Planning for change and delivering services 2019 – 2023
Tell us what you think
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Foreword

Edinburgh is one of Europe's great capital cities. With a successful economy, the city is of growing international significance and continues to embrace the jobs of today and the opportunities of tomorrow. Unemployment rates are low in both Scottish and UK terms, and our job market remains diverse and forward looking.

This city has always been about more than just economic success. Throughout the year people come here to experience our vibrant cultural scene. Those who live and work here also know what a special place Edinburgh is; 95% of residents think this city is a great place to live. We are proud of this success and will work hard to ensure it continues.

However, there is another side to this city. Today, one in five children in Edinburgh are growing up in poverty, high housing costs are a challenge for many low and middle-income households and the life expectancy in our wealthiest areas is 21 years higher than in the poorest parts of the city. The life chances of people across Edinburgh are still influenced too much by where they are born and not enough by their talent and ability.

Our population is also growing and changing. In 2021, it is forecast that the number of over 65s will overtake the number of under 18s. By 2023 there will be 4,000 more children in our schools than there are today and our total population will have increased by 23,000 people.

Alongside these challenges, the Council needs to make savings of at least £106 million over the next four years. This is in part due to a changing population, but also an increased demand on our services and inflationary pressures across the Council. Our income from taxation and our funding from Scottish Government, which has been impacted by Westminster policies, is not sufficient to deal with the pressures from rising demand on Council services. We need to start planning for change now, and to do this we need to look again at the types of services we provide and how we deliver them.

Our job, then, is to ensure that the city continues to thrive while managing our population growth and expansion in a way that means everyone can share in the benefits. Since 2017, we have already made steps towards this goal. To explore the prevalent inequality in pockets of the city, we recently announced a new Edinburgh Poverty Commission. The Commission will explore the causes of poverty locally and develop recommendations to make real and lasting change across the city. But the choices we make as a Council, in preparing our budget and providing quality services to our citizens, can also contribute to the aim of making real progress by increasing opportunities and reducing inequality.

As our city grows and changes, we have already started investing in the infrastructure needed to support this. For example, this year, through signing the £1.3 billion...
Edinburgh and South-East Scotland City Region Deal, £600 million of investment and commitment has been secured from Westminster and Holyrood with the balance of funding coming from regional partners. We must continue to invest while responding to the impact of climate change, in particular carbon emissions on our busy streets.

Over the next four years we have committed to invest £125 million in the city's roads, pavements, active travel and cycle paths, and to work with our partners to build 20,000 new affordable homes over the next ten years. This is one of the largest such building programmes in the UK. We are also delivering on funding we receive from the Scottish Government. This includes £7.5 million of annual funds for a Pupil Equity Fund (PEF) and a total of £161 million of additional funding to increase annual provision of early learning and childcare from 600 hours to 1,140 hours by April 2020.

But to achieve these aspirations and meet all our challenges head on, we need to be a modern Council focused on efficient and effective delivery of our public services. We cannot continue to do things the same way we always have. We need to change and improve.

Therefore, the Council is developing a new way of working. We are calling this our Change Strategy, and we believe this needs to be focused on three key objectives for the next four years. Firstly, we will intervene earlier to improve outcomes and prevent the need for expensive services later; secondly, we will ensure everyone benefits from the success of Edinburgh and thirdly, we will continue to deliver high-quality services people can rely on.

Above all else, this strategy has a specific commitment of keeping the people of Edinburgh at the heart of everything we do. We want services for our citizens to be designed with our citizens. We want to make use of new technology to create services tailored to the needs of our people. Services that can be accessed in a way and at a time when people need them most.

The development of this strategy will not happen overnight and cannot be achieved by the Council alone. The next four years will mark a different way of working and this engagement is the first important step in the process. The Council is due to receive its draft financial settlement from the Scottish Government in December 2018 and we will set a balanced budget as required by law for our next financial year in February 2019. Alongside the budget we will publish the Council's Change Strategy.

