



To: **Members of the Cabinet**

***Notice of a Meeting of the Cabinet***

**Tuesday, 18 September 2018 at 2.00 pm**

**Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND**

A handwritten signature in blue ink that reads "Peter Clark".

Peter Clark  
Chief Executive

September 2018

Committee Officer: **Sue Whitehead**  
Tel: 07393 001213; E-Mail: [sue.whitehead@oxfordshire.gov.uk](mailto:sue.whitehead@oxfordshire.gov.uk)

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**Membership**

*Councillors*

Ian Hudspeth	Leader of the Council
Mrs Judith Heathcoat	Deputy Leader
Lawrie Stratford	Cabinet Member for Adult Social Care & Public Health
Ian Corkin	Cabinet Member for Cherwell Partnership
Steve Harrod	Cabinet Member for Children & Family Services
Lorraine Lindsay-Gale	Cabinet Member for Education & Cultural Services
Yvonne Constance OBE	Cabinet Member for Environment
David Bartholomew	Cabinet Member for Finance
Mark Gray	Cabinet Member for Local Communities
Eddie Reeves	Cabinet Member for Transformation

*The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on Wednesday 26 September 2018 unless called in by that date for review by the appropriate Scrutiny Committee.*

*Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.*

*Date of next meeting: 16 October 2018*

## Declarations of Interest

### The duty to declare.....

Under the Localism Act 2011 it is a criminal offence to

- (a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
- (b) provide false or misleading information on registration, or
- (c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

### Whose Interests must be included?

The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

### What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.

The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *“You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself”* or *“You must not place yourself in situations where your honesty and integrity may be questioned.....”*.

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

### List of Disclosable Pecuniary Interests:

**Employment** (includes *“any employment, office, trade, profession or vocation carried on for profit or gain”*.), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members’ conduct guidelines.

<http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/> or contact Glenn Watson on **07776 997946** or [glenn.watson@oxfordshire.gov.uk](mailto:glenn.watson@oxfordshire.gov.uk) for a hard copy of the document.

**If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.**

# AGENDA

## 1. Apologies for Absence

## 2. Declarations of Interest

- guidance note opposite

## 3. Minutes (Pages 1 - 14)

To approve the minutes of the meeting held on 17 July 2018 (**CA3**) and to receive information arising from them.

## 4. Questions from County Councillors

Any county councillor may, by giving notice to the Proper Officer by 9 am two working days before the meeting, ask a question on any matter in respect of the Cabinet's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

## 5. Petitions and Public Address

**6. Service & Resource Planning Report - 2019/20 - September 2018**  
(Pages 15 - 42)

*Cabinet Member:* Finance  
*Forward Plan Ref:* 2018/053  
*Contact:* Katy Jurczynszyn, Strategic Finance Manager (Finance, Strategy & Monitoring) Tel: 07584 909518

Report by Director of Finance (**CA6**).

This report is the first in the series on the Service & Resource Planning process for the forthcoming year which will culminate in Council setting a Corporate Plan for 2021; a budget for 2019/20; a medium term plan to 2022/23 and capital programme to 2028/29 in February 2019. This initial report sets the context and the starting point for the process.

***The Cabinet is RECOMMENDED to:***

- (a) note the report;***
- (b) approve the Service and Resource Planning process for 2019/20; and***
- (c) approve a four-year period for the Medium Term Financial Plan and ten-year Capital Programme to 2028/29.***

**7. Business Case to Support Significant Capital Investment in the Council's Assets** (Pages 43 - 52)

*Cabinet Member:* Leader  
*Forward Plan Ref:* 2018/134  
*Contact:* Alexandra Bailey, Director of Capital & Investment Delivery Tel: 07768 027257; Lorna Baxter, Director of Finance Tel: 07393 001218; Owen Jenkins, Director for Operations Tel: 07554 103542

Report by Strategic Director for Communities (**CA7**).

To approve the inclusion of significant investment in the Council's assets as part of the proposed Capital Programme to 2029, the funding for which will be included in the proposed Budget for 2019/20 and Medium Term Financial Plan to 2022/23 which will be considered by Cabinet in January 2019.

***The Cabinet is RECOMMENDED to:***

- (a) note the report; and***
- (b) approve the inclusion of significant investment in the Council's assets as part of the proposed Capital Programme to 2029, the funding for which will be included in the proposed Budget for 2019/20 and Medium Term Financial Plan to 2022/23 which will be considered by Cabinet in January 2019.***

## 8. Treasury Management 2017/18 Outturn (Pages 53 - 70)

*Cabinet Member:* Finance

*Forward Plan Ref:* 2018/118

*Contact:* Donna Ross, Principal Finance Manager – Treasury Pension Tel: (01865) 323976

Report by Director of Finance (**CA8**).

The report sets out the Treasury Management activity undertaken in the financial year 2017/18 in compliance with the CIPFA Code of Practice. The report includes Debt and Investment activity, Prudential Indicator Outturn, Investment Strategy, and interest receivable and payable for the financial year.

***Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Treasury Management Activity in 2017/18.***

## 9. New Operating Model for Oxfordshire County Council (Pages 71 - 444)

*Cabinet Member:* Leader

*Forward Plan Ref:* 2018/127

*Contact:* Robin Rogers, Strategy Manager Tel: 07789 923206

Report by Chief Executive (**CA9**).

The Operating Model is a detailed description of how the Council will work in the future, with the key aims of putting better outcomes for residents and the delivery of the Thriving Communities Vision at the centre of all plans and operations.

Development activity since March has produced a detailed design for the Operating Model and the report seeks Cabinet approval for the proposal.

The draft Cabinet Report and Annexes, have been considered by Performance Scrutiny Committee and Audit and Governance Committees on 6 September and will be considered by full Council through a themed debate on 11 September. The comments from Performance Scrutiny Committee are attached and those for Audit & Governance will follow.

Please note that the Full Business case (330 pages, which includes the Executive Summary) is attached to the report and can be found on the Website [www.oxfordshire.gov.uk](http://www.oxfordshire.gov.uk) or a copy can be obtained on request from [deborah.miller@oxfordshire.gov.uk](mailto:deborah.miller@oxfordshire.gov.uk). The full business case will not be circulated with the paper copies of the agenda but they will include the Executive Summary.

