END OF PROJECT REPORT



Working in Synergy on shared services

South Ribble & Chorley Financial & Assurance Shared **Services Partnership**

Date: 10th April 2009

Programme Board: Mike Nuttall, Gary Hall, Susan Guinness & Garry Barclay

Revision History

Date of this revision:

Revision Date	Summary of Changes	Version
3 rd May 09	First draft for consideration by The Project Board	V1.0
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Approvals

Name	Date	Link to Approval Minutes	Version
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Project Board	20-Mar.09	Minute 2b	V1.0
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Distribution

Name	Title
Mike Nuttall, Gary Hall, Susan Guinness & Garry Barclay	Project Board

1. Summary

In overall terms this project is a success. The project objectives have been substantially achieved, costs have been kept within budget, anticipated efficiencies have been achieved and everything has been delivered within the timescales set. There is a 91% achievement of the Weighted Critical Success Factors that were set at the onset of the project.

The success of the project is down to a number of factors, the most important of which are the strong project management arrangements and the impetus and support provided by Council Members, senior officers and staff at both authorities. In particular, the project sponsors have provided the personal leadership required for success without which the project would have failed. Together with the responsible Executive Members, they have given the necessary continuity and commitment at a time of significant change. A major contribution has also been made by the staff of both Councils. Essential support has been given by those in Property, Legal, Democratic, ICT and HR Services providing timely and professional input at key stages in the project. In addition, the staff in the Partnership Service's have supported and informed the changes and will continue to be the key to success as the partnership develops in the coming months and years.

2. Achievement of the Project Objectives

This project was established as a Phase 1 development aimed at putting the basic structure in place and getting the services up and running under the new management arrangements. Beyond this the partnership will develop and go through additional phases of development which will help it to fully meet the objectives that were established at the onset.

The Outline Business Case identified three broad categories of drivers for this project:

- **employee issues** the need for better workforce planning, recruitment, retention, succession planning and a requirement to maintain and/or develop relevant skills;
- efficiency the pressure to achieve further process improvement and financial savings, and a recognition that two councils working collaboratively are better able to tackle such issues as recruitment challenges and systems development;
- **effectiveness** the desire for continuous improvement and delivery of best practice, including partnership working effectively building upon the best from each council and beyond.

The objective of the project was to establish a financial shared services arrangement for the two councils of South Ribble and Chorley. This will meet the above drivers and help to deliver real improvements in the following areas:

- better workforce planning including the need to address recruitment and retention and succession planning;
- the need to address gaps in capacity and skills and create increased training and development opportunities;
- Comprehensive Performance Assessment (Use of Resources), part of which evaluates the extent to which English local authorities engage in joint and collaborative working and deliver value for money;
- the need to review support service areas following significant changes to front line services;
- achieving efficiency and scale economies;
- improving services within existing or reduced resource levels;
- input of new ideas and new ways of working;
- pooling expertise and eliminating the duplication of activities;
- the Gershon agenda and central government targets for improving public sector efficiency;
- the Cabinet Office's Transformational Government Strategy, which sets out a future in which all public sector organisations deliver services in collaboration with one another;
- technological developments that make it easier for organisations to share information;
- meeting the e-Government agenda, which talks about standardising and automating routine back office processes;
- supporting the Regional Centres of Excellence, which were established partly to encourage and/or host shared services for neighbouring local authorities;
- utilising the Local Government Act 2003, which gives higher-performing English councils increased freedoms and flexibilities to set up commercial organisations;
- meeting budgetary constraints and the desire to keep costs and Council Tax down whilst simultaneously maintaining high quality services; and
- developing a beneficial strategic relationship for added-value services.

It was highlighted in the Outline Business Case that whilst these objectives were common to both local authorities, the relative priority attached to the individual drivers will differ between the councils.

The following table summarises the expected benefits that were set out in the Business Case and comments on how successful the project has been in achieving these.