Before we do, we want to hear from as many people as possible on what your priorities should be and where there are opportunities to do things differently. In this document we set out some initial ideas about how we might respond to this challenge, but we want to hear your views this autumn before the budget is set in February next year. We need to get this right and want to work with you all to do so.
The financial challenge

We take our responsibility seriously to spend public money wisely and well. Since 2012 the Council has needed to deliver many changes to save over £240 million and keep expenditure and income in balance. We have re-organised our workforce, made better use of our office buildings and changed how we buy goods and services. These changes have ensured that the Council can continue to invest in the services the people of Edinburgh value most. However, neither the city nor the Council can stand still.

We will continue to review all our internal processes to identify where further efficiencies could be made but these alone will not be enough to address the scale of the financial challenge. The risks of not managing our finances are clear. The Accounts Commission has highlighted three Local Authorities elsewhere in Scotland that are in danger of running out of General Fund Reserves within the next three years.

What’s our annual budget?

Our budget for 2018/19 is almost £1 billion. This includes spending of over £430 million on Education and Children’s Social Services, £196 million on Adult Social Care through our role in the Integration Joint Board, £50 million on Environmental and Waste Services and £35 million on arts, culture, sports and lifelong learning.

What do we need to save?

The Council has always recognised the importance of financial sustainability and has balanced its budget every year for over a decade. However, along with many other areas of the public sector we are facing a challenging budgetary position. Based on rising costs, increased demand for our services and grant funding projections, we estimate that we will need to save at least £106 million over the next four years, with a £28 million saving needed in 2019/20.

Meeting this challenge will require us to make hard choices. This is why the Council needs to embrace a forward thinking and ambitious change strategy. Rather than making small annual reductions across all our services, that over time impact the quality of delivery, a longer term progressive plan for 2019/20 to 2022/23 is needed.

How do we propose to do this?

The Council knows it can be more efficient and effective by:

- working with our suppliers to reduce the cost of the things we buy
- continuing to harness the opportunities of digital technologies
- ensuring our buildings are fit for purpose and the size of our estate is monitored and
- perhaps most importantly of all, ensuring we have a capable, motivated and professional workforce.

Even if we were not facing the pressures described above we believe it is right to challenge the organisation to use public money in the most effective way.

However, it is not possible to address these wider financial pressures through improving and streamlining our operations alone. We will have to face some increasingly difficult choices. In this document we identify some initial areas where we think it is possible to find some financial savings. But we want to hear what you think, before making decisions and finalising proposals and budgets.

We want to hear your views on the priorities for the Council and how we could deliver services differently.
Our change objectives

Objective 1: prevention and early intervention

We want to support people to live healthier, more independent lives and ensure that help is coordinated as early as possible to achieve this. We want citizens to be actively involved in designing how their needs are met and for us to be able to respond quickly to immediate and changing needs.

There are, however, enduring challenges. Over 200 people are waiting in hospital for a package of care allowing them to return home and close to 2,000 households are still in temporary accommodation. Our aim is not just to eliminate these delays, but to actively improve the circumstances of the people behind the numbers.

In 2018/19 we have already committed to spending:

- £45 million on providing support to those who have become, or are at risk of becoming homeless
- £114 million on children and families who need care or additional support
- £196 million on supporting adult social care
- over £2 million on supporting people with drug and alcohol addiction.

The Council Change strategy is based on three key objectives:

1. investment is targeted on prevention and early intervention to reduce long-term reliance on our services and allow citizens to lead active, independent lives
2. that the growth of this city is sustainable and inclusive
3. we continue to deliver basic services to the high quality our citizens expect and deserve.

These issues are challenging and complex and will not all be achieved in the next four years, but the changes will set us on a new path that will ensure the opportunities for our children will be better than they are today. This begins with the proposals set out in this document but will continue to develop as we move forward.
Objective 2: sustainable and inclusive growth

Our population is growing and changing and we need to develop our infrastructure accordingly. We need to ensure that the benefits that investment brings are shared by everyone across the city.

Over the next four years we plan to invest:

- over £600 million in new council homes or refurbishing and upgrading existing homes
- nearly £200 million on school construction and refurbishment
- at least £125 million in the city's roads, pavements and cycle paths.

As part of this investment, we have the chance to create new, sustainable communities along the waterfront at Granton. We want to maintain our city centre's status as a World Heritage Site but we must also innovate to ensure it is one of the healthiest, most vibrant and well-connected city centres in the UK.