***The Cabinet is RECOMMENDED to:***

- (a) endorse the proposed Operating Model set out in the Business Case in Annex 1 as the basis of whole council transformation planning;***

- (b) agree to Option 1 (see para. 66), to enable delivery of the estimated range of savings (£34m-£58m) to the fullest extent appropriate;**
- (c) agree the delivery principles set out in paragraph 77 as the basis for future detailed decision making;**
- (d) direct the Chief Executive to bring a costed proposal for implementation to Cabinet in October 2018.**

**10. Oxfordshire Joint Statutory Spatial Plan (JSSP); Local Development Scheme (LDS) and Statement of Community Involvement (SCI)**  
(Pages 445 - 484)

*Cabinet Member:* Environment

*Forward Plan Ref:* 2018/110

*Contact:* John Disley, Policy Strategy Manager Tel: 07767 006742/Amanda Jacobs, Principal Transport Planner Tel: 07825 314772

Report by Director for Planning & Place (**CA10**).

The six Oxfordshire Councils and the Oxfordshire Local Enterprise Partnership (OXLEP) have signed the Oxfordshire Housing and Growth Deal with Government in March 2018. Under the terms of the Deal the local District and City authorities have committed to producing an Oxfordshire Joint Statutory Spatial Plan (JSSP) for submission to the Planning Inspectorate for independent examination by 31 March 2020 and adoption by 31 March 2021, subject to examination process.

Oxfordshire County Council is an observer to the process however, Cabinet is asked to consider the Local Development Strategy (LDS) and the Draft Statement of Community Involvement (SCI) for the JSSP as well as the Scoping Document which outlines the level of detail and processes associated with the JSSP.

***The Cabinet is RECOMMENDED to:***

- (a) note and support the Local Development Scheme (LDS) for the JSSP presented at Annex 1.**
- (b) note and support the draft Statement of Community Involvement 2018 for the JSSP, presented at Annex 2, which will undergo a six-week period of formal public consultation.**
- (c) note and support the JSSP Scoping Document presented at Annex 3.**

## 11. Elective Home Education Working Group Report (Pages 485 - 500)

*Cabinet Member:* Education & Cultural Services

*Forward Plan Ref:* 2018/113

*Contact:* Lauren Rushen, Policy Officer Tel: 07990 367851

Report by Elective Home Education Working Group (CA12).

The Education Scrutiny Committee agreed to undertake a short investigation into the reasons for an increase in elective home education (EHE) across the county in December 2017. The working group comprised of Councillor Waine and Councillor Smith. This report presents the findings of the investigation and the recommendations to Cabinet.

***The Cabinet is RECOMMENDED to:***

- (a) consider the recommendations of the Education Scrutiny Committee Elective Home Education working group;***
- (b) agree which of the following recommendations the Cabinet will accept:***
  - (i) further analysis is undertaken to understand the reasons for higher numbers of EHE at years 5 and 9 through modifications to the EHE parent/carer questionnaire;***
  - (ii) further analysis is undertaken by officers on a school level and locality basis to understand the trends associated with EHE in locality areas to see if there are links with social deprivation, gender, adoption or SEND provision. This should be reported to the Committee in 6 months' time;***
  - (iii) the concept of a 2-week cooling off period before taking pupils off the roll at a school is discussed as part of the attendance conference in July, or at another suitable occasion with head teachers, to gauge level of commitment from schools to understand whether it would be feasible to implement a system across Oxfordshire;***
  - (iv) that the authority advocates that school leaders include information about numbers of EHE children in their termly reports to governors/directors or other reporting mechanism that may exist;***
  - (v) schools and colleges in the County are contacted and asked if they would be prepared to provide access to private candidates to expand the range of exam centres in the County for EHE pupils;***
  - (vi) a named contact on the MASH is identified as a point of contact for EHE issues and concerns;***

- (vii) ***a briefing is organised for representatives on the MASH about EHE and the role of the County Attendance Team in EHE;***
  - (viii) ***the EHE questionnaire is further modified to give the ability to include a more detailed explanation from parents/carers, if they wish to share more detailed reasons for opting for EHE;***
  - (ix) ***the New College, Swindon example of good practice is investigated and any information is shared with Further Education establishments in Oxfordshire.***
- and;***
- (c) ***ask the Director for Children's Services, in consultation with the Cabinet Member for Public Health and Education, to prepare a response a future meeting of the Education Scrutiny Committee.***

## **12. Staffing Report - Quarter 1 - 2018 (Pages 501 - 508)**

*Cabinet Member: Deputy Leader*

*Forward Plan Ref: 2018/054*

*Contact: Sarah Currell, HR Manager – Business Systems Tel: 07867 467793*

Report by Director of Human Resources (**CA12**).

This report gives an update on staffing numbers and related activity during the period 1 April 2018 to 30 June 2018. It gives details of the actual staffing numbers at 30 June 2018 in terms of Full Time Equivalents. These are shown by directorate in Appendix 1. In addition, the report provides information on the cost of posts being covered by agency staff and an Agency Trend analysis in Appendix 2.

***The Cabinet is RECOMMENDED to note the report.***

## **13. Forward Plan and Future Business (Pages 509 - 510)**

*Cabinet Member: All*

*Contact Officer: Sue Whitehead, Committee Services Manager Tel: 07393 001213*

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include “updating of the Forward Plan and proposals for business to be conducted at the following meeting”. Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA13**. This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

***The Cabinet is RECOMMENDED to note the items currently identified for forthcoming meetings.***

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## CABINET

**MINUTES** of the meeting held on Tuesday, 17 July 2018 commencing at 2.00 pm and finishing at 4.08 pm.

**Present:**

**Voting Members:** Councillor Ian Hudspeth – in the Chair  
Councillor Mrs Judith Heathcoat  
Councillor Lawrie Stratford  
Councillor Steve Harrod  
Councillor Lorraine Lindsay-Gale  
Councillor Yvonne Constance OBE  
Councillor David Bartholomew  
Councillor Mark Gray

**Other Members in Attendance:** Councillor John Howson (Agenda Item 4)  
Councillor Glynis Phillips (Agenda Items 4, 7 & 8)  
Councillor Emma Turnbull (Agenda Item 6)  
Councillor Liz Brighthouse (Agenda Items 6, 8, 9 & 10)  
Councillor Liz Leffman (Agenda Item 9)  
Councillor Sobia Afridi (Agenda Item 11)  
Councillor Mark Lygo (Agenda Item 12)

**Officers:**

Whole of meeting

Part of meeting

Item	Name
6	Lucy Butler, Director for Children's Services
7	Katy Jurczynszyn, Strategic Finance Manager (Finance & Monitoring)
8	Katy Jurczynszyn, Strategic Finance Manager (Finance & Monitoring)
10	Lorna Baxter, Director of Finance
11	Benedict Leigh, Deputy Director, Commissioning
12	Alexandra Bailey,

*The Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.*

**67/18 APOLOGIES FOR ABSENCE**

(Agenda Item. 1)

Apologies were received from Councillor Hilary Hibbert-Biles.

