- Better for Residents, Better for Communities -

Final Document (3 June 2008)

Programme Initiation Document (PID)

Contents

No.	Section	Page
1.	Introduction	2
2.	Vision of Enhanced Two-Tier Working in Somerset and Desired Outcomes	3
3.	Pioneer Somerset – Aim and Scope of the Programme	4
4.	Pioneer Somerset Action Plan	5
5.	Programme Delivery Arrangements	23
6.	Summary of Funding Requirements	26
7.	Accountable Body	27
8.	<u>Appendices</u> : A – Risk Log B – Communications Statement C – Somerset Local Area Agreement Summary	28

1. Introduction

- 1.1 Local authorities in Somerset are committed to working together to radically transform and enhance the system of two-tier local government across the County. Principal local authority partners are:
 - Mendip District Council
 - Sedgemoor District Council
 - Somerset County Council
 - South Somerset District Council
 - Taunton Deane Borough Council
 - West Somerset District Council
- 1.2 This Programme Initiation Document (PID) sets out the vision and aspirations of Somerset's local authorities, and the outcomes they would ultimately like to see delivered through an enhanced system of two tier local government. Remaining sections of the PID (3-5) concentrate on the Pioneer Somerset Programme, establishing:
 - The overall aims of the Programme
 - A high level action plan
 - Programme delivery arrangements
- 1.3 Final sections summarise the funding requirement from LIFT SW and identify the accountable body and other lead contacts for the Programme.
- 1.4 Throughout this PID, reference is made to 'two-tier' working. Much of the work of the Programme and its delivery will be carried out by county and district tiers of local government in Somerset (principal authorities). The county and district councils recognise the importance of working with parish and town councils in making improvements to local government, and the service devolution and community engagement work streams will be particularly important in this regard. References to 'two tier working' may also be read interchangeably, for practical purposes, as 'multi-tier' working.
- 1.5 It should be noted that the Pioneer programme does not make assumptions about the future and how the individual authorities should or will work together. The Pioneer Programme is designed to establish what may be required, what the most positive options are and the means by which these can be implemented if approved.

2. Vision of Enhanced Two-Tier Working in Somerset

Leaders and Chief Executives of all Somerset councils have agreed the following Vision and Supporting Principles:

Vision

By 2013, the county and 5 district councils of Somerset will be working in a seamless and fully integrated way, delivering services of consistently high quality, generating substantial efficiency savings and making life better for our residents and diverse communities.

We will be recognised as a National leader, innovator and pioneer in enhanced multi-tier working.

Supporting Principles

- To work together effectively
- To reduce costs
- To increase value for money
- To establish joint governance arrangements when working in partnership
- To devolve service delivery to the most appropriate level

An overall statement that local government in Somerset need to be "better for residents and better for communities" was also developed by council leaders.

The following outcomes have been agreed by leaders and chief executives. These outcomes are challenging, and set out clearly the benefits to be realised from enhanced two-tier working in Somerset. The 'base year' for these outcomes will be 2006/07, unless specified otherwise.

Outcome 1 – Efficiency

To achieve annual revenue savings arising from enhanced two-tier working of £20m, by 2012/13 (Base year: 2007/08).

Outcome 2 - Customer satisfaction

For every principal local authority in Somerset to achieve levels of overall resident satisfaction in the National top quartile, by 2013.

Outcome 3 – Reputation and Partnership Working

To achieve a marked improvement in the perception, reputation and recognition of Somerset and each of its local authorities, including positive direction of travel and use of resources ratings in the new Comprehensive Area Assessment of level 3 or above, by 2013.

- Achievement of all outcomes has been timed to coincide with the end of the Pioneer Somerset programme (2013).
- Interim targets for each of the above outcomes will be established early in the programme, alongside detailed and robust performance tracking and reporting procedures.
- Clearly, significant progress has already been made in the development of the above vision, principles and desired outcomes. What is now required is a comprehensive action plan, owned by all Somerset authorities, to bring alive the vision of enhanced two-tier working in Somerset and set authorities on the path to achieving the desired outcomes. This is the challenge that the Pioneer Somerset Programme is designed to meet.