The proposals we are setting out are designed to support the wider growth of our city in a fair, sustainable and balanced way. It is important that we engage and work with local communities to make sure that everyone can benefit from the growth of our city.

“We need to grow the city for everyone and ensure that the benefits that investment brings are shared with everyone across the city.”
Our strategy is not only about the long-term. The people of Edinburgh expect access to high-quality services today. In a world of increasing pressures and constraints this means difficult choices about the services we provide and how we deliver them.

We can do this by embracing the opportunities that technology brings by putting communities and residents at the heart of what we do and by working closely with our partners within the public, private and voluntary sectors. This is already happening across a range of services. We have highlighted some below.

**Health and Social Care Partnership**

The Edinburgh Health and Social Care Partnership (EHSCP) was established in 2016. It brought together the Council and NHS Lothian to co-manage social care services. The Integration Joint Board (IJB) controls the overall budget for community health and social care and makes decisions regarding planning, resourcing and delivery by the EHSCP. Integration offers opportunities to organise community health and social care in a more co-ordinated way. The EHSCP is prioritising a shift towards a more active participation of service users and patients in the design and development of support and services, and with a renewed emphasis on prevention and early intervention opportunities.

**Homelessness**

With more focus on prevention and early intervention, the number of people experiencing homelessness, and in need of support from the Council, has fallen from almost 6,000 to 3,000 over the last few years.

Although the number of people requiring support has fallen, the pressure on our temporary accommodation services has never been greater. This is due to an acute shortage of affordable housing and challenging private renter sector conditions. In most cases people are homeless for more than a year before we can provide permanent or settled housing.

To understand and tackle the causes of homelessness in Edinburgh we set up the Homelessness Task Force in 2017. Recommendations from the Task Force have included a review of the use of bed and breakfast accommodation and exploring alternatives that meet the needs of individuals and families. We have learned lessons from elsewhere and are preparing to support vulnerable citizens through the transition to Universal Credit.

**Roads**

The Council looks after 1,511km (939 miles) of roads. The volume of traffic has increased in recent years, putting pressure on the road network’s condition. Whilst Edinburgh’s Road Condition Index (RCI) demonstrates that the standard of our roads is better than the Scottish average, they are still in need of improvement. To deal with this pressure and improve our road condition, the service has developed a Roads Improvement Plan, which is implementing changes to address issues affecting service performance. Work is progressing on the city centre West to East link which will connect many cycle and walking routes in the city’s western and northern suburbs to the city centre. As part of the Council’s commitment to improving cycling facilities and promoting active travel, we have also allocated 10% of our transport budget for 2018/19 to making cycling in our city easier and safer.

**Waste and cleansing**

Between 2014 and 2017 residents’ satisfaction with waste services and bin collections was amongst the lowest in Scotland. We made a lot of changes and, as a result, complaints are down from 10,437 in 2016/17 to 2,788 in 2017/18. Over the same period, missed bin collections have fallen from 47,700 to 38,000. Yet we want to pursue excellence in the service we deliver and aim to reduce these numbers even further.

In April 2017, we opened a new waste collection and street cleaning depot at Seafield. The new depot has significantly improved existing facilities and construction of a similar facility at Bankhead is underway.
Our options for change

Improving how we operate

We provide services that touch everyone’s lives, from bin collections, schools and community centres to the care for our elderly and vulnerable citizens. It is our job to provide these services in an efficient and effective way and deliver value for money. To do this we need to make the most of our buildings, assets, and our most important resource: our 18,000 employees.

Digital delivery
Increasing the number of services that customers can access and manage online can cut down on back office processing time and would result in services being delivered more quickly while reducing costs. Customers would have the ability to manage and request services 24/7 making us more aligned to public expectations of a modern organisation.

Council depots and sites
The Council has 19 depots around the city, from which we deliver services such as bin collection, road repairs and housing repairs. These depots are outdated and there is the potential to redevelop or dispose of six sites to provide improved facilities and working conditions for our staff as well as improving service delivery for citizens. The Council could perhaps sell the unused land to invest in service delivery.

Managing and maintaining vehicles
We have roughly 1,000 vehicles to help run our services. These bin lorries, vans, cars and minibuses are currently all maintained and repaired at a central site. By changing how we buy and rent vehicles and re-locating our vehicle maintenance staff to the depots where the vehicles are based, we can save on maintenance and fuel costs as well as reducing our carbon footprint. This means the vehicles we need to transport people and goods around the city will be fit for purpose and well maintained.