**68/18 DECLARATIONS OF INTEREST**

(Agenda Item. 2)

Councillor Lindsay-Gale declared an interest on Item 12, Cogges Manor Farm as a Trustee of Cogges Museum.

**69/18 MINUTES**

(Agenda Item. 3)

The Minutes of the meeting held on 19 June 2018 were approved and signed as a correct record.

**70/18 QUESTIONS FROM COUNTY COUNCILLORS**

(Agenda Item. 4)

Councillor Howson had given notice of the following question to Councillor Constance:

“So far in the current financial year how much has been levied by way of fines on utility companies and will you provide the information by company and county division please.”

Councillor Constance replied:

“We have received approximately £150k in “fines” since 1 April 2018, £60k of which coming from one site on the Oxford Ring Road. We do not record income down to specific divisions.”

Supplementary: In response to a suggestion that the figure be broken down by utilities and placed in the public domain, Councillor Constance replied that she would consider it and discuss with officers.

Councillor Phillips had given notice of the following question to Councillor Hudspeth:

'On 18 July 2017 Council supported a motion which 'asks the Cabinet to work with Political Group Leaders to come forward with a plan to replace the Cabinet with a committee structure or alternative governance and committee models which could further strengthen the work of the council'

Would the Cabinet member provide an update on this work and the date when the plan will come forward?'

Councillor Hudspeth replied:

“There is a cross party working group led by Cllr Heathcoat which has made several visits to authorities with different governance models to ensure that all possible options are investigated.

The cross party working group will report back to cabinet once or if they have any recommendations for cabinet to consider.”

Supplementary: Councillor Phillips pressed the Leader to provide a date when it would come back to Cabinet. Councillor Hudspeth indicated that work was ongoing with the cross party working group including a number of visits and he could not provide a date at this time. Councillor Phillips noted that the next meeting of the group had been cancelled and asked that he press for a result.

## 71/18 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

The Leader of the Council had agreed the following requests to address the meeting: -

Item	Speaker
6. Home to School Transport and Travel Policy – Follow up to call in and Motion from Council	Councillor Emma Turnbull, Shadow Cabinet Member, Public Health & Education  Councillor Liz Brighouse, Chairman of Performance Scrutiny Committee and Leader of the Opposition
7. Financial Monitoring and Medium Term Financial Plan Delivery – May 2018	Councillor Glynis Phillips, Shadow Cabinet Member, Finance
8. Capital Programme Monitoring Report May 2018	Mr Hugh Jones  Councillor Glynis Phillips, Shadow Cabinet Member, Finance
9. Performance Scrutiny Household Recycling Deep Dive Recommendations	Councillor Liz Brighouse, Chairman of Performance Scrutiny Committee  Councillor Liz Leffman, Led the Deep Dive work
10. Engagement of External Advisory Services	Councillor Liz Brighouse, Leader of the Opposition

11. Innovation Funding	Councillor Sobia Afridi, Shadow Cabinet Member, Adult Social Care
12. Cogges Manor Farm	Jill Niner, A Trustee of Cogges Museum  Councillor Mark Lygo, Shadow Cabinet Member, Property & Cultural Services (5 mins)

## **72/18 FOLLOW-UP TO CALL IN - HOME TO SCHOOL TRANSPORT AND TRAVEL POLICY**

(Agenda Item. 6)

At their meeting on 5 July 2018, the Performance Scrutiny Committee considered the decision of Cabinet made on 19 June 2018 following proper notice of a call in. The Committee referred the decision back to Cabinet for it to consider in the light of material concerns.

Councillor Emma Turnbull, Shadow Cabinet Member, Public Health & Education, referred to the recent debate of the Council motion with 51 councillors voting against the proposals following a well informed and insightful debate. Councillor Turnbull stated that the policy had been rushed through and the eligibility criteria unclear. The Strategy was misguided and misjudged and should be part of the wider review. The alternative funding had been shown not to be realistic as it was already being fully used and would affect parent's child benefit. Councillor Turnbull drew attention to problems with the criteria and suggested that consultation had been lacking. The suggestions from Special School Heads had not been reflected in report. Given the voting at Council and the decision at the Performance Scrutiny Committee there was no mandate for this policy. Asked if it was fair that parents, in the circumstances where they were affluent, should contribute Councillor Turnbull replied that no they should not.

Councillor Brighthouse, spoke both as the Chairman of the Performance Scrutiny Committee and as the person who had moved the motion at Council. Councillor Brighthouse stated that the call in was particularly around post 16 SEND transport and the motion to Council had been about the whole budget for SEND. Councillor Brighthouse further outlined the concerns of the Performance Scrutiny Committee around the lack of information in the original report and the lack of reasoning by Cabinet. The Scrutiny Committee discussed at length the impact of the use of the bursary scheme but remained unclear how many children would be affected, how many would be able to get a bursary and the impact on savings. The Committee found insufficient information on costings and the business case.

Responding to a comments Lucy Butler stated that the charge being suggested was for post 16 SEND transport only and it would be means tested so that if parents could not afford it they would not be charged.

On the suggestion of Councillor Hudspeth, Leader of the Council, Cabinet:

**RESOLVED:** that:

1. The decision on transport for Special Educational Needs as originally set out at Minute 68/18, resolution 1(a) and (b) be deferred until late Autumn school term to allow discussion;
2. To agree the following proposals for all students:
  - (a) agree the ending of the current arrangements giving subsidised travel to Post 16 students to Henley College and to implement this change from September 2018;
  - (b) agree that from September 2018 free travel should be provided for those students who have been placed at an alternative education provider if the places have been paid for by Oxfordshire County Council and the distance from home to the placement is over the statutory walking distance or the route is unsafe to walk even if accompanied, as necessary, by a responsible adult;
  - (c) confirm the increased charges for the Spare Seat Scheme for 2018/19 and 2019/20 and agree an increase in the charges for the Spare Seat Scheme of 2% in 2020/21, 2% in 2021/2022 and a further 2% in 2022/23;
  - (d) agree to the continuation of free travel for children of secondary school age who live at RAF Benson to Icknield Community College and to agree to annually review this arrangement;
  - (e) introduce the new Home to School Travel and Transport Policy for those aged 5 to 16 from September 2019.
3. A Cabinet Advisory Group be set up to consider the issues raised.