3. Pioneer Somerset – Aim and Scope of the Programme

- 3.1 The Pioneer Somerset Programme will bring about new approaches to two-tier working that are truly pioneering in their design, delivery and in the positive outcomes they will bring for Somerset's residents and communities.
- 3.2 Pioneer Somerset will be a five year programme, starting in April 2008 and finishing at the end of March 2013. The programme will be divided into two phases:
 - Phase 1 Development (year 1)
 - Phase 2 Implementation (years 2-5)
- 3.3 The aim of phase 1 of the programme is to:

Deliver (by end November 2008) a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.

The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID.

A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate

- 3.4 The programme will be outward looking, learning from best practice in other twotier areas, as well as sharing successes and learning points more widely in local government, for example through presentation of case study information at regional and national events and conferences.
- 3.5 This PID is concerned with phase 1 of the Pioneer Somerset. Sign-off of the comprehensive action plan by all authorities will trigger the beginning of phase 2 implementation.

3.6 Leaders and senior managers of all Somerset local authorities have considered the areas that need to be within the scope of the Pioneer Somerset Programme. The nine areas within the scope of the programme, organised into three main groupings, will be as follows:

POLICY

- Strategic Leadership (political)
- Strategic Leadership (managerial)

PLACE/LOCALITY

- Enhanced Strategic Partnership Working (LSPs)
- Community engagement and empowerment
- Service Devolution

SHARED SERVICES

- Workforce Development
- Customer Access to Services
- Sector Led Support
- Shared Services
- 3.7 Each of the above nine areas will become identified work streams of the Pioneer Somerset Programme. Conclusions from each work stream will be drawn together into the comprehensive action plan delivered at the end of phase 1 of the programme (November 2008).
- 3.7 The next section sets out a more detailed action plan for phase 1 of the Pioneer Somerset Programme. The action plan was developed jointly by directors from each Somerset local authority, with input at key stages from the Pioneer Somerset Board and individual management teams.

4. Pioneer Somerset Action Plan

- 4.1 All action plans in this PID relate to phase1 of the Pioneer Somerset Programme and will take the vision, supporting principles and desired outcomes (section 2) as a common reference point.
- 4.2 Action planning will follow a consistent sequence of five key stages under each work stream, as set out in (i) (v) below. This sequence will be complemented by the detailed action plans in the remainder of this section of the PID (pages 7 20):

i.) Develop options appraisal methodology (completed by May 2008)

• To develop and agree a clear set of criteria to evaluate options that will be generated through the Pioneer Somerset Programme. Evaluation criteria for each work stream will be based on the vision, desired outcomes and

benefits agreed by leaders and sharpened up at the beginning of the programme. Potential for delivering Local Area Agreement (LAA) outcomes will also form an important part of the evaluation criteria.

ii.) Review (completed by end June 2008)

- To research examples of best practice in other two tier areas, regionally and nationally.
- To draw conclusions based on analysis of research findings and publish these in a format that will be most accessible and appropriate to the work stream concerned.
- To gather baseline evidence and information from all six authorities in relation to each work stream.
- To establish the current performance benchmark on all outcomes, using 2006/07 as the base year.
- To develop a robust performance monitoring system to measure progress against all outcomes.
- All actions in the review stage will be targeted at areas most relevant to the delivery of agreed outcomes (section 2).

iii.) Generating options (completed by end August 2008)

- To generate options for each work stream to deliver the agreed vision and desired outcomes for enhanced two-tier working, based on evidence gathered in (ii).
- To identify potential opportunities and barriers to all options, through dialogue with key staff and elected members.

iv.) Evaluation of options (completed by end October 2008)

• To evaluate options generated in (iii) against agreed criteria, though a designed process involving the Pioneer Somerset Board and Executive members and senior managers from each council.

v.) Conclusion (by end November 2008)

 To draw together all of the work carried out in (i) – (iv) into a comprehensive action plan for consideration by the Pioneer Somerset Board and each individual council.

