



# **Business Case and Proposal for the formation of a Single ICT Service for Cambridge City Council, Huntingdonshire District Council and South Cambridgeshire District Council**

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## 1.0 Executive Overview

- 1.0 Cambridge City Council ('CCC'), Huntingdonshire District Council ('HDC') and South Cambridgeshire District Council ('SCDC') have agreed the principle of working in partnership to deliver a range of shared services. It is proposed that this takes place on a phased basis, introducing new Shared Services as and when agreed by the three Councils. A successful bid was made to the Transformation Challenge Award (TCA) fund, to take forward these proposals and deliver savings. Included in phase 1 of the shared service programme are ICT services.

The councils wish to use Information Technology (IT) as a means to transform their authorities. Currently there is a mixture of in house (2) and external (1) ICT service models and the Councils have been working on the development of a new operational model, a shared service. The Councils wish to create a shared IT Service by 1 October 2015 and wish to save 15% from the current total operating budget of approximately £5.798 million. The Councils have agreed to move forward with the creation of a joint ICT service, this report sets out the high level plan and the approach to creating the shared IT service.

Although there are some differences in how each of the three Council's ICT teams operates, they are facing similar challenges for the future - namely, how to manage with fewer resources, yet provide the high quality ICT support and development that Councils rely upon. Each Council also recognises the need for a change of culture in the commissioning and delivery of ICT services, particularly as regards the need to develop modern practices, processes and systems and to put in place the IT systems, that enable a more cost effective, flexible and customer focussed approach to service delivery.

The objectives for the shared service can be summarised, in general order of priority as:

- Create a shared IT Applications Systems and technical infrastructure to facilitate wider shared service delivery for all Council Services
- Reduce overall IT costs

- Provide a service that can proactively engage with users and has the “critical mass” to develop innovative and novel solutions to support the Councils in delivering services more efficiently
- Provide increased resilience and capacity to enable the consistent and reliable service delivery required for digital service delivery to the public.

To deliver this it is proposed to form a single service, operating from a central head office and two hub offices. HDC will be the Lead Authority

The operating budget of the new shared service will be £5.027 million for 2016/17. As with all service areas within the three Councils, each ICT team has already been challenged to reduce the costs of delivery; savings have accordingly already been taken by each Council from their 15/16 budgets (the last year when each Council will approve its own ICT service if this Business Case is accepted). These savings are therefore reflected in the starting budget for the new service. It is proposed that the service should be delivered by Huntingdonshire District Council on behalf of the three participating Councils.

The proposal carries some initial investment and it is proposed that this will be funded from the Transformation Challenge Award (TCA) and vacant posts. Interim management arrangements will be put in place prior to the appointment of the Head of the ICT Shared Service. This cost is estimated at £80k. There are also costs associated with implementing flexible working across the three Council and options and costings for this are currently in development.

A service-wide restructuring is proposed and will be subject to consultation alongside the TUPE consultation. It is proposed that the full costs of any redundancies at Head of Service level should be paid for by the originating authority. Any redundancies that may arise as part of that restructuring at officer level should be borne by the three partner authorities in proportion to their contribution in that year to the ICT Shared Service budget. Similarly the potential for pay protection exists and it is proposed that this will be dealt with in the same manner as any redundancy cost.

- 1.1 The proposal offers a sustainable opportunity to stabilize and improve the ICT Service partner Authorities already enjoy. The proposal sets

out clear, specific and realistic measures by which participating authorities may achieve significant, recurring and long term efficiency gains. It also tackles the issue of lack of capacity in certain areas (for all three Councils) by creating a critical mass of capacity. Coupling this with management arrangements that will enable resources to be deployed effectively and efficiently with the adoption of better practices and processes. Another advantage of the proposal is that it will begin to address the issue of recruitment and retention in local authority ICT services by creating an organisation that offers greater opportunities for career progression. Key factors supporting the case for a shared service can be summarised as follows:

- The Councils current ICT Services broadly offer the same scope of services to their customers
- The Councils face the same financial pressures, although to different degrees, with the continuing reduction of central government grants.
- The Councils ICT have similar contracts with the same or different suppliers. Joining these up would produce savings
- The Councils agree that the Cambridge PSN Network is an enabler to provider better and more economic ICT services to their customers
- The Councils ICT have significant areas of commonality in the Line of Business Applications Systems they use e.g. Planning Services systems, where joining up would make efficiency gains.
- The geographic distance between the Councils is generally small allowing for relative easy access for a Shared Service IT Support organisation.
- There is a general consensus that closer working is the future for Council services
- That an ICT Shared Service is a key enabler to wider shared service opportunities
- That ICT in general needs to be kept up to date and modern, to provide the types of services that the public demand
- That the Central Government message of Digital First and Cloud where possible are the future delivery mechanisms for ICT in Councils
- That providing mutual disaster recovery facilities and business continuity methods would benefit all three councils

1.2 The new, more innovation-focussed characteristics of the service will demand a high standard of leadership. The proposal therefore underlines the need to ensure that the senior management team

possesses the right range of managerial, innovation and change management skills necessary to deliver the new service. It also acknowledges the need for the creation of the new post of Head of the ICT Shared Service.

## 2.0 The Existing Provision of ICT Services

2.1 The three Councils serve a population of 446,300 people (SCDC – 151,400, CCC – 123,900, HDC - 171,000) delivering the same range of public services, Council Tax, Housing Benefits, Waste, Planning, Environmental Health, as well as discreet Leisure and parking service. The three Councils all operate separate ICT services, serving the public service offerings from the Council. With the Government demand for Digital first, the pace of technology change, and the rising uptake by the public of accessing public services over the Internet, demand on ICT can only continue to grow in the future. This represents a huge challenge for the individual IT Services while at the same time offering an opportunity for efficiency and improvement of IT provision for front line services. Individually it is recognised that the IT Services will find it difficult to meet those demands.

2.2 The ICT services currently provide services to:

- 2000 ICT users across the 3 councils
- HDC ICT serve 650 Users across 18 sites
- SCDC ICT serve 350 Users across 2 sites
- CCC ICT serve 1000 Users across 40 sites (6 core sites)

2.3 The current total operating budget for the three services is £5.798 million

- SCDC ICT BUDGET £1,349,480
- HDC ICT BUDGET £2,071,896
- CCC ICT BUDGET £2,377,538

Whereas the ICT services for HDC and SCDC are currently insourced, CCC operates a mixed economy whereby many of the core ICT services (application support, helpdesk) are outsourced to Northgate. For CCC, the non-Northgate provided services are assumed to be within the scope of the ICT Shared Service from day

1, as are the staff costs for the onwards management of that contract. Budget for operation of that contract will remain with CCC.

Additionally, some ICT costs included within other sections of the Council budgets will also be transferred to the ICT Shared Service to centrally manage. These details are still being finalised.

## 2.4 Staffing costs

Full staffing costs are shown in Section 9, below.

## 3.0 The Shared Vision and Options - The Brief

3.1 The three Councils have previously agreed some general principles:

### **Shared Service Models**

The lead authority model would best suit our circumstances. Under this model, one authority would be responsible for the Shared Service, including staff TUPEd on their substantive terms and conditions from the remaining two authorities. However, shared member and officer governance arrangements would be put in place to oversee performance. The lead authority model is the starting point for considering shared services; other models may be explored over time once a shared service has been created.

### **Lead and host authority arrangements**

It has been agreed that authorities should equitably share between them the lead authority roles for specific services. Location (i.e. host authority) will not necessarily follow the lead authority, but will be an operational decision made on a service by service basis as part of each business case. It is proposed that HDC should lead on the ICT Shared Service.

### **Cost sharing/efficiencies**

There are a number of cost-sharing models in operation elsewhere. It has been agreed that in the first instance we should adopt a simple and transparent approach that does not create a significant amount of work that is disproportional to potential outcomes. The existing 15/16 budget provision from the budget of each ICT service, will be incorporated to form the Shared Service budget. This is net of the identified savings within those budgets which will be achieved by the

Councils concerned prior to the transfer of the budgets to the legal shared service.

Once the Shared Service is in operation and has gathered some baseline data, it will develop an approach by which each Council can determine the performance required and target potential efficiencies. Any surplus would then be distributed back to the Councils in proportion to the proportion of the cost borne by each partner.