## **73/18 FINANCIAL MONITORING AND MEDIUM TERM FINANCIAL PLAN DELIVERY REPORT - MAY 2018**

(Agenda Item. 7)

Cabinet considered a report that set out the forecast position of the revenue budgets as at the end of May 2018. The report also included an update on the Medium Term Financial Plan savings, reserves and balances.

Councillor Phillips, Shadow Cabinet Member for Finance, stated that whilst all appeared well, use had been made of unallocated contingency and she

highlighted a number of high risk areas including lack of government funding for unaccompanied young asylum seekers, the Direct Support Grant, care packages and intermediate care beds. Councillor Phillips also drew attention to the continuing uncertainty around Carillion and concerns over the effectiveness of the Fit for the Future programme. Overall, she highlighted the lack of investment and the ongoing effect on service users.

Councillor Bartholomew, Cabinet Member for Finance responded to the points made commenting that it was difficult to reconcile comments on lack of investment and overspends. On risks the Council was demand led and that meant there would always be uncertainties. The risks were managed very closely. On asylum seekers the figures portrayed clearly the deficit in funding from the government and this flagged up the problem. Councillor Hudspeth, Leader of the Council, added that he had lobbied government on this issue several times.

Councillor Bartholomew introduced the contents of the report and moved the recommendations.

During discussion Cabinet commented that it was early in the year and that the early awareness of risk was appropriate.

**RESOLVED:** to:

- (a) note the report
- (b) approve the virements as set out in Annex 2a;
- (c) note the virements set out in Annex 2b;
- (d) note the use of the £7.5m iBCF ringfenced grant funding in 2018/19 as set out in paragraph 15;
- (e) approve the transfer of the Troubled Families Payment by Results Grant Funding into the Government Initiatives Reserve for use by Children's Services as set out in paragraph 19;
- (f) approve the transfer of £3.9m from the Budget Priorities Reserve to the Transformation Reserve as set out in paragraph 20;
- (g) approve the bad debt write-offs as set out in paragraph 27;
- (h) approve the fees and charges as set out in paragraph 33 and Annex 6.

**74/18 CAPITAL PROGRAMME MONITORING REPORT - MAY 2018**

(Agenda Item. 8)

Cabinet had before them the first separate capital programme update and monitoring report. The report focused on the delivery of the 2018/19 capital programme based on projections at the end of May 2018 and new inclusions within the overall ten-year capital programme.

Mr Michael Hugh Jones, spoke against the cost and value for money of the work to Maltfield House. Councillor Bartholomew thanked Mr Hugh Jones for his comments and replied that the costing of all building projects went through close scrutiny.

Councillor Phillips, Shadow Cabinet Member for Finance, commented on the details of the report including the expression of concern over the Collingwood crossing at Risinghurst. She supported the reprovisioning of Maltfield House and was only concerned at the lack of urgency. Councillor Phillips queried the figures in paragraphs 22 and 23. She welcomed sight of the business case referred to at paragraph 37 and welcomed the use of LED lighting. It would however be useful to know costs against pay back. Councillor Phillips referred to the ongoing impact of the Carillion issue.

Councillor Bartholomew, Cabinet Member for Finance, responded to the points raised. Councillor Constance, Cabinet Member for Environment added that the pay-back period for the street lighting was about 13 years in total and it would be a self-funded project. Councillor Lindsay-Gale, Cabinet Member for Property and Cultural Services accepted the comments on Carillion and noted that a paper was going to the Audit & Governance Committee on 25 July.

Councillor Bartholomew, moved the recommendations, introducing the contents of the report, referring to the increases and variations and highlighting individual schemes.

Responding to comments Owen Jenkins undertook to produce an information sheet explaining highway maintenance terms.

**RESOLVED:** to:

- (a) note the report;
- (b) approve the updated Capital Programme at Annex 2 and the associated changes to the programme in Annex 1c;
- (c) approve the basic need programme up to September 2019 set out in Annex 3;
- (d) approve the School Structural Maintenance Programme for 2018/19 set out in Annex 4;
- (e) approve the inclusion of the budget requirement of £1.550m for the developer led new primary school for Crab Hill, Wantage;
- (f) approve the inclusion of the budget requirement of £1.300m for the developer led new primary school for North Curbridge, West Witney;
- (g) approve the inclusion of the budget requirement of £1.630m for the developer led new primary school for Graven Hill, Bicester;
- (h) approve the commencement of the re-provision of Maltfield House with a £3m budget provision;

- (i) approve the stage 0 budget requirement of £1.240m towards the Children Services Phase 2 electronic social care record system;
- (j) approve the revised two-year Highways Structural Maintenance Programme set out in Annex 5;
- (k) approve the additional £10m Highways Structural Maintenance Programme for 2018/19 as set out in Annex 6;
- (l) approve that a business case is produced to support the significant borrowing investment in the Council's assets;
- (m) approve the inclusion of £40.8m for the investment in the Street Lighting estate;
- (n) approve the inclusion of the Botley Road Corridor scheme with a budget provision of £9.1m as part of the Growth Deal Infrastructure Programme;
- (o) approve the inclusion of the budget requirements of £0.5m each towards the Housing Infrastructure Fund bid projects for Didcot Garden Town and A40; and
- (p) approve the inclusion of the budget requirement of £1.6m towards improvements to facilities at Didcot Library.

## **75/18 PERFORMANCE SCRUTINY HOUSEHOLD RECYCLING DEEP DIVE RECOMMENDATIONS**

(Agenda Item. 9)

The Performance Scrutiny Committee had led a deep dive into Oxfordshire's falling household recycling rates and deteriorating performance outlook to understand the underlying reasons for this and to commend remedial action.

Cabinet considered and responded to a report detailing the recommendations arising from the deep dive which were considered and endorsed by the Performance Scrutiny Committee on 24 May 2018.

Councillor Brighthouse, Chairman of Performance Scrutiny Committee, explained that the review was a result of discussions at the Committee into the need to understand better the downturn in performance. Responding to a question from Councillor Heathcoat Councillor Brighthouse stated that they had not been a cross party working group and any member of the Committee could have taken part. All the recommendations had come back to the main Committee. The report was excellent and had been discussed at length by the Committee.

Councillor Leffman presented the recommendations, thanking Rachel Burns for her work. She stressed that by doing more there were savings of £3m to be made and commented that there were things that could be done at very little cost. Good practice could be shared and more could be done to support District Councils. She welcomed the recent Council motion on single use plastics and commended the report to Cabinet

Councillor Constance, Cabinet Member for Environment, responded by commenting on the work of the Oxfordshire Environmental Partnership and explaining the context behind the current performance figures.