- The action plan will clearly establish the measures that will need to be undertaken to deliver the agreed vision, supporting principles and outcomes set out in section 2 of this PID. A series of further Project Initiation Documents will be appended to the action plan, with further bids for LIFT funding as appropriate.
- Completion of this stage will mark the end of phase 1 of the Pioneer Somerset Programme.
- Sign-off of the comprehensive action plan by all authorities will trigger the beginning of phase 2 implementation.
- 4.3 Risks to delivery of the programme will be identified and managed at every stage.

GROUP: Policy				
WORK STREAM: Strategic Lo	eadership (Political)			
CHIEF EXECUTIVE SPONSOF	R: To be confirmed			
PROJECT OFFICER: To be c	onfirmed			
LIFT SW THEMES: (i) Public	services are better (ii) members have raised their game			
RELATED LAA NATIONAL IN	DICATORS (see Appendix C): Relates to all LAA outcomes and indicators			
Link to Outcomes (in section 2.3)		Link to Leaders' working principles		
This work stream provides the foundation for delivering all 3 outcomes in section 2.3 (efficiency, customer satisfaction and reputation).	 Year 1 Clearly articulated and agreed action plan for delivering the Vision for enhanced two-tier working in Somerset, owned and understood (Nov 08). Scrutiny to be focused initially on the delivery of the Sustainable Community Strategy and preparations for the Comprehensive Area Assessment. Joint scrutiny reviews to be based on agreement between the council's scrutiny membership and the participating councils, including where topics relate to shared or jointly commissioned services. (milestone relates to years 1-5). Pioneer Somerset Board formally constituted and linked to each council's own constitution (Nov 08). Year 3 New political leadership structures in place across all authorities. 	 To work together effectively To establish joint governance arrangements when working in partnership 		

Year 5 Formal links to non local authority partners lea	Idershi	p structures in	
place.			
Actions (phase 1 of programme only, complementing the sequence shown in section 4.2)	Dea	dline	Cost (approx)
 Identify current political management arrangements in each Somerset authority. Review similarities and differences. 	•	End May 2008	Expenditure to encompass the following areas
• Establish costs of current approach to political leadership in Somerset, following agreement of a common method for identifying costs.	•	End May 2008	outlined in more detail in section 6):
• Hold first independently facilitated joint event for all leaders and executive councillors across Somerset to: (i) build greater ownership of the vision for enhanced two-tier working; (ii) to identify potential barriers and opportunities to achieving this vision, with a particular focus on joining up political leadership; (iii) build towards consensus of what joined up political leadership will look like in practice.	•	June 2008	Independent expert facilitation for events and 1-1 work with individual council executives over the period April-November 2008.
 Hold second independently facilitated joint event for executive councillors to: (i) generate wider awareness and understanding of emerging options developed through the Pioneer Somerset programme; (ii) work towards consensus of which options will best deliver the agreed vision and outcomes. 	•	October 2008	Venue hire and refreshments Programme office costs (ie staff, accommodation).

GROUP: Policy		
WORK STREAM: Strategic Lo	eadership (Managerial)	
CHIEF EXECUTIVE SPONSOF	R: To be confirmed	
PROJECT OFFICER: To be c	onfirmed	
LIFT SW THEME: Public serv	rices are better	
RELATED LAA NATIONAL IN	DICATORS (see Appendix C): Relates to all LAA outcomes and indicator	
Link to Outcomes (in section 2.3)	Programme Milestones	Link to Leaders' working principles
This work stream provides the foundation for delivering all 3 outcomes in section 2.3 (efficiency, customer satisfaction and reputation).	 Year 1 Joined up senior management arrangements proposed, linked to phased programme of shared service delivery (see page 19). Nov 08. Protocol agreed for inter-authority working and joint strategy development (Nov. 08). Year 3 	 To work together effectively To establish joint governance arrangements when working in partnership
	 Agreed senior management arrangements implemented. Inter-authority working embedded (culture). Stronger inter-agency management arrangements (eg joint commissions). Joined up strategies across tier the norm, with scope for local tailoring/actions. 	