Ref No.	Identify the Benefit	Current Position (As Is at the start of the project)	Quantify the Benefits (To Be)	How will the benefits be measured?	How successful is the Project?
	(a)	(b)	(C)	(d)	(e)
B1	Better workforce planning including the need to address recruitment and retention and succession planning	South Ribble is currently running with 5 vacant posts and Chorley one senior vacant post. Senior posts at both authorities have been vacant for some time.	Fully staffed establishment	All posts filled	 Whilst most appointments to the new structure had been made by the end of December 2008 there remained a number of unfilled posts at that date. These related to positions that would either require external recruitment or were subject to review once the services had bedded down. These issues were resolved within the first three months of the partnerships operation The Business Improvement Plan 2009/10, approved by the Joint Committee on 9th March 2009, includes a key service development of further developing and integrating the Partnership Workforce plan by March 2010.
B2	The need to address gaps in capacity and skills and create increased training and development opportunities	Staff at both authorities have cited major capacity issues coupled with a lack of development opportunities. This has impacted on morale.	 Pooling of knowledge & resources More succession planning due to broader structure and wider pool of staff Pooling of training & development budgets Development of deeper subject expertise given 	 Improvement in staff morale measured by annual survey (10% year on year improvement) Target 90% satisfaction by March 2010 Operating at near full establishment (95% or more) Low annual 	 Many of these benefits will be delivered over the first three years of the Partnership's operation beyond the initial Phase 1 development. To facilitate the required change the following have been included in The Business Improvement Plan 2009/10: Further development and integration of the Partnership Workforce Plan. Corporate inductions for all Partnership staff at both Councils. Establishing an annual staff satisfaction survey for Partnership staff. Measuring the cost of services against organisational running costs Measuring the number of professionally

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	(a)	(b)	(c)	(d)	(e)
			the increased critical mass • Opportunities to grow the FASSA or provide services to other district councils	 staff turnover (5% or less) 10% saving on the pooled training budget 20% reduction on the unit cost per training day Each extra service added to the base SSA 	 qualified staff against the total number of staff on the service. Decisions on the addition of more services to the Partnership will be taken by the Joint Committee on the basis of a detailed business case submitted at the time.
B3	Comprehensive Performance Assessment (Use of Resources), part of which evaluates the extent to which English local authorities engage in joint and collaborative working and deliver value for money	South Ribble currently has an Excellent CPA rating and an overall score of 4 for Use of Resources in 2007. Chorley currently has a Fair CPA rating but is being re-assessed during 2008. For 2007 Chorley scored an overall 4 for Use of Resources.	 South Ribble to maintain its Excellent CPA rating and maintain its 4 for Use of Resources. Chorley to achieve an Excellent CPA rating in 2008 and maintain its 4 for Use of Resources. 	Audit Commission assessment in 2008	Both Council's currently have an Excellent CPA rating and have scored an overall 4 for Use of Resources. The introduction of the Comprehensive Area Assessment (CAA) and the revised Use of Resources framework will make it more difficult to achieve the highest ratings earned in the past. In recognition of this The Business Improvement Plan 2009/10 revises the 2009/10 target for Use of Resources to level 3 for both Councils.
B4	The need to review support service areas following significant	Both Councils have either undergone, or are undergoing major	An aggregate £100k reduction in support	Budget savingImprovement in user	The full £101,000 projected cashable efficiency savings from this project have been achieved and are included in the Partnership

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	(a)	(b)	(c)	(d)	(e)
	changes to front line services	structural change designed to improve service delivery and better align with corporate priorities.	 service costs across the two councils. Improved support to other services 	satisfaction measured by annual survey (10% year on year improvement)	 budget approved by the Project Board on 9th March 2009. The Business Improvement Plan 2009/10 sets the introduction of a user and commissioner satisfaction index as a key development for the first year of operation.
B5	Achieving efficiency and scale economies	Both Councils have achieved the government's council wide 2004 to 2007 efficiency targets. Some non-cashable savings have been achieved through collaboration but, in line with the national picture, these are relatively small and not structured or formal.	 Achievement of each Council's 3% cashable efficiency target See also the other benefits included in this table which all produce cashable &/or non-cashable benefits. 	 Annual budget and outturn savings. Annual efficiency reported savings. 	 The Project Business Case included staffing proposals designed to release an annual saving of £101,643 in 2009/10 which is the first full year of operation. These have been fully achieved and the Business Improvement Plan 2009/10 includes the following cashable efficiency savings: Partnership salary savings £101,000 Procurement savings £100,000 In addition the following non-cashable efficiencies were identified in the Plan: <i>Combined internal audits</i> – for example in relation to the new shared financial systems where only one audit will be required rather than two. <i>Streamlining of financial processes</i> – for example in relation to the management, completion and assessment of the closure of accounts processes