Councillor Leffman responded to a question on the usefulness of recycling targets compared to efforts to reduce single use items explaining that targets were a useful thing to do.

Looking at each of the recommendations in turn Councillor Constance commented as follows:

- (a) Councillor Constance could not agree this recommendation as the Oxfordshire Environment Partnership had succeeded the Oxfordshire Waste Partnership and they had agreed the target of 65% by 2025. Councillor Bartholomew added that if we were successful in reducing the use of single use items in the future recycling rates could fall. He could not support what seemed to be an arbitrary figure.
- (b) Councillor Constance agreed the recommendation.
- (c) Recommendation supported.
- (d) Recommendation supported.
- (e) Recommendation supported.
- (f) These materials were already part of the 65% target.
- (g) The Oxfordshire Environment partnership had already done this.
- (h) Cabinet noted that this was not within their powers.

**RESOLVED:** to:

- (a) consider and note the recommendations of the Performance Scrutiny Committee for the Council; and
- (b) ask the Director for Planning and Place, in consultation with the Cabinet Member for Environment to prepare a response for the next meeting of the Performance Scrutiny Committee based on the comments made.

**76/18 ENGAGEMENT OF EXTERNAL ADVISORY SERVICES**

(Agenda Item. 10)

Cabinet considered a report seeking the agreement of Cabinet to the principle of engaging an external provider to deliver expert advisory services to the Council over the next three years on the Fit for the Future programme and other associated strategic change initiatives. The report also set out the proposed procurement approach.

Councillor Brighthouse, Opposition Leader, stated that she had been reassured around the work of PWC and the opportunity of finding different ways of working, with great hopes for the work on the Fit for the Future programme. She had been excited by the engagement in the process by so many County Council staff and had been surprised by this report looking at further external support. Councillor Brighthouse hoped that Cabinet would not

agree to the recommendations and would instead empower the Council's own officers. If additional support was needed for transition then people should be employed to do it.

Councillor Heathcoat, Deputy Leader, indicated that the original plans had recognised the need for external support. Councillor Brighthouse replied that it had been obscure and the Labour Group could not support any further money going to consultants.

Responding to the point made in the report that the officer view was that there was not capacity to do the required work, Councillor Brighthouse stated that officers were already involved and had the capability. They needed to be empowered and if required further staff employed. There should be consideration of beefing up a Directorate role.

During discussion Cabinet noted that it was officers saying they needed support. Savings previously identified to be made through transformation of services had not been delivered.

Councillor Hudspeth, Leader of the Council, highlighted the outcomes of the process delivering choice and the ability to invest in front line services. Council officers had done a terrific job to deliver their day job alongside this work but needed support. Councillor Hudspeth commented that it was a phased programme and indicated the opportunity for a Cabinet Advisory Group or other working group to look at each phase.

Lorna Baxter, Director of Finance, explained the nature of the framework agreement being proposed and that it represented very good value for money.

Cabinet supported the proposal with Members recognising that it allowed access to consulting services as needed to support transformation without signing up to a huge contract.

Responding to concerns from Councillor Bartholomew, Cabinet Member for Finance, Lorna Baxter stated that they would be seeking views on how best to ensure value for money and appropriate monitoring. On possible conflicts of interest for PWC on Carillion, Lorna indicated that she was assured that chinese walls were in place not just with regards to Carillion work but also work for other authorities.

**RESOLVED:** to approve entering into an access agreement to the Islington procurement framework as set out in paragraph 15 for the provision of engaging expert advisory services to support and accelerate cross council transformation.

## **77/18 INNOVATION FUNDING**

(Agenda Item. 11)

The Innovation Fund for Daytime support 2018-19 was open to applications from all community and voluntary organisations to deliver new innovative projects for daytime support in Oxfordshire.

As per the agreed cross-party decision-making process, the cross-party panel reviewed the applications and assessed them against grant criteria.

Cabinet considered a report setting out the final cross-party panel recommendations.

Councillor Afridi whilst speaking in support of the recommendations commented on the need to ensure a rigorous process and queried how to ensure projects carried on when the funding ran out.

Councillor Stratford, Cabinet Member for Adult Social Care, introduced the contents of the report and moved the recommendations. He noted that some groups were using the funding to apply for match funding. Benedict Leigh added this was one of two funds and it focussed on innovation.

**RESOLVED:** to:

- (a) congratulate the voluntary sector for its continued commitment and dedication to innovation and provision of new opportunities to people using services in Oxfordshire;
- (b) consider and agree the criteria for the Innovation Fund 2018-19 - in line with the agreed process and scope for the same as decided by Cabinet in January 2017 as part of the overall changes to daytime support;
- (c) review and agree the cross-party evaluation panel's recommendations for Innovation Fund grant awards as set out under 17 above; and
- (d) approve utilisation of the remaining amount as set out under 18 above for a second round of applications to the Innovation Fund 2018-19.

## **78/18 COGGES MANOR FARM**

(Agenda Item. 12)

Having declared an interest Councillor Lindsay-Gale left the room and took no part in the voting on this item.

Cogges Heritage Trust (the Trust) have provisionally been awarded circa £1m of Heritage Lottery Funding (HLF) to undertake work / improvements to the Cogges Manor Farm buildings which are owned by the County Council and leased to the Trust. Cogges Manor Farm is a Scheduled Ancient Monument, consisting of a 13th century manor house and 17th century farm

buildings which are Grade 2 Listed. The Council retains responsibility for structural repairs.

The current lease terms do not align with HLF policy and consequently the HLF have asked the Council to vary the lease terms, including the removal of break clauses, which would put the Council at risk in terms of ongoing repairing liability.

The HLF requirement to make changes to the lease has brought an opportunity to reconsider the future of Cogges Farm and negotiate other changes. An alternative proposal has been put to the Trust, the principles of which were outlined in a Memorandum of Understanding between the parties and this was submitted by the Trust to the HLF Board on 26 June 2018. Cabinet considered a report seeking approval which is required to enable the Council to proceed if agreement on terms can be reached.

Judy Niner, Chairman of Cogges Museum, spoke in support of the proposed approach thanking the County Council for the support shown to the Museum over the years, highlighting its current success and the hopes for the future.

Councillor Mark Lygo, endorsed the recommendations thanking all the Trustees of Cogges, Alexandra Bailey and her team for all their work.