### **Scope**

Although it is recognised that different ICT teams take on a variety of functions across each Council, the scope of the ICT shared service has been agreed by the partner Councils and is described in this business case.

This will create some disaggregation issues for participating Councils as there are staff out of scope currently within ICT services and staff within scope who currently manage staff not within the ICT team – these issues will be managed within the respective Councils.

Staff in scope will transfer to HDC under the Transfer of Undertakings (Protection of Employment) legislation ('TUPE'). On implementation of the new service in October 2015, staff will move into a new structure this will be subject to consultation alongside the TUPE consultation.

The job description for the Head of the ICT Shared Service has yet to be evaluated but, dependant on the outcome of such evaluation, existing staff may be ring-fenced for consideration for the role.

### 3.2 The following assumptions and pre-requisites have been applied:

- That, subject to consultation with the affected staff, the Unions, Staff Council and the democratic processes of each council, the ICT Shared Service would be implemented with effect from the date that staff TUPEd in to it, currently estimated to be 1 October 2015. Staff within the CCC and SCDC ICT teams would TUPE transfer across to the lead authority, HDC. They would continue to be employed under their previous pay and terms and conditions.
- The business case is based upon the need to increase resilience, improve the quality of service to clients, become more efficient

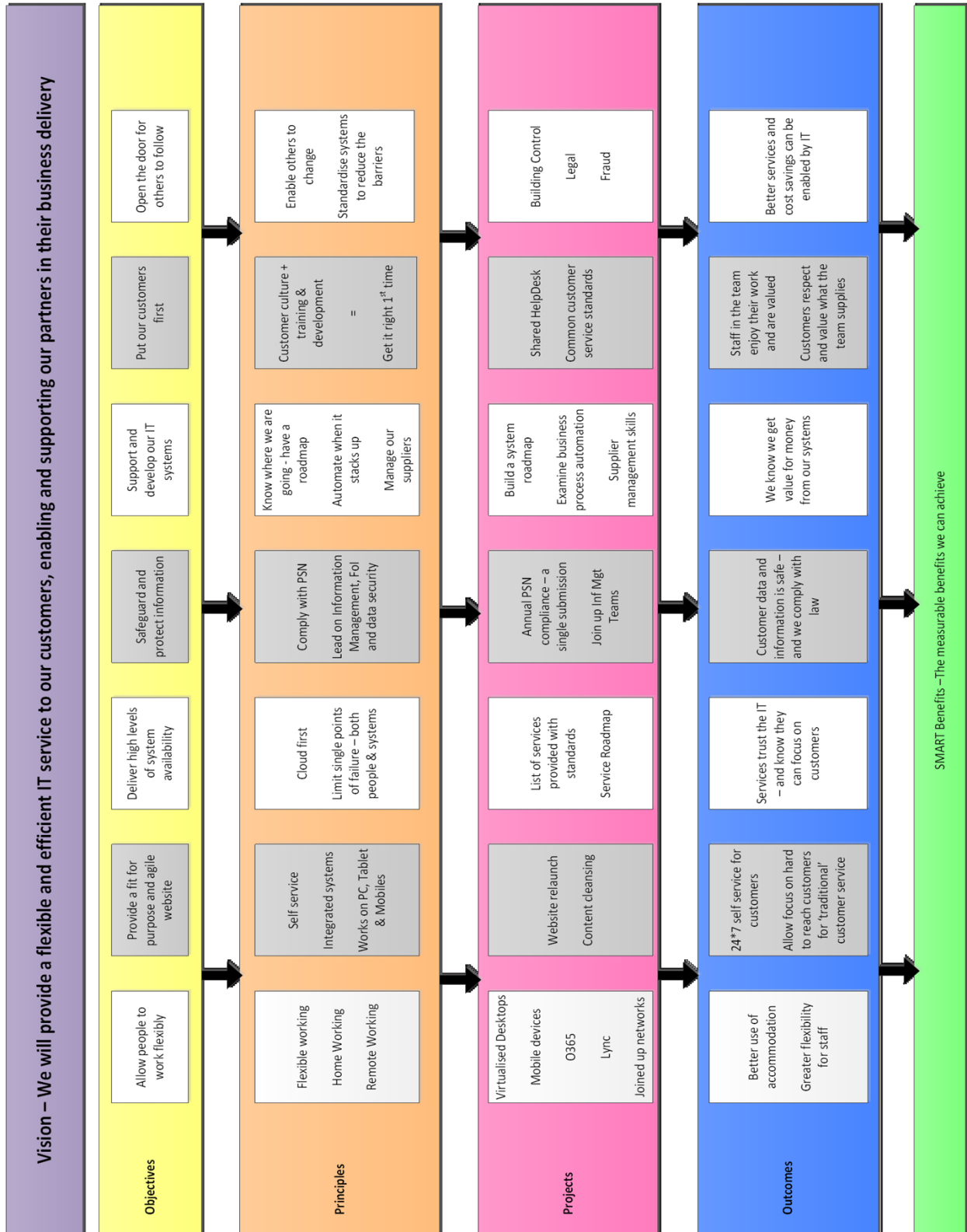
and increase capacity within the service to drive innovation and technology enabled change across all three Councils.