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	(a)	(b)	(c)	(d)	(e)
B6	The Cabinet Office's Transformational Government strategy, which sets out a future in which all public sector organisations deliver services in collaboration with one another	Low level & informal collaboration	• Established financial & assurance SSA	• Successful SSA	 the potential for more significant efficiency gains which will be identified as the service develops and expands. These longer-term potential efficiencies will fall into the following categories and are considered in more detail in section 3b below: Procurement Systems and process costs Accommodation Extending the SSA The Partnership is innovative and high profile and is being closely monitored by others as a potential model for future developments.
B7	The regional Centres of Excellence, which were established partly to encourage and/or host shared services for neighbouring local authorities	This project is being supported by the NWCE	Showcase this FASSA in conjunction with NWCE to other local authorities	Number of showcase events	 The Partnership provides a model that others will look to and learn from at each stage of development: Planning and implementation Early lessons after one year of implementation Further lessons as the project develops and expands
B8	Developing a beneficial strategic relationship for	The current project is scoped for a finite range	 Additional services added 	Number, budget value	There is no doubt that the Project has helped to strengthen relationships between the two Councils

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	(a)	(b)	(c)	(d)	(e)
	added-value services	of services	at future dates	and efficiencies for each service added.	which may provide a much stronger platform for further strategic and operational alliances.

3. **Project Performance**

a. Project Costs

The project was delivered in line with the resources summarised in the table below which were approved and included in the Business Case approved in June 2008. Apart from the External Legal Advice, all costs are split equally between South Ribble and Chorley Councils.

Description	Revenue	Capital	Total	Funding Source
	£	£	£	
Project Management	20,000		20,000	
External Legal Advice	4,000		4,000	NWIEP
ICT line connection	1,000		1,000	
ICT additional equipment		8,000	8,000	
& software				
ICT consultancy support	5,000		5,000	
Furniture & removal costs	5,000		5,000	
Total	35,000	8,000	43,000	

Further investment will be required beyond the go live date to bring about the desired change in service being delivered. This represents the next phase of service development and costs will be brought forward through the Joint Committee at the appropriate time for consideration.

b. Efficiencies

The Project Business Case included staffing proposals designed to release an annual saving of £101,643 in 2009/10 which is the first full year of operation. These have been fully achieved and the Business Improvement Plan 2009/10 approved by the Partnership Joint Committee on 9th March 2009 included the following cashable efficiency savings:

- Partnership salary savings £101,000
- Procurement savings £100,000

In addition the following non-cashable efficiencies were identified in the Plan:

- Combined internal audits for example in relation to the new shared financial systems where only one audit will be required rather than two.
- Streamlining of financial processes for example in relation to the management, completion and assessment of the closure of accounts processes.

Beyond the initial phases of this project there is the potential for more significant efficiency gains which will be identified as the service develops and expands. These longer-term potential efficiencies will fall into the following categories:

Procurement

There could be benefits arising from the SSA including the following:

- Reductions in the spend with third parties there is potential for savings from increased joint spending power and from sharing appropriate procurement approaches.
- The impact within service departments typically many employees outside of the central core of procurement are involved in procurement related activities and through appropriate service and process design the activities of these employees could be made more efficient.
- There is the potential for more significant future savings if the procurement partnership is extended beyond the two councils in this initial project phase.

To start to unlock these additional efficiencies will require a thorough BPR exercise that examines how procurement operates now, standardises on best practice and embeds this approach across the two councils. This level of detailed work will be part of a Phase 2 development which is beyond the frame of this Phase 1 implementation.

Systems & Process Costs

There is considerable scope for efficiency savings resulting from the standardisation of systems, processes and procedures based on good practice. This is only partially recognised in the efficiency savings shown in the table above which represent the more immediate savings that are achievable in year one after implementation. Beyond this further efficiency savings in the following areas are possible with further investment of time and resources.