During discussion Councillor Hudspeth highlighted paragraph 22 and suggested an additional recommendation (recommendation (f)) to reflect the point set out there. Alexandra Bailey responding to a question, confirmed that paragraph 22 and recommendation (f) gave the option to buy it back but the County Council did not have to exercise that option thus reducing the risk in the event of an unforeseen event.

**RESOLVED:** to:

- (a) to declare the property surplus to requirements;
- (b) to approve the principle of transferring Cogges Manor Farm to the Cogges Heritage Trust, as a named purchaser, for £1 (one pound) on terms that accord with the Council's statutory obligations or if terms cannot be agreed, to grant a new lease upon terms that satisfy the Council's and HLF requirements;
- (c) subject to the transfer of Cogges Manor Farm, as noted in 2 above, to approve the transfer of £1m to Cogges Heritage Trust in full and final settlement of all the Council's liabilities and obligations under the lease;
- (d) approve the £0.6m increase to the capital programme budget to make £1m available to Cogges Heritage Trust in full and final settlement of all the Council's liabilities and obligations under the lease, funded from the Capital Programme Contingency;

- (e) delegate authority to the Director of Capital and Investment Delivery and Director of Law and Governance to agree appropriate terms; and
- (f) to note that the Council has the ability to buy back the property for £1 (one pound) in the event that the Buyer wishes to dispose of a significant interest in the property or the property ceases to be open to the members of the public in accordance with the user restriction.

**79/18 DELEGATED POWERS - JULY 2018**

(Agenda Item. 13)

**RESOLVED:** to note on a quarterly basis the executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for scrutiny call-in.

**80/18 FORWARD PLAN AND FUTURE BUSINESS**

(Agenda Item. 14)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

**RESOLVED:** to note the items currently identified for forthcoming meetings.

..... in the Chair

Date of signing .....

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Division(s): N/A

## ITEM CA6

### CABINET – 18 SEPTEMBER 2018

#### Service & Resource Planning 2019/20 – 2022/23

#### Report by the Director of Finance

#### Introduction

1. This report is the first in the series on the Service & Resource Planning process for the forthcoming year which will culminate in Council setting a budget for 2019/20; a medium term plan to 2022/23 and capital programme to 2028/29 and a Corporate Plan in February 2019. This initial report sets the context and the starting point for the process. It sets out:
  - the assumptions on which the existing Medium Term Financial Plan (MTFP) agreed in February 2018 is based,
  - information arising from government and other announcements
  - known and potential financial issues for 2019/20 and beyond which impact on the existing MTFP, and
  - a proposed process for Service & Resource Planning for 2019/20 including a timetable of events.
2. The following annexes are attached to this report:

Annex 1a: Previously agreed budget changes 2019/20 – 2022/23  
Annex 1b: Review of assumptions in the existing MTFP  
Annex 2: Service & Resource Planning timetable for 2019/20
3. It is proposed that the Medium Term Financial Plan (MTFP) continues to cover a four-year time frame and is therefore extended by one year to cover 2022/23. It is also proposed that the Capital Programme is extended by one year to cover the 10-year period to 2028/29. There is extreme uncertainty in government funding beyond 2019/20 due to the introduction of a new Fair Funding Formula alongside implementation of 75% Business Rates Retention, and a Spending Review in Spring/Summer 2019<sup>1</sup>. However, this uncertainty is by no means unusual and in forming the MTFP prudent assumptions will be made based on the latest information available and using scenarios and a sensitivity analysis to form a view.

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<sup>1</sup> Further details of all funding reforms are set out later in the report

## Assumptions in the existing Medium Term Financial Plan

4. The 2018/19 – 2021/22 MTFP agreed by Council in February 2018 included the requirement for £65.6m of savings to be made over the period of the plan to offset funding reductions and to meet additional expenditure pressures. Of this, savings of £46.2m are built into the budget for 2018/19 and progress against this is being monitored through the Financial Monitoring Reports to Cabinet throughout this financial year.
5. Of the £19.4m of savings to be delivered in 2019/20 and beyond, directorates are required to deliver savings of £26.2m, including £17.4m to be achieved from the Fit for the Future transformation programme<sup>2</sup>. The £26.2m directorate savings is offset by £6.8m of corporate savings falling out, mainly the one-off use of reserves.
6. The MTFP also includes an additional £18m of on-going funding for demographic and other directorate expenditure pressures added over the period 2018/19 – 2020/21 and provides for 2% rising to 2.5% pay inflation, up to 3% contract inflation and 2% income inflation. No inflation is provided for general prices<sup>3</sup>.
7. Details of the savings and additional funding in the existing MTFP for 2019/20 to 2021/22 are set out in Annex 1a.
8. There is a sum available to allocate of £7.9m in 2020/21 of the current MTFP. This is being held until the outcome of the local government funding reform is known.
9. The MTFP assumed general balances would be £16.3m at the start of 2019/20. The Business Management & Monitoring report elsewhere on the agenda forecasts general balances<sup>4</sup> will be £25.0m at the end of 2018/19. Therefore, balances would be £8.7m greater than anticipated in 2019/20. However, it is expected that pressures will continue to increase and that there will be further calls on balances during this financial year, although at this stage it is not expected that balances will fall below the risk assessed level of £16.3m.
10. Earmarked reserves (reserves held for a specific purpose) were forecast to be £63.8m at the end of 2018/19 in the MTFP. The latest forecast reported to Cabinet in July 2018 shows earmarked reserves totalling £73.7m at the end of 2018/19. The level of earmarked reserves and general balances are reviewed each year as part of the Service & Resource Planning process.
11. The Budget Equalisation Reserve is used to manage the cash flow implications of the MTFP. It is forecast to have a balance of £0.3m at the

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<sup>2</sup> Further details set out in paragraphs 38 to 41

<sup>3</sup> Applied to costs of premises, transport and supplies and services.

<sup>4</sup> After taking into account the projected underspend of £0.3m (after the use of Corporate Contingency) and the potential use of £1.1m relating to school transfers to academy status.

end of 2018/19 and a planned contribution to the reserve of £5.6m in 2019/20. This gives a balance of £5.9m that could be used as one-off funding in 2019/20.

12. General funding (excluding council tax) is estimated to reduce by £12.3m between 2018/19 and 2021/22 to £65.8m a year in 2021/22, a reduction of 16% compared to 2018/19. Revenue Support Grant and Business Rate Top Up estimates for 2019/20 are based on the figures published in the four-year funding deal, which the Council signed up to in September 2016, for the years 2016/17 to 2019/20.
13. Council tax increases of 2.99% in 2019/20 and 1.99% in 2020/21 and 2021/22 are assumed in the MTFP. There will not be an additional increase for the Adult Social Care Precept in 2019/20 as the Council increased the precept by the maximum allowable of 6% across 2017/18 and 2018/19. Council taxbase increases of 2% are assumed for each year of the MTFP. Total income from Council Tax (including collection surpluses) is estimated to be £404.7m a year by 2021/22.
14. Further details on the assumptions in the existing MTFP are provided in Annex 1b.