City operations and enforcements
The Council has a number of different systems that allow us to manage the public spaces and transport network in Edinburgh. These include our CCTV operations and Traffic Management Centre. Whilst these functions work well, we believe that investing further in them and integrating them into one single operation will allow us to manage the city better.

A City Operations Centre would allow us not only to react better to any incidents or travel disruption. Through greater use of sensor technology (for example our new street lighting sensors or litter/waste bin sensors), we can proactively resolve issues before residents have to report them to us.

In order to maximise the benefit of a City Operations Centre, we would seek to engage key partners to base their operations alongside our own (e.g. Police Scotland, Lothian Buses). This will allow us to manage the city as a whole and make the right decisions based on information and systems that we have traditionally managed separately.

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New ways of working
Our current approach to pay and reward was implemented in 2010. Since then we committed to adopting the Scottish Local Government Living Wage in January 2013. We are proud of this commitment to paying the Scottish Local Government Living Wage and to reflect this change our pay structures need to be updated to include it in our basic pay and not as a top up. To successfully deliver this, we need to consult our workforce about pay structure to respond to the changing demands on services. The Council remains committed to making no compulsory redundancies.

The services we deliver
We will look to review services which Local Authorities are not required to provide and whether it remains cost effective to do so. For example, we are one of only three councils in Scotland with an in-house scientific service and we propose to review its operation. We would like to explore how non-statutory services can be best delivered going forward and whether there are opportunities to work in partnership with other authorities or organisations to deliver these and generate income in doing so.

Managing our estate
The Council owns and manages a significant number of buildings and properties across the city. Our buildings range from schools, community centres and offices to museums, libraries, pubs and car parks. Over the next four years, we will ensure that the estate focuses on providing the services which matter most to the people of Edinburgh. Where there are opportunities to do so, we will bring services together, to make them more accessible to citizens through a “one stop shop” approach, by integrating and re-providing existing services in one location, along with our partner organisations, such as the NHS and Police, where possible.

Strategic review of parking
We recognise the increasing pressure of parking in residential streets. We will bring forward a new Parking Action Plan to address this in conjunction with proposals to deliver a workplace parking levy.

Internal efficiencies
Like all businesses, we pay business rates and energy costs and have to manage our borrowing carefully. Over the next four years, we will drive greater cost efficiencies, while ensuring we collect all the Council Tax due to us in an expanding city. We will also ensure we continue to achieve the best value from buying goods and services and management of our contracts.

Education
The school roll is evolving and expanding with the needs of a growing population and the Council is committed to delivering the right capacity and environment for learning while also considering the needs of local communities. We will continue to focus on ensuring all our children, especially our most vulnerable, receive the support they need to achieve their potential.

“We committed to adopting the Living Wage in January 2013.”
We will focus on improving wellbeing, increasing social inclusion and empowering individuals and their families to make informed choices and take greater control of their own lives. By providing the right services at the right time, we can help citizens to live healthy, independent lives with a reduced need to rely on Council-provided services.

Enhancing our support for those living in temporary accommodation

The Council provides temporary accommodation for families and individuals who are homeless. There are lots of things we already do to help individuals and families, but there is still more that we can do.

We propose to employ more officers to make sure that our temporary flats are available quicker to enable households to move on from less suitable forms of temporary accommodation. We propose to make sure that all temporary accommodation properties have the same gas and electricity supplier, by adopting the Scottish Government framework which will reduce household bills. We propose to provide more support for households experiencing homelessness to ensure they receive all the benefits to which they are entitled make it easier for people to maintain their tenancies when they move on to permanent, settled accommodation. This support will be especially important as the roll-out of Universal Credit progresses.

Supporting people to live well

Many long-term conditions and disabilities are of course not preventable, but there are many other instances where personal investment in wellbeing could prevent a problem getting worse. This includes supporting individuals to prioritise an improvement in their lifestyle, including healthy eating and the avoidance of harmful activity. The impact on individuals through lifestyle choices is obvious but there is also a highly significant impact on the demand for complex health and social care services. We would like to turn this around. To achieve this goal, we are asking citizens to work with us in designing opportunities to improve community health, as well as to consider how, as individuals, we could make some reasonable adjustments to contribute to our own wellbeing.