- Standardisation of the financial and accounting systems.
- Development and standardisation of the exchequer and treasury management functions.
- BPR of services to take the maximum benefit from the standardisation or sharing of key systems.

Accommodation

Accommodation costs are always an expensive overhead and therefore the Partnership presents an opportunity to rationalise and save on these. It is likely that any savings accruing in the implementation phase will be non-cashable with space being freed up for other uses. Beyond this into Phase 2 there is the potential to rationalise even further and, particularly if the Partnership is extended, there may the potential to realise cashable savings.

Extending the SSA

This is an area where the future potential for efficiency savings resulting from extending the Partnership are high. South Ribble and Chorley Councils are at the leading edge of this type of development at both a regional and national level. If this arrangement proves a success it may act as a solid foundation for expanding to include other services, whether this be additional process based services such as revenues or other support services such as Human Relations, ICT or Legal Services.

It may also provide the platform to expand into other geographical areas, particularly neighbouring councils. Here much will depend on progress being made with the Transforming Lancashire blueprint which both South Ribble and Chorley Councils have signed up to and are playing leading roles. The NWCE (now NWIEP), who have sponsored this Partnership, are watching developments closely and their ongoing support will be important in fully unlocking the potential available.

c. Timescale

The project was in the main delivered in line with the Project timetable set out in the Business Case and Project Initiation Documents as shown below and went live on 5th January 2009 with the signing of the legal agreement by the two Councils. However, there were some variations from the detail shown that were carefully managed by the Project Board which met on a weekly basis throughout this period. The main differences relate to:

- The establishment of the Joint Committee which moved to the end of the project period with the first meeting taking place on 19th January 2009. It was decided that it was more appropriate to establish this once the Partnership was up and running and when important decisions relating to the operation of the Partnership would be required. To help familiarise new members with the working of the Joint Committee an informal meeting was held in December 2009.
- Whilst most appointments to the new structure had been made by the end of December 2008 there remained a number of unfilled posts at that date. These related to positions that would either require external recruitment or were subject to review once the services had bedded down. These issues were resolved within the first three months of the partnerships operation.
- Finalising the ICT arrangements went beyond the Partnership live date and whilst the basic link between the two sites was in place by that date there remained a number of detailed operational issues such as printing and the development of an Information Sharing Protocol that needed resolving. By the end of March 2009 these were in place.
- There were a number of physical staff moves that took place beyond the go live date. These were carefully managed over the first two months of operation to ensure a smooth transition into Joint Working. This was particularly so for Exchequer Services who needed to ensure that the changes had been well communicated to all internal customers.

	Jar	n	Fe	b	М	ar	A	pr	M	ay	Jı	ın	Ju	ıl	A	ug	Se	ep	0	ct	No	V	D	ec	Jan 09
Prepare project documentation																									
Develop full business case																									
- Current organisational structure																									
- New organisational structure																									

	Jan	F	'eb	M	ar	A	pr	Ma	ay	Jı	ın	Jı	ıl	Aı	ug	Sep	0	ct	No	V	D	ec	Jan 09
- Legal & financial arrangement																							
Appointment/recruitment to new structure																							
Establish Joint Committee																							
Finalise accommodation																							
Finalise ICT & Info management																							
GO LIVE DATE																							

4. Change Control

There were no change control issues during the project implementation. Any issues that did arise were dealt with immediately by the Project Board which met on a weekly basis during this entire phase.

5. Lessons Learned

This is a successful project with some key learning points that can be applied to future projects of this nature.

a. What went well?