- Interim support will be appointed, subject to this Business Case being approved, for a period up until the recruitment of the Head of ICT Shared Service, to manage the Shared Service creation and begin the implementation of flexible working technologies and joint working where quick wins have been identified. This person is recommended to be someone with experience of transforming/merging services and with strong project management skills.
- Following the merger, there will be on-going review of the Service. This will include analysing the current skills, expertise and development needs, matching them to ICT needs now and those expected going forward. There will be a review of the systems and processes to ensure that they support a modern and efficient way of working.
- Alongside the other proposed shared services, there will be an agreed 'intelligent client' approach to manage the interface between those providing and those commissioning services.
- The desktop technology used today varies significantly between Councils (e.g. Thin Client / Virtual Desktop vs. Laptops). Similarly, much of the equipment is quite new, with significant usable asset life remaining. Therefore, rather than forcing a "one size fits all" mentality, in some areas it is realistic to expect some parallel solutions in the short term (e.g. Flexible Working), with convergence in the medium and long term.

The diagram below provides a graphical portrayal of the Vision for the ICT Shared Service:



## Vision for the ICT Shared Service



## **4.0 What we aim to achieve - Opportunities for an improved service**

4.1 The expected outcomes from the shared service include:

- Drive to standardisation, consequently reducing costs and increasing value for money.
- Improving resilience – better able to prevent service loss or interruption and cope with peaks in workload and staff absences. A larger team will also give each council access to a greater breadth and depth of professional expertise.
- Reduced external expenditure – additional resources and a broader skills base will lead to a reduction in the need for external advice. Where this is required, the combined purchasing power of all three councils should lead to more competitive procurement rates.
- Improved customer service – access to a more comprehensive ICT service should result in a better and a more responsive service to officers and members.
- Decreased fixed costs – sharing or joining up ICT services across the three Councils should lead to savings in management, hardware, software, services, administrative support and accommodation costs.
- Alignment of costs with usage – with ICT as a utility the Councils will pay for only that which they use but also have the flexibility to support others or adopt new local business activity.
- Remodelling of ICT services – bringing together the ICT services of three councils gives the opportunity to look at models of operation that are not suitable or feasible for those councils at an individual level.
- Staff development – a larger service will increase the opportunity for staff development, by allowing staff to work across a broader range of areas, or to become more specialised as appropriate.
- Staff recruitment/retention – greater work opportunities should improve staff retention and help to reduce turnover. A larger shared service could provide increased opportunity to consider participating in a higher apprentice training scheme (growing our own).
- Improved support for ICT users to ensure that the technical strategy aligns with and enables client council objectives, such as introducing “digital first” services.

#### 4.2 Improved Key Performance Indicators

Setting some key performance indicators across the team will assist in driving forward some performance standards to be agreed between the partner Councils – which could include, for example:

- % efficiency saving to be delivered by the Service each year
- Customer satisfaction survey levels not to drop below 90%

Key performance indicators for the shared ICT service will form part of the commissioning agreement.