Giving people more control over things which affect them

We know our communities value the opportunity to make more choices and exert greater control over their lives. We also recognise that when additional support is needed, individuals often find that the care system is under strain with an increasing demand due to an ageing demographic. This extra demand represents a rising cost for the Integration Joint Board who are jointly funded by NHS Lothian and the City of Edinburgh Council. We propose to work more closely with our partners, to support individuals and communities to produce solutions together to address the growth in demand and expectation of our health service.

Helping our most vulnerable to feel part of a community and participate in society

We want all our citizens to feel part of a community. We propose to work closely with the third and independent sectors, the faith community and other formal and informal networks to find new ways to help make people feel part of their community. Many citizens feel that their circumstances have changed to the extent that they no longer have the potential to retain their independence. With approaches that help assist the resumption of a normal life, or as close to normal as possible, citizens can restore much of that which they felt they had lost. This could include working on rebuilding confidence and physical strength in older people to allow them to resume independent living and reduced dependency on formal care systems. We will be working with our key partners, to help citizens co-ordinate a network of opportunities in local communities which will contribute to reducing social isolation and in turn some of the causes of dependency on more formal care services.
Changing how we work with our partners

To deliver better outcomes more efficiently we must work more effectively across the public sector to join up delivery to provide higher quality services in areas of highest need that work for and with our communities.

Area based regeneration
As the city grows and develops we are looking to strengthen our focus on integrated placemaking and development. This will involve the establishment of integrated regeneration and development teams to support strategic growth areas such as Granton and West Edinburgh. This will streamline the Council’s approach to development and ensure greater collective working both internally and externally with all stakeholders including local communities.

Locally based services
In recent years we have moved many services into a “Locality” model, enabling services to be more responsive to local needs and strengthening the way that public services work together and with local people. We will review this approach to ensure that the services that are delivered through the “Locality” model are those that have the greatest impact on improving outcomes for local communities. This will mean continuing to deliver (and enhancing where possible) some services locally as well as considering which services would be more efficiently managed and delivered on a citywide basis.

Third party capacity building
The Council will look to review how we use grant funding to support multi-agency projects across the city. We must ensure that we are investing in the city’s future success and aligning our budgets with partners to deliver on our shared priorities. Community planning is about councils and public bodies like the police, the fire and rescue service and the NHS working with communities, businesses, charities and voluntary groups. Together they plan and deliver better services to improve the lives of local people.

Tourism and marketing reform
In 2015, Edinburgh’s thriving tourism sector delivered almost £1.5 billion to the city’s economy and as of November 2016, it employed 34,600 people. As a vital part of our economy, with visitor numbers growing each year, it is important that the Council plays a stronger role in the city’s tourism management, strategy and delivery. This will mean ensuring that we work more efficiently and effectively with stakeholders and partners to achieve the right outcomes for both residents and visitors. We want to encourage a dialogue about the best way of achieving these outcomes.

Shared procurement on waste disposal
We propose to pursue efficiencies with neighbouring local authorities through shared procurement of waste disposal contracts. This will start with sharing the operational costs for the Millerhill (Zero Waste) site but will progress into other opportunities as these arise. We would also look to develop other options for joint working with surrounding local authorities.
Making the most of our cultural and leisure assets

This city has a unique collection of cultural and leisure assets. There is a huge opportunity to maximise their impact and ensure their sustainability for future generations. This has the potential to reduce their subsidy but will mean that some services currently offered may change either in the way they are delivered, or who they are delivered by.

Maximising the potential of our cultural estate
Currently there are various sites for Council museums and galleries spread across the city with over 750,000 objects in our collection. This proposal would create new facilities where all of Edinburgh’s collections can be brought together to tell the historic and fascinating story of our city. In doing so, we would ensure that our cultural offering is fit for the future.

Preserving our parks and greenspaces
Our parks and greenspaces are vital green assets for the city. Some of our Parks and Greenspaces are used for commercial events from time to time, for which there is usually a small fee. We propose to examine the use of Parks and Greenspaces for events and look to ensure the fee charged matches the full cost to the service.