## **Government and Other Announcements**

15. Since Council approved the 2018/19 budget, MTFP and Capital Programme, several announcements have been made which have, or may have, financial implications. They are set out below.

### Spring Statement March 2018

16. On 13 March 2018, the Chancellor of the Exchequer, Philip Hammond made his 2018 Spring Statement announcement. The Spring Statement did not contain any spending or tax changes, it was a response to the to the latest forecast from the Office for Budget Responsibility (OBR) in its Economic and Fiscal Outlook.
17. The OBR continues to highlight the growing pressures in Children's and Adults Social Care. The Economic and Fiscal Outlook shows that drawdowns from reserves have been far greater in authorities with social care responsibilities.
18. The Chancellor confirmed that the next Spending Review will take place in 2019. It is expected to take place in the spring/summer. It is not clear what time period this will cover.
19. The Chancellor announced that the next business rates revaluation will be in 2021 and that subsequent revaluations would take place every three years. The 2021 Revaluation is the year after the introduction of the new 75% business rates retention system.

Ministry of Housing, Communities and Local Government (MHCLG) announcements

20. On 24 July 2018, MHCLG published a technical consultation on the 2019/20 Local Government Finance Settlement. This sets out the Government's intended approach for the fourth and final year of the multi-year local government finance settlement. The outcome of the consultation will not be known until the Provisional Local Government Settlement is published in November/December. The main items of interest to the Council are set out in the following paragraphs.

**Four-Year Deal**

21. There will be no change to allocations for the councils that took up the 4-year deal. Councils that did not will be subject to the annual settlement process.

**Negative Revenue Support Grant (RSG)**

22. In 2019/20 Negative RSG (an adjustment to business rate top-up grant) totals £152.9m for all councils. The preferred option in the consultation is to remove negative RSG from the settlement via forgone business rate receipts. This would give Oxfordshire a one-off benefit in 2019/20 of £6.2m.

**Council Tax Referendum Principles**

23. The Government remains "minded to" set the basic precept threshold at 3% for 2019/20. The current proposed council tax increase of 2.99% for 2019/20 in the MTFP is within this threshold.
24. The Adult Social Care precept threshold will remain at 2%. This is subject to total increases for the Adult Social Care precept not exceeding 6% between 2017/18 and 2019/20. As explained in paragraph 12, the Council increased the Adult Social Care precept by 3% in both 2017/18 and 2018/19 so there will be no further increase in 2019/20.

**New Homes Bonus**

25. The Government expects to increase the baseline in 2019/20, from 0.4% in 2018/19 due to the continued upward trend for house building.
26. 2019/20 is the final year of funding agreed by the 2015 Spending Review. The Government therefore intends to explore how to incentivise housing growth e.g. using the Housing Delivery Test results to reward delivery or incentivising plans that meet or exceed local housing need. Any changes will be consulted on.

**Business Rate Pilots**

27. Published alongside the technical consultation was the prospectus to pilot business rates retention in 2019/20. The 2019/20 pilots will relate to 75% of business rates growth rather than the current 100% growth.

28. The 2018/19 pilots were approved for one year only and are able to bid for 75% business rates retention in 2019/20. It is likely that fewer bids will be approved than in the current year as London is subject to separate arrangements/discussions due to devolution considerations.
29. Applications need to be submitted by 25 September 2018. Due to affordability constraints, the government will assess applications against the following selection criteria:
- Proposed pooling arrangements operate across a functional economic area (i.e. the county council(s) and all relevant district councils; groups of unitary authorities; or groups of county councils, all their districts and unitaries);
  - Proposal demonstrates how pooled income from growth will be used across the pilot area to either boost further growth, promote financial sustainability or a combination of these; and
  - Proposal sets out robust governance arrangements for strategic decision-making around the management of risk and reward and outlines how these support the participating authorities' proposed pooling arrangements.
30. It is likely that the councils in Oxfordshire will again submit a joint bid to become a pilot in 2019/20. As in 2018/19, if successful, it is proposed that the majority of any benefit from the pooling will be used to support economic growth across the County as a whole. Any remaining benefit would be used to support sustainable finances, applying the funds to commonly agreed projects and shared priorities agreed through the Oxfordshire Growth Board. Demonstrating that economic growth delivers benefit not just for businesses, but for the people who live and work in Oxfordshire, for the infrastructure they use, and the services they access, is vital to ensuring continued local support for Oxfordshire's high-growth economy.

#### Department of Health and Social Care Announcement

31. On 18 June 2018, the Secretary of State for Health and Social Care, Jeremy Hunt, made an announcement on the long-term plan for the NHS. The statement announced the intention to publish the social care Green Paper in the autumn around the same time as the NHS plan to support the integration of NHS and social care services. The NHS plan will review the current function and structure of the Better Care Fund to support the integration of the services.

#### **Potential Pressures**

32. As reported in the Business Management & Monitoring report elsewhere on this agenda and in the Financial Monitoring Report to Cabinet in July 2018, there are areas of overspend and risk in the 2018/19 budget that could place pressure on the 2019/20 budget.