- a) The project methodology used was important to the success of the project. This included a full set of project documents that were agreed up front and used to help manage the project as it developed. With regard to this there were a number of things that worked particularly well:
 - i. The use of a dedicated project manager was important. This provided a much needed extra resource with specific responsibility to manage and control the project and to bring key decisions to the responsible officers and members.
 - ii. Weekly meetings of the Project Board were key to monitoring progress and identifying and resolving issues in a timely fashion. This required a substantial commitment of time from the Project Sponsors but this was time well spent and served the following purposes:
 - 1. It kept them involved and informed of developments at all times.
 - 2. It strengthened their feeling of Project ownership.
 - 3. It helped staff to see the importance of the project and the commitment that was being made.
 - 4. It allowed for early consideration and resolution of issues.
 - iii. The use of separate Project Groups dealing with the detailed issues relating to Accommodation, HR, ICT and Legal and reporting directly to the Project Board was a success. This allowed for the detailed professional input to be broken down into discrete areas of work but still under the overall control of the Project Board.
- b) Risk Management was used to very good effect throughout the project planning and implementation phases. This was particularly important in identifying and dealing with all the Human Resource issues that were central to the project. An indication of the success of this is that there was no increase in overall short-term sickness levels during the entire implementation phase and no staff left either Council to seek alternative employment.
- c) The support and leadership of the responsible Executive Cabinet Members and Officer Project Sponsors was crucial to the success of the project. The key factors that were present in this project are:
 - i. Having all party political support at both Councils.
 - ii. Project Sponsors and responsible Executive Cabinet Members being involved from the onset providing the necessary vision and continuity as the project developed.
 - iii. A high level of trust, particularly between the two Project Sponsors.
- d) There was good communication with staff from the outset. This was set as a high priority at the start and included the following ongoing arrangements:
 - i. A monthly staff newsletter called SSANews.
 - ii. Publishing all approved Project documents.
 - iii. Publishing Project Highlight Reports

- iv. Sharing minutes of all Project and Partnership Board Meetings as soon as they were approved.
- v. Ad-hoc briefings as required to deliver messages at key project stages.
- vi. Ongoing management meetings and informal arrangements for keeping staff up to date and providing a basis for feedback and input to ongoing developments.
- e) The establishment of The Joint Committee was a success which was helped by the informal meeting held in December 2008 which helped to familiarise new members with the Partnership and their role in managing this.
- f) The success of the Partnership to date owes much to the key individuals concerned but it is important to recognise that these will change over time and that permanent procedures and arrangements need to be in place to ensure continuing success. For this Partnership the following are important:
 - i. The Joint Committee
 - ii. The Legal Agreement.
 - iii. The Service Level Agreements which form part of the Legal Agreement but provide the detailed basis for the level and type of service to be provided.
 - iv. The Business Improvement Plan which provides the key link to how the Partnership will contribute to the achievement of each partner's strategic objectives, establishes the Performance Management arrangements and sets out the planned Service Developments.

b. <u>What should be done differently?</u>

Much has gone well with this project but there are still some areas where lessons have been learned and things would have been done differently.

- a) The use of external consultants in the early stages of the project development was important. They provided an independent view that the business case for the partnership stacked up and that there were potential benefits to both Councils. They also helped to identify the main skills gaps that existed in the two Councils and to suggest a broad basis for how the partnership might work. However, beyond this there were a number of issues that were not immediately recognised and that created significant time delays in the planning and delivery of the project. These led to increased anxiety amongst the staff most directly affected by the change and a general feeling of lack of inertia amongst officers and members alike. The key lessons from this are that:
 - i. There needs to be early Project ownership by the Partner organisations.
 - ii. Sufficient competent Project Management resources should be dedicated to the project from an early stage.
 - iii. A detailed specification of the required outputs from Consultant Services is required before work is commenced.

b) This project was a major undertaking which has far reaching implications across both Councils. Earlier recognition of the significant input required throughout the implementation phase from the Project Sponsors and other professional disciplines would have helped with planning for their resource commitments.

6. Critical Success Factors

The project has performed well against all of the critical success factors set at the onset. These relate to a Phase 1 Project which aimed to get the basic structure in place and have the services up and running under the new management arrangements. It included key actions relating to the appointment/recruitment to the new structure, resolving accommodation issues, establishing the Joint Committee and ensuring that there are suitable ICT and information systems in place. Overall there is a 91% performance against the critical success factors set at the onset of the project.