KPI performance would be managed by the Management Team of the Service and reported to each meeting of the ICT Management Board as well as reported formally back to members through the Joint Committee (and more frequently on an exceptions basis). The ICT Shared Service will also be reporting quarterly to the Shared Services Programme Board and the Joint Committee.

### **5.0 The Delivery Vehicle for the New Service**

5.1 It is not proposed at this stage to set up a completely new legal entity for the proposed service. To avoid any unnecessary regulatory burden, in the first instance it is proposed that all staff would be employed by the lead authority, Huntingdonshire District Council. This will require staff in scope from CCC and SCDC to transfer (under the provisions of TUPE) to HDC. The proposed timeline for this process is set out in Appendix 1.

The proposal is to initially organise the Service around a head office in Huntingdon with onsite support through hub offices in Cambridge and Cambourne. This will be reviewed within the first six months of operation.

To deliver an effective and efficient ICT service for its clients, the new shared service will require:

- Sufficient office accommodation
- Appropriate IT systems
- Sufficient suitable qualified staff to undertake the full range of ICT support work necessary – to be ascertained through the proposed structure review referred to above.

One decision which will need to be made by the partners as early as possible is the name by which the new service is to be known – it is extremely important for the new service to have a separate identity from its participating Councils in order for all staff to feel they are ‘pulling together’ for a single entity. This is currently being addressed by the Shared Services programme.

## **6.0 Managing and Commissioning the Shared Service**

### **6.1 How the Service will be managed**

It is proposed that the service be managed by a Head of ICT Shared Service, specifically chosen for entrepreneurial and leadership skills as well as management capability and ICT expertise.

### **6.2 How the Service will be commissioned**

Client departments will have a major role, along with the shared service, in decisions on whether, when and how ICT work should be commissioned. It will be important for those instructing the new service to have a ‘go-to person’ to whom work is referred – able to make decisions on to whom it should be allocated and ensure it is carried out within the client’s requirements and timeframe. For large areas of new work, whether planned or unplanned, or for unexpected major issues (such as major system failures etc), this ‘go-to person’ would be the Head of the shared service who can make any necessary resourcing decisions. It will also be essential for there to be an agreed programme of priority projects to be agreed which will support delivery of the technology road map and systems integration that is fundamental to driving out savings and efficiencies in the new service.

### **6.3 How the Services are defined**

There is a Service Catalogue which describes the range of services which will be available to users. These service descriptions include details of service availability, support availability and business priority.

The Management Team will have responsibility for ensuring proper on-going monitoring arrangements for work progress and proper client care through the agreement and reporting of appropriate ‘key performance indicators’ with each participating council.

## **7.0 Governance and Decision-Making Processes**

7.1 This is described within the over-arching Shared Services paper. The ICT Shared Service will adhere to the common principles and framework which has been agreed by the three Partners.

In addition, the following has also been proposed for ICT Shared Service:

- The Head of ICT Shared Service be line managed by the Corporate Director - Services at HDC.
- The service will have an internal management team which will be confirmed as the structure is developed, with input from others as required.
- An ICT Management Board (senior officer level) will make decisions on, for example, commissioning matters, budgets, surplus profit share, fee levels and so on, and to monitor performance. This Board will set the direction for the partnership and will be made up of the Head of ICT Shared Service and one senior officer representative from each of the participating authorities. Also on the Board, in the capacity of 'critical friend' will be an external local authority ICT expert (agreed by the partner authorities) to ensure that external challenge is brought to the service in order to maintain best practice and innovation.
- The service will produce an annual Business Plan which will be available for consideration through the overview and scrutiny arrangements in each participating authority.

## 8.0 Key Challenges for the current ICT services

8.1 The key challenges for the current ICT services include:

- **Making savings:** ICT needs to make savings to contribute to the Council's efficiencies savings.
- **ICT Modernisation:** ICT services must continue to modernise throughout the plan period – investing for the future.
- **Recruitment:** Due to location in the country, recruiting skilled ICT staff is difficult. The local Research & Development business sector provides significant competition in the challenge to attract and retain highly skilled staff.