Actions (phase 1 of programme only, complementing the sequence shown in section 4.2)	Deadline	Cost (approx)
Identify current senior management arrangements in each authority. Review similarities and differences.	• End May 2008	Expenditure to encompass the following areas
• Establish costs of current senior management arrangements in Somerset, following agreement of a common method for identifying costs.	• End May 2008	outlined in more detail in section 6):
• Hold independently facilitated event for Chief Executives to: (i) review information and evidence gathered through the programme to date; (iii) build towards consensus of what joined up managerial leadership will look like in practice.	Early June 2008	Independent expert facilitation for events and 1-1 work with individual council executives over the
• Hold conference event for senior managers across all Somerset councils to: (i) generate wider awareness and ownership of vision for local government; (ii) identify barriers and opportunities to delivering that Vision (iii) enable managers from every authority to shape the development of options within Pioneer Somerset Programme.	• July 2008	period April-November 2008. Venue hire and refreshments
• Further independently facilitated event for Chief Executives to shape options emerging from the Pioneer Somerset Programme.	October 2008	Programme office costs (ie staff, accommodation).

GROUP: Place/Locality			
WORK STREAM: Enhanced	Strategic Partnership Working		
CHIEF EXECUTIVE SPONSOF	R: To be confirmed		
PROJECT OFFICER: To be c	onfirmed		
LIFT SW THEMES: (i) Public	services are better (ii) Members have raised their \mathfrak{g}	Jame	
	DICATORS (see Appendix C): Relates to all LAA or	utcomes and indicators	
Link to Outcomes (in section 2.3)	Programme Milestones		Link to Leaders' working principles
Outcome 2: Customer Satisfaction Outcome 3: Reputation	 Year 1 Agreed approach for streamlining and greater across Somerset, to meet the demands of Complex Assessment and delivery of the Local Area Agreet Agreed approach for streamlining sustainable (Nov 08). Agreed approach for measuring LAA/Commune (Nov 08). 	rehensive Area ement (Nov 08) community strategies	 To work together effectively To maximise value for money To establish joint governance arrangements when working in partnership
Actions (phase 1 of programme only, comp	Dementing the sequence shown in section 4.2)	Deadline	Cost (approx.)
Review current LSP me	mbership, support needs, role and governance omerset, in light of current guidance (eg place	End June 2008	Programme office costs (ie staff, accommodation) as

shaping) and new drivers including LAA and CAA.		outlined in sections 6.
 Identify opportunities and barriers for streamlining and rationalising the network of LSPs across Somerset. 	End August 2008	

GROUP: Place/Locality			
WORK STREAM: Community	engagement and empowerment		
CHIEF EXECUTIVE SPONSO	R: To be confirmed		
PROJECT OFFICER: To be co	onfirmed		
LIFT SW THEME: Public serv	rices are better		
RELATED LAA NATIONAL IN	DICATORS (see Appendix C): NI1, NI4, NI6		
Link to Outcomes (in section 2.3)			Link to Leaders' working principles
Outcome 2: Customer Satisfaction Outcome 3: Reputation	 Year 1 Single, county wide approach to consultation a with scope for local delivery mechanisms as approach to community engagement and emp district level agreed (Nov 08) Year 3 Sub district approach to community engagement Somerset 	opriate (Nov 08) oowerment at sub	 To work together effectively To reduce costs To maximise value for money To establish joint governance arrangements when working in partnership
Actions (phase 1 of programme only, com	Dementing the sequence shown in section 4.2)	Deadline	Cost
	quence shown in 4.2. Community engagement review	As shown in 4.2	Programme office

work co-ordinated by SSDC and SCC will form a major part of this work stream.	costs (staff,
	accommodation) as
	outlined in sections 6.

