull City Council. The Council commissioned City Care – a local property and asset management company with its origins in the NHS – to project manage and facilitate the options appraisal.

Activity	Cost
Project Management and Support	£15,000
Assembling Property Data	£10,000
Developing Custom Segmentation	£20,000
Partnership Workshops and Options Appraisal	£15,000
Total	£60,000

Challenges and lessons learnt

The actual pilot programme spanned November 2011 to early June 2012 – this was approximately two months later than originally planned. The study essentially split into two main work areas:

1. Establishing the baseline data, reviewing information and agreeing the project areas for development – a relatively quick process spanning December 2011 – early February 2012;
2. Project Development ; leading to the production of option appraisals/business cases and the final report

The delays occurred due to the complexity of two of the projects in particular (Projects 1 & 2; Northpoint Links and Office Accommodation) and the 'live' nature of the decisions that needed to be taken in order to enable partners to secure them as schemes.

We've done partnership working for years, but we had never done proper partnership working where you are committed to putting your hat in the ring together. And that's the challenge.

Andrew Parkinson

Strategic Development Manager

Therefore, project development and business case analysis was undertaken in tandem on both projects, which meant the journey from the vision and planning phase (including the preparation of an options appraisal) to implementation (where delivery risks have to be acknowledged and accepted) was conducted simultaneously.

Assembling the data

Although it was assumed that the information required in order to undertake the Total Capital and Asset Pilot Pathfinder project would be relatively easy to assemble, the time taken on this phase was longer than original expected. This was a direct result of the fact that the required information was not all held in one place, but was divided between different service and budget areas. Sufficient time should be allowed for this process of information assembly in any other TCAPP study.

Focusing effort

The main focus of the Steering Group became initially to ensure that the baseline information was adequate, and thereafter to prioritise and shape the initial interventions. To help maintain the involvement of partners, Hull recommends forming the Steering Group around the geography or theme, and then recruiting appropriately. Hence, the nature of a Steering Group on a project like this will likely differ depending on the area in focus.

Setting a fixed timeframe from the outset also helped work to progress. Keeping the focus

on a clear geography and sticking to the programme meant that energy and interest was maintained. Attendance not only at Steering Group meetings but also at Project Sub Group meetings, meant that progress could be made without the group feeling overwhelmed by the scale of the challenge.

Hull have also produced an 'Indicative Work Planner', with tasks mapped to timescales, which is available from the LGA Knowledge Hub.

The multi-agency, collaborative nature of the asset review helped the project facilitators to reveal and test assumptions regarding if and how buildings were being used.

The project found that organisations would often assume that a building was being used by another partner of the organisation, or by a partner organisation – and could not be declared surplus. As a result, properties that have stood empty or underutilised for some time (e.g. Connexions, Salinger House) have now been identified for disposal.

Next steps

Hull partners have successfully introduced a new way of working together to ensure that public sector assets are known, understood, fully utilised or addressed.

The pilot study of North Carr in Hull has identified a number of savings and possible service improvements, and this will have a positive impact on the area and on the way that partner organisations have started to explore working together in a more coherent way.

The challenge is now handed over to partners' implementation teams to ensure delivery of the North Carr recommendations, and to decide whether or not to extend the TCAPP approach to other parts of Hull.



Netherhall

The following two additional projects were recommended by the pilot, and as of September 2012 are “works in progress”.

1. Roebank Arcade

Roebank Arcade is a commercial property comprising 13 units that is in need of significant refurbishment and that makes an annual loss to the Council. The Arcade is located within a larger area of council land (up to 4 acres). Many of the units in the Arcade are vacant, presenting bolted up steel doors and windows to the local community. Many young families pass these on their way to the primary school next door.

The Arcade is unlikely to be a viable asset in future years due to the design of the buildings, the current retail lettings and lack of opportunity for additional or alternative tenants. Moreover, there has been little investment over the past few years and so the current condition of the Arcade is poor. The Council are currently in negotiation with a

developer with a view to redeveloping the site, with the insight featuring in the Community Brief guiding the Councils requirements.

Based on their social analysis of the area – which includes a relatively high proportion of elderly people and young families who often do not own a car - the community brief includes a requirement for any new development to accommodate space for use by the community, and a pharmacy (a valuable addition, given the demographics of the area). From the financial perspective, redevelopment would enable the disposal of the arcade and the delivery of revenue to the council.

Though the disposal of the site has been approved, the sale has yet to be agreed. If sale to a redeveloper is not possible, the Council will consider other options. Moreover, the future scale and timing of any receipts cannot be certain due to market conditions.

2. Disused waste management depot

The Council has a waste management depot that has been vacant and surplus to requirements for several years. Furthermore, the depot is adjacent to an office building that is planned to be vacated as part of a project to co-locate services. Taken together, it costs the Council £30,000 per annum to leave these buildings unoccupied as they continue to incur security and utility costs.

Since there is little commercial activity in that part of North Carr, disposal may not be an option. Given the location and condition of the buildings there is unlikely to be a great deal of market in terms of a commercial letting. The report on the pilot area recommended that these properties be considered for a transfer to the public sector or, if there was no relevant interest, for a Community Asset Transfer to the community/voluntary sector. Preliminary discussions are taking place with the Community Engagement and Justice Office for this to become a potential 'safer communities training centre'.





Local Government Association

Local Government House

Smith Square

London SW1P 3HZ

Telephone 020 7664 3000

Fax 020 7664 3030

Email info@local.gov.uk

www.local.gov.uk

© Local Government Association, July 2013

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