## 9.0 Sharing Costs and Financial Benefits

9.1 Details of combined expenditure for all three Council's ICT teams are as follows:

### Financial Summary

Budget category	Year 0 2015/16 (*)	Year 1 2016/17	Year 2 2017/18	Year 3 2018/19	Year 4 2019/20	Year 5 2020/21
Capital	£-	£-	£-	£-	£-	£-
Staff costs	£1,343,662	£2,741,070	£2,795,891	£2,851,809	£2,908,845	£2,967,022
Other costs	£-	£3,173,823	£3,237,299	£3,302,045	£3,368,086	£3,435,448
Charges	£-	£-	£-	£-	£-	£-
<b>Total Costs (net of CCC/Northgate contract)</b>	<b>£1,343,662</b>	<b>£5,914,893</b>	<b>£6,033,191</b>	<b>£6,153,854</b>	<b>£6,276,931</b>	<b>£6,402,470</b>
less savings @ 15% from year 1 onwards	£-	£887,234	£904,979	£923,078	£941,540	£960,371
<b>Net Costs with 15% savings applied</b>	<b>£1,343,662</b>	<b>£5,027,659</b>	<b>£5,128,212</b>	<b>£5,230,776</b>	<b>£5,335,392</b>	<b>£5,442,100</b>
CCC / Northgate Contract costs (**)	£339,340	£678,680	£678,680	£678,680	£678,680	£678,680
<b>Grand Totals</b>	<b>£1,683,002</b>	<b>£5,706,339</b>	<b>£5,806,892</b>	<b>£5,909,456</b>	<b>£6,014,072</b>	<b>£6,120,780</b>

(\*) Year 0 figures are for the six month period from October 2015 to Mar 2016. Year 0 figures assume savings already taken from Partners prior to baseline budget setting

(\*\*) Table shows total ICT costs, including those within the current CCC/Northgate contract. No forecast savings are shown on CCC/Northgate as this is fixed price contract

### Proposed Apportionment of Partner Contributions

Apportionment of Costs	Year 0 2015/16	Year 1 2016/17	Year 2 2017/18	Year 3 2018/19	Year 4 2019/20	Year 5 2020/21
Cambridge City Council	32.7%	41.0%	41.0%	41.0%	41.0%	41.0%
Huntingdonshire District Council	38.4%	35.7%	35.7%	35.7%	35.7%	35.7%
South Cambridgeshire DC	28.9%	23.3%	23.3%	23.3%	23.3%	23.3%
<b>Grand Totals</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Cost of ICT Shared Service by Partner\*\*\***

ICT Shared Service costs per partner	Year 0** 2015/16	Year 1 2016/17	Year 2 2017/18	Year 3 2018/19	Year 4 2019/20	Year 5 2020/21
Cambridge City Council (incl. CCC/Northgate)	£778,960	£2,740,006	£2,781,232	£2,823,283	£2,866,175	£2,909,925
Huntingdonshire District Council	£515,697	£1,796,334	£1,832,261	£1,868,906	£1,906,284	£1,944,410
South Cambridgeshire DC	£388,345	£1,169,999	£1,193,399	£1,217,267	£1,241,612	£1,266,445
<b>Grand Totals</b>	<b>£1,683,002</b>	<b>£5,706,339</b>	<b>£5,806,892</b>	<b>£5,909,456</b>	<b>£6,014,072</b>	<b>£6,120,780</b>

(\*\*\*) Note: in Year 0, only staff costs are shown (with the exception of the Cambridge City Council Northgate cost which are included), because non-staff costs will continue to be managed by the Councils for the remainder of the financial year. Non-staff costs will be managed by the ICT Shared Service from the beginning of 2016/17

**Savings from ICT Shared Service by Partner**

ICT Shared Service savings per partner	Year 0 2015/16	Year 1 2016/17	Year 2 2017/18	Year 3 2018/19	Year 4 2019/20	Year 5 2020/21
Total Savings in Yr vs. 15/16 baseline	£-	£887,234	£904,979	£923,078	£941,540	£960,371
Cambridge City Council	£-	£363,763	£371,039	£378,459	£386,029	£393,749
Huntingdonshire District Council	£-	£317,000	£323,340	£329,807	£336,403	£343,131
South Cambridgeshire DC	£-	£206,470	£210,600	£214,812	£219,108	£223,490
<b>Grand Totals</b>	<b>£-</b>	<b>£887,234</b>	<b>£904,979</b>	<b>£923,078</b>	<b>£941,540</b>	<b>£960,371</b>
<i>Cumulative Total Saving</i>	<i>£-</i>	<i>£887,234</i>	<i>£1,792,212</i>	<i>£2,715,291</i>	<i>£3,656,830</i>	<i>£4,617,201</i>