Ensuring everyone can live an active life
We propose to look again at the provision of sports facilities in Edinburgh. There are many different models we could adopt and we will look at best practice elsewhere to ensure we are delivering a high quality and cost-effective service.
**Increasing our income**

The Council had direct income streams worth £120 million last year. We want to ensure that, where appropriate, we are entrepreneurial in everything we do and believe there are a wide variety of opportunities across the Council to increase our income and diversify our funding streams.

**Transient Visitor Levy (TVL)**
Increasingly tourists come from all over the world to stay in Edinburgh and we need to make sure we continue to make this a great place to visit as well as ensuring we manage the impact of tourism such as cleaning our streets and collecting and recycling our waste.

Introducing a TVL would help us to invest in and ensure sustainable tourism moving forward. We estimate introducing a levy of £1 or 2% per person per night would raise over £11 million per year. This would be a direct charge to visitors to the city and has already been used in cities across Europe in countries such as Spain, Italy, France, Germany, and Greece. We will continue to make the case for the introduction of TVL working with partners and the Scottish Government.

**Work Place Parking Levy**
As part of our wider strategy to reduce emissions and congestion in the city centre we are developing options to enable us to levy a charge on larger-scale business car parking. This investment could then be used to ensure we are maximising our investment in sustainable public transport working in partnership with our stakeholders.

**Energy generation**
We propose moving the Council towards increased use and generation of sustainable energy. This could include investing in expanding electric vehicle charging networks, increasing the number of electric and hybrid vehicles in our fleet and installing solar panels on Council buildings to generate energy. The designing of new Council buildings could also consider the reduction of running costs through using energy generated on site.

**Recovery of all our costs, increasing our charges and statutory charges**
Council revenue could be increased by providing services in a different way or by recovering the cost of providing extra services. Proposals include recovering the full cost of providing services at commercial events, charging for processing pre-planning applications and applications that would result in roadworks or for expanding parking control zones into areas with known parking pressures.

**Increasing our revenue from advertising**
The Council will look to raise more money from advertising. This could include using digital formats at agreed locations in the city. Careful consideration would be given to the type, scale and location of adverts especially in historic areas of the city.

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* A Transient Visitor Levy (TVL) and Work Place Parking Levy both require enabling legislation to be enacted before the Council can benefit from additional income. That means that there will be no financial benefit to the Council from these proposals as part of the 2019/20 financial year.
How to get involved

The ideas outlined in this document Planning for Change and Delivering Services need your views.

As a result of rising demand for our services and other pressures, the Council will have to make at least £106 million savings over the next four years.

The Council has worked hard to save over £240 million since 2012. But efficiencies can only go so far and we need to change to continue to meet the needs of our citizens and be financially sustainable into the future.

Exactly how we change needs to be shaped by you. We are purposefully moving away from a year on year approach to the budget to agree a more long-term plan for change and delivering services. This is the start of a process by which we will agree a plan of action with specific proposals for change.

No decisions have been taken yet and the outcome of this initial engagement will not only shape the long-term strategy but the options to inform more detailed proposals for balancing the budget in February for 2019/20.

We need to hear from you at this early point in our thinking on your priorities for change and investment.

There are lots of ways to put forward your views whether that be by using our online planner, email, social media, print flyer, or speaking with your local councillor.

This autumn we are launching an initial engagement period so that before confirmation of the Council’s grant funding allocation in December, we know the areas you want us to prioritise and the approaches you want us to take.

Ways to get involved

- **Tell us what you think about the Council Strategy ‘Planning for Change and Delivering Services’**: We want to know what you think of the priorities and principles shaping that plan and the options that we are considering as part of that.

- **Council’s budget simulator** – this interactive online tool has been used previously in the city and has proved to be a popular way of understanding individual citizens’ priorities and views around budget choices. Residents can use the online tool to show how they would deal with the budget gap and the consequences of making savings across Council services.

- **Council’s budget group activity** – this is a new group based discussion to debate, consider and agree collective decisions about spending priorities within communities.

People can give their feedback online or by post for 10 weeks until midnight on Friday 7 December.

[www.edinburgh.gov.uk/change](http://www.edinburgh.gov.uk/change)