GROUP: Place/Locality			
WORK STREAM: Service De	volution		
CHIEF EXECUTIVE SPONSO	R: To be confirmed		
PROJECT OFFICER: To be co	onfirmed		
LIFT SW THEME: (i) Public s	ervices are better (ii) Providing efficient services		
	DICATORS (see Appendix C): NI4, NI179		· · · · · · · ·
Link to Outcomes (in section 2.3)	Programme Milestones		Link to Leaders' working principles
Outcome 1: Efficiency	Year 1		To work together effectively
Outcome 2: Customer Satisfaction	Early opportunities and options for service devolution identified and reviewed (Oct 08)		 To reduce costs To maximise value for money
Outcome 3:	Year 3		 To devolve service delivery to
Reputation	Devolution of services implemented in all priority areas	5	the most appropriate level
Actions (phase 1 of programme only, com	Dementing the sequence shown in section 4.2)	Deadline	Cost
Audit of all services curres Somerset.	rently devolved to town and parish councils across	End June 2008	Programme office costs (ie staff, accommodation) as
All emerging devolution	options costed and evaluated	End October 2008	outlined in sections 6.

GROUP: Shared services			
WORK STREAM: Workforce	development		
CHIEF EXECUTIVE SPONSO	R: To be confirmed		
PROJECT OFFICER: To be c	onfirmed		
LIFT SW THEME: (i) Public s	services are better (ii) Providing efficient services		
RELATED LAA NATIONAL IN	NDICATORS (see Appendix C): Relates to all LAA	outcomes and indicators	
Link to Outcomes (section 2.3)	Programme Milestones		Link to Leaders' working principles
Outcome 1: Efficiency Outcome 2: Customer Satisfaction Outcome 7: Reputation	 Year 1 Current workforce development gaps and needs identified across all authorities Secondment opportunities across Somerset identified 'quick wins' in place in priority service areas. Single approach and strategy for succession planning and redeployment in place across Somerset Year 3 		 To work together effectively To reduce costs wherever possible To maximise value for money wherever possible
	County-wide workforce development strategy	y embedded	
Actions (phase 1 of programme only, com	plementing the sequence shown in section 4.2)	Deadline	Cost
	quence shown in 4.2. LIFT sponsored workforce SCC will form a major part of this work stream.	End November 2008	Programme activity will complement LIFT funded workforce development initiative already under way in Somerset.

GROUP: S	Shared serv	vices
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WORK STREAM: Customer Access

CHIEF EXECUTIVE SPONSOR: To be confirmed

PROJECT OFFICER: To be confirmed

LIFT SW THEME: (i) Public services are better (ii) Providing efficient services

Link to Outcomes (section 2.3)	Programme Milestones	Link to Leaders' working principles		
Outcome 1: Efficiency Outcome 4: Customer satisfaction Outcome 3	 Year 1 Single customer access strategy in place – inc standards for all customers (Nov 08). Pilot(s) of joined up approaches to customer a inform strategy development and implementation (Nov 08). 	 To work together effectively To reduce costs wherever possible To maximise value for money wherever possible 		
Reputation	Year 3			
Actions (phase 1 of programme only, con	plementing the sequence shown in section 4.2)	Deadline	Cost	

RELATED LAA NATIONAL INDICATORS (see Appendix C): NI 4, NI 24, NI 179

Pioneer Somerset

•	Review current customer access strategies across the six principal authorities, with a view to having one consistent approach.	End June 2008	Programme office costs (ie staff,
			accommodation) as
			outlined in sections 6.