9.2 Funding of the Service is proposed for the first two years of operation to be provided by each Council putting in its already budgeted amount for ICT spend for 2015/16. The savings figures for ICT Services already agreed by each Council for year 2015/16 have already been removed from the budget figures.

9.3 There will be proportionate cost sharing & savings throughout the life of the ICT Shared Service.

9.4 There will also be a similar proportionate cost sharing arrangement for set-up costs of the new service, net of any TCA contribution.

9.5 Our financial model is projecting year 1 savings across the ICT Shared Service amounting to £0.887 million in total relative to the 2015/16 baseline. This figure will be reviewed after the proposed new



staffing structure is developed and once the technology roadmap has been completed.

## 10.0 Business Case

- 10.1 **ICT Service alone** - By combining the three ICT services into a single unit providing ICT services to the three councils there is opportunity for cost savings and service efficiencies.
- Combining current contracts for the same type of service - e.g.
    - Support contracts for planning system etc.
    - Support contract for email and security etc.
  - Opportunity to reduce disaster recovery costs through mutual assurance
  - Reducing head count in the delivery of the Service
  - Reduced licence counts for software e.g. VMWare licences, MS SQL,
  - De-duplication of ICT administrative processes - such as purchase order process, contract reporting
  - Combined procurement values will be higher, so may be able to gain reduced pricing for bulk buying.
- 10.2 **Project “Rolling Business Case”** - Each project that will look to produce savings from the shared ICT Service will have its own detailed business case. For example any decision to converge on a single system or platform such as a planning system, security system or finance system will be fully costed on its own merits. By using this process, projects as a result of the shared service must show benefit to the three Councils. For each project the costs and benefits will be clarified and apportioned in line with the agreed cost and profit sharing model. Following completion of each project the costs of operation of the service will be adjusted taking into account the allocation of costs and benefits.
- 10.3 **ICT as an Enabling Service** - By combining the three ICT services into a single unit the receiving services will benefit enormously through improved customer service. The knock on effect of this can result in a real improvement in their service delivery.
- Improved customer service – access to a more comprehensive ICT service should result in a better and a more responsive service to officers and members.

- The receiving service in turn will be able to provide a better more efficient service to their customers if they are receiving a faster response to incidents and requests from ICT
- With ICT having greater access to skills and resources, changes the services require in ICT, to improve their service, will be delivered more efficiently and effectively.
- Improvement in ICT service delivery will mean ICT are spending less time in “break / fix” mode and far more in customer facing project delivery, and transformation change mode. With services having their IT related projects delivered better, their service in turn will also improve.
- In the 21st century ICT underpins the delivery of council services. With a shared ICT service, the door to greater shared services across the partners is much wider.

#### 10.4 **Benefits/Outcomes**

- An ICT service that has the capability and capacity to meet the future demands of the Councils
- Greater efficiency and reduced duplication in ICT Services
- Better access to and sharing of information for performance management and benchmarking
- Increased customer self-service for straightforward interactions
- Continuity and resilience of service
- Raising quality and adding value to existing services
- Securing cost savings and sustainable efficiencies
- Releasing staff time for more customer facing activities
- Improving system scalability
- Ensuring improved and more up-to-date systems
- Ability to offer otherwise unsustainable services
- Levering transformation

## **11.0 Analysis of Key Risks and issues for transition to the Shared Service**

- 11.1 It is believed that the risks arising out of this proposal are not high and are easily outweighed by the benefits. However, a detailed risk register will be developed as part of the creation of the new service, to cover the risks already identified and any others arising.

## **12.0 Implementation**

See Appendix 1 for high level implementation timeline.

## Appendix 1 - Timeline for Implementation