Ref No.	Criteria	How has this been measured?	Target Weighting of CSF	Actual Weighting of CSF	Assessment
Q1	Delivered on time	Measuring against project plan	5%	4%	The project was delivered on time and went live on 5 th January 2009. However, additional resources were required beyond this date to help with finalising the ICT arrangements, moving staff and bedding down the operational and management procedures.
Q2	Development cost	Measuring against projected budget	5%	5%	The project came in within the approved budget.
Q3	Efficiency savings achieved	Measuring against projected budget	10%	10%	The planned efficiency salary savings for 2009/10 have been achieved and are reflected in the respective partner budgets.
					In addition there are budgeted

					 efficiencies representing quick wins for the Joint Procurement Services of the two Councils. These include Joint Arrangements with Crystal Leasing and the Joint Procurement of an on-line legal service. Further saving are expected in the later phases of the partnership development.
Q4	High staffing levels	Number of posts filled in the new structure	10%	9%	 The recruitment to the new structure was a success and no key members of staff were lost to the services. With regard to Assurance Services, The Joint Committee has recently approved an amendment to the staffing establishment and the altered structure will now be recruited to. A further report will go the Joint Committee once the longer term requirements for Procurement Services have been determined. With regard to Financial Services there have been no amendments to the approved structure and most of the positions have been recruited to, including an external appointment to the key post of Head of Shared Financial Services. Currently the most senior financial

					accounting post is being recruited to but in the meantime this is being filled on a temporary basis by an agency member of staff.
Q5	Improved staff morale	Annual survey (Target 90% satisfaction by March 2010)	10%	8%	 It is difficult to measure the impact of the change on staff morale at this point in time. However, much has been done to inform and involve staff at all stages in the process and the indications are that morale in general remains high. Indications of this are that: no staff have left the partnership either in the implementation or post live phases; short-term sickness levels have not increased at any point during the implementation or post live phases. Morale will be measured in March 2010 in accordance with the approved Partnership Business Plan.
Q6	Short-term performance levels maintained (Medium- term performance levels improved)	Monitoring of key performance measures (to be detailed in the Service Level Agreements)	60%	55%	Despite the significant change that has taken place during a busy and critical period performance has remained high. For example: • The 2008 Use of Resources

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	score has been maintained at South Ribble and improved at
	Chorley.
	 Challenging revenue and
	capital budgets have been
	produced on time and to the
	required standard.
	Both Councils have significantly
	delivered against what was
	required in their respective
	Audit Plans.
	 Risk Registers have been maintained and updated.
	 All Exchequer Services have
	continued to be delivered to a
	high standard.
	 Significant ongoing
	procurement savings have been
	identified.
	_ ,
	Detailed Service Level Agreements,
	developed in conjunction with staff, form part of the partnership legal
	agreement and the basis for
	performance management in the
	approved Business Improvement
	Plan. Additional project
	management resources are also
	being used to support the 2008/09
	closure process. Performance
	levels have not dropped during the
	whole of the implementation phase

				and the first 3 months of live operation.
Total		100%	91%	

7. Follow on Actions

At the end of this project there a number of issues that remain and need further follow actions to resolve them. These are all known and have been recorded at various stages in the project but for completeness they are included here.

lssue No.	Description	Options & Recommendation	Owner
1	Ensure effective internal and external communication	 Deliver against the approved Communication Plan 	S Guinness/G Barclay & Communications staff
2	Ensure continuing high levels of service performance	 Deliver against the Business Improvement Plan 2009/2010 	S Guinness/G Barclay
		 Strong ongoing performance management through The Joint Committee 	
3	Make the final appointments to the approved staffing structures	Finalise all appointments	S Guinness/G Barclay
4	Failure to develop an appropriate common culture for the Partnership	Workforce StrategyInformal events	S Guinness/G Barclay & HR
5	Failure to develop the Partnership further and generate additional efficiencies	Strategic thinking/planning	M Nuttall/G Hall
6	A learning & development framework is established to enable staff to acquire/develop the right skills mix.	Workforce Strategy	S Guinness/G Barclay & HR
7	Failure to deliver changes to processes & systems	Service integration and development	S Guinness/G Barclay

8	Failure to decide upon the future for property Services which was initially within the scope of	•	Make a decision by April 2009	M Nuttall/G Hall
	this project.			

8. Post Project Review Plan

Property Management Services were initially included within the scope of this Project but a decision on these was subsequently deferred pending further consideration of the issues. It is recommended that a decision is made with regard to these services by April 2010.