GROUP: Shared Services

WORK STREAM: Sector led support

CHIEF EXECUTIVE SPONSOR: To be confirmed

PROJECT OFFICER: To be confirmed

LIFT SW THEME: (i) Public services are better (ii) Providing efficient services

RELATED LAA NATIONAL INDICATORS (see Appendix C): NI 179

Link to Outcomes (section 2.3)	Programme Milestones			Link to Leaders' working principles		
Outcome 1: Efficiency Outcome 2: Customer satisfaction Outcome 3: Reputation	Year 1 • Year 3 •	Early opportunities for mutual aid identified and quick wins implemented (Nov 08). Mutual aid arrangements embedded across all six principal authorities.			 To work together effectively To reduce costs wherever possible To maximise value for money wherever possible 	
Actions (phase 1 of programme only, cor	nplementing th	e sequence shown in section X)	Deadlin	e	Cost	
Identify current areas of /requested by each author	of weakness a ity.	and areas where support is needed mutual aid arrangements exist.	•	End June 2008	Programme office costs (ie staff, accommodation) as outlined in sections 6.	

 Review best practice and guidance in approaches to mutual aid Identify barriers and opportunities for mutual aid in Somerset 	•	End June 2008 End June 2008	Programme activity will complement LIFT funded improvement work already under way in certain parts of County.
	•	August 2008	

GROUP: Shared services

WORK STREAM: Shared services

CHIEF EXECUTIVE SPONSOR: To be confirmed

PROJECT OFFICER: To be confirmed

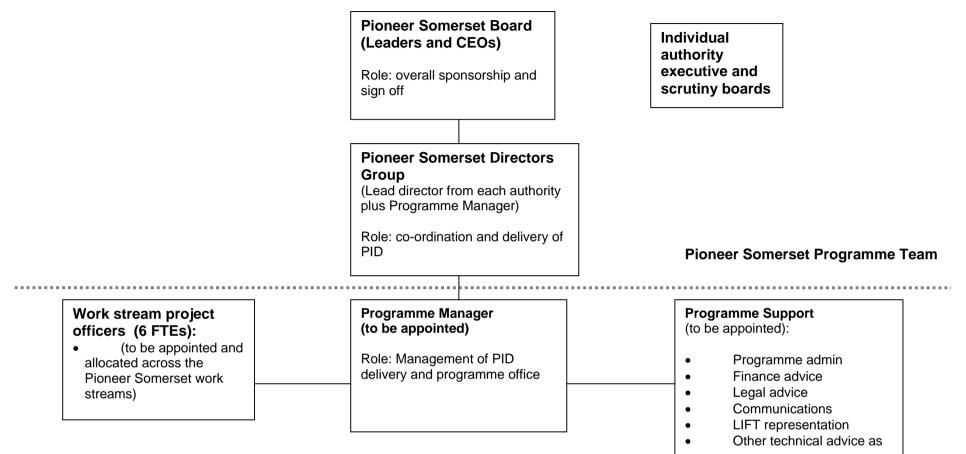
LIFT SW THEME: (i) Public services are better (ii) Providing efficient services

Link to Outcomes	Programme Milestones	Link to Leaders' working principles
Outcome 1: Efficiency Outcome 4: Customer satisfaction Outcome 7: Reputation	 Year 1 Agreement of phased programme of shared service delivery (Nov 08) Agreement of preferred service delivery options as part of phase 1 (Nov 08) 'Quick wins' identified and implemented (Nov 08) Year 3 District-district shared service options implemented County-district shared service options – started to deliver. 	 To work together effectively To reduce costs To maximise value for money To establish joint governance arrangements when working in partnership