33. Within Children's Services, areas of risk in the budget include Children's Social Care and SEN Home to School Transport. The July 2018 Financial Monitoring Report did not include overspends in these areas, however, there has been a higher than anticipated increase in the number of mainstream looked after children in the first two months of the financial year, and together with £3m of savings that need to be achieved from the High Cost Placement Review and Reconnecting Families programme, there is a higher risk of overspend. Savings of £1.2m are included in the Home to School Transport budget for 2018/19 and £0.6m of those savings are at risk of not being achieved, increasing the risk on this budget area. £0.3m relates to savings in post 16 SEN transport which is dependent on a policy change. This was agreed by Cabinet on 19 June, however the decision was called in and at its meeting on 17 July 2018, Cabinet deferred the decision until the Autumn to allow for further discussion. The remaining £0.3m of the savings at risk relate to transport to Northfield School and Meadowbrook. The current circumstances at Northfield have made savings more difficult to achieve. There is also a risk savings relating to Meadowbrook won't be achieved in full.
34. In the current financial year, the high needs block (Special Educational Needs and Disabilities) within Dedicated Schools Grant (DSG) is forecasting to overspend by £5m. This is mainly due to increasing demand for special school places and the need to place children at independent non-maintained schools. In addition, a decision is yet to be made regarding the long-term future of Northfield School, which increases the risk on this budget and is likely to increase spend in the medium term. Whilst this is a grant funded service, the pressure is likely to continue and may require additional Council funding to address the shortfall.
35. Within Adult Services, the Learning Disabilities element of the Adults with Care and Support Needs Pool is forecast to overspend by £2.1m in 2018/19. While the number of service users is relatively stable the level of assessed need, and the size of care packages required to support people, is rising. Action is continuing to be taken to review activity and packages within the pool but the on-going full year effect of the net increase in 2018/19, plus potential changes to other packages during 2019/20 is estimated to be £3.7m above the budget available. If the average level of assessed need of service users continues to increase, or the number of young people transitioning from Children's Social Care increases, the pressure could rise beyond that level.
36. Within Communities, there is a forecast £0.7m pressure on Street Lighting in 2018/19 due to significant increases in energy prices. In July 2018, Cabinet approved a £40m investment to modernise the Street Lighting network with LED lighting which will reduce energy costs down to an affordable level. However, the benefits will take a number of years to be fully realised and a pressure will need to be managed across the medium term until the cost falls within budget.

37. The 2018 to 2020 pay offer for local government officers includes the introduction of a new pay spine structure from 1 April 2019 to incorporate the impact of the national living wage on lower pay scales. Early modelling indicates that this will result in a pressure over and above the inflation allowance in the existing MTFP. In addition, it is not known what the level of increase will be in the National Living Wage over the period of the MTFP. This could cause a pressure particularly in Adult Social Care where providers increase their rates to cover the additional cost. The Adult Social Care Precept has funded the increases to date but it is not known if the precept will continue beyond 2019/20.

### **Fit for the Future Programme**

38. As set out in paragraph 5, the MTFP includes £17.4m of savings to be achieved from transformation through the Fit for the Future programme. The report, 'Implementing a New Operating Model for Oxfordshire County Council' at Item 9 on this agenda, sets out that savings arising from the Business Case range from £34m at the low end to £58m at the high end.
39. In addition to the £17.4m savings required from transformation, the existing MTFP includes £15.6m of savings to be delivered through service redesign, income generation measures and contract efficiencies. These cannot be achieved in addition to the Business Case. Therefore, subject to agreement of the recommendations, implementing the Operating Model will achieve at least the required level of savings in the MTFP, if savings at the low end are achieved and more if savings at the high end are achieved.
40. The Business Case sets out total implementation costs of up to £18m and further detail on the costs and phasing of implementation will be brought to Cabinet in October 2018. The Business Case also includes assumptions on the timing of savings. Savings are delivered in phases in line with implementation plan releases. The Business Case does not assume full in-year savings will be delivered in the year of each release, allowing realistic time for implementation to deliver savings and providing an element of budgetary tolerance for delay.
41. Dependent on the implementation method to be agreed by Cabinet in October, further consideration will need to be given to the phasing and value of the savings plus implementation costs and these will need to be included as part of the Service & Resource Planning process for decision by Council in February 2019.

### **2020/21 Local Government Finance Reform**

42. The Government is implementing radical reform for local government funding from 2020/21, therefore a high level of risk is attached to the level of funding in the existing MTFP beyond 2019/20.

### **Spending Review 2019**

43. As mentioned earlier in the report, a Spending Review is expected in Spring/Summer 2019 for 2020/21. It is not known what time frame the Spending Review will cover but a three-year period to 2022/23 would be logical as the next General Election is due in May 2022.
44. The Spending Review determines the overall amount of funding available for distribution to all local authorities through the funding formula.
45. The previous spending review in 2015 implemented reductions to the Local Government Departmental Expenditure Limit (DEL) of £6.1bn or 53% over four years. Over the same period, Oxfordshire's Settlement Funding Assessment (the assessment of need) reduced by £40.7m or 45%<sup>5</sup>. It is not known whether the 2019 spending review will require further reductions in the Local Government DEL, but with other government departments promised investment or protected, such as the National Health Service and Education, there is a risk that local government will face further cuts. If a funding reduction at the same level as those in the last spending review was applied, the Council could face further funding reductions of £10m a year. However, given the significant reductions which have already been made across local government and the well-recognised financial pressures predominantly in adults and children's social care, this may limit any reduction the government can make.

#### **Fair Funding Review**

46. Work is progressing on the Fair Funding formula<sup>6</sup> and is focusing on a cost drivers approach and split into three areas; relative needs, relative resources and transitional arrangements. Implementation is expected in 2020/21.
47. MHCLG issued a technical consultation paper in December 2017 on relative need. The paper initially suggested a simpler generic formula to distribute funding. However, the paper went on to introduce specialist blocks for Social Care and other services that will potentially leave very little in any general pot for distribution. Therefore, the actual "need" figure of an authority is still likely to be determined by a combination of generic and service specific cost drivers.
48. The main issue within the relative resources area is the treatment of Council Tax. The government has the option to use the actual rate of council tax for each local authority or a notional rate. A notional rate would allocate funding based on how much councils could raise if all councils used the same council tax rate. Councils that have a rate of council tax below the notional rate would lose resources. Oxfordshire would be likely to have a council tax rate that is higher than a notional amount and would gain resources, whereas using the actual rate would have the opposite impact.

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<sup>5</sup> This figure does not include reductions to specific Government Grants received. The total reduction to the Council's funding is £167m or 51% since 2010.

<sup>6</sup> To replace the existing four block model as a way of determining funding 'need' for each council

49. As the new formula will create winners and losers, the transitional arrangements and the pace of that transition will be important.
50. Given the government's clear acknowledgement of pressures relating to social care, particularly adult social care, it could be expected that the council would benefit from this element in a new formula. However, as Oxfordshire could be adversely affected by the treatment of Council Tax, the MTFP assumes that each cancels the other out and the council neither benefits or loses from the new formula.

### **75% Business Rate Retention**

51. As part of the provisional Local Government Finance Settlement in December 2017, the Government announced that it would increase the level of business rates retained by local authorities from the current 50% to at least 75% in 2020/21 by rolling in grants. It is expected that nationally £6.5bn will transfer to local authorities and the grants this will fund are expected to include:
  - Revenue Support Grant
  - Rural Services Delivery Grant
  - Public Health grant
  - Transport for London Capital Grant
52. The business rates baseline will be reset as part of the Fair Funding Review which means that