Pioneer Somerset

	 Year 5 On target for efficiency savings outcome 		
Actions (phase 1 of programme only, com	plementing the sequence shown in section X)	Deadline	Cost
15 February 2008:	proved at the Somerset Chief Executives' meeting of	Frid March	Programme office costs (ie staff, accommodation) as
 Somerset Finance Offic Categorise services into Joint workshop with Pio identify 'sore thumbs'; id 	service costs across all authorities in agreed format. ers to review figures for consistency and comparability o three 'blocks': district only, county only and 2-tier. neer Somerset Directors Group to: share categories; dentify savings opportunities within each of the three	 End March 2008 Early April 2008 Early April 2008 Mid April 2008 	outlined in sections 6.
 categories. Report to CEOs – outlin categories. 	ing the addressable budgets across the three	Late April 2008	
Determine phased prog savings opportunities ac will become a work stre- shared service projects	ramme of shared service delivery, based on the cross the three categories. Each shared service area am, with delivery options generated for each. Current and investigations will feed in to the phased	August 2008	
Sign off of 'phase 1' sha	rvice options identified in phase 1. ared service favoured options by Pioneer Somerset ehensive action plan referred to in 3.3.	October 2008November 2008	

5. Pioneer Somerset Programme Delivery Arrangements (Year 1)



- 5.1 The Pioneer Somerset Programme Team will be established following agreement of this PID, and fully staffed by the end of May 2008.
- 5.2 Identified Chief Executives will act as sponsors for each identified work stream and will have a County wide role in this respect.
- 5.3 A nominated director from each authority will oversee the delivery of the Pioneer Somerset Programme and all work streams within their own organisation. Directors will meet regularly to co-ordinate progress across Somerset, supported by a dedicated Programme Manager.
- 5.4 The Programme Manager and team will be accommodated together in one location.
- 5.5 The programme team will include representation from outside Somerset, provided through LIFT, bringing independent challenge and support throughout year 1
- 5.6 A diagrammatic representation of Items 5.2 5.4 are shown overleaf.

Programme Manager	Mendip DC	Sedgemoor DC	Somerset CC	South Somerset DC	Taunton Deane BC	West Somerset DC
Strategic Leadership (2			-+			
work streams: political and	Discolaria	Discotoryland	Disectoria	Director land	Discontraction	Discologia
managerial) (CEO sponsor and Proj Officer)	Director lead across all					
(CEO sponsor and Proj Onicer)	work streams	work streams	work streams	work	work	work
				streams	streams	streams
Strategic Partnerships			-+			-+
(CEO Sponsor and Project Officer)						
Community engagement					+	-+
(CEO sponsor and project officer						
Devolution						
Workforce development $+-$			-+			-+
Customer Access		-+		+	++	
Shared Services	+			-++		
Sector lod support						
Sector-led support						

6. Summary of Funding Requirements

6.1 The funding requirements for year 1 of the Pioneer Somerset programme are referred to in the action plan (section 4) and summarised as follows:

Funding Area	Amount (£'000s)
From LIFT SW:	
Programme Manager (x1)	75
Programme team accommodation and running costs	10
Pioneer Somerset conferences and events (including venue hire and refreshments)	20
Independent expert facilitation for members and senior officers and events	70
Expert advice and technical support (eg legal, finance, procurement)	40
40% contribution towards cost of 6 Project Officers	96
Sub Total	311
From councils' own resources: (LIFT funding may be sought for back-fill of posts in some circumstances))
Programme administrative support	30
Travel and subsistence	10
8 days per month approx director commitment	288
2 days per month approx CEO commitment	108
60% contribution towards cost of 6 project officers	154
Sub Total	590
GRAND TOTAL	901

6.2 Each authority will also nominate contact officers to assist with legal, financial, HR and procurement issues arising during the course of the programme.

Pioneer Somerset

7. Accountable Body

The accountable body for this project will be Mendip District Council.

The contact officer at Mendip DC will be:

Stuart Brown Director of Finance and Resources

Lead contacts at other Somerset local authorities will be:

- Sedgemoor District Council Allison Griffin (Director)
- Somerset County Council Fiona Catcher (Head of Chief Executive's Office)
- South Somerset District Council Rina Singh (Assistant Chief Executive)
- Taunton Deane Borough Council Brendan Cleere (Director)
- West Somerset District Council Bruce Lang (Director)

Pioneer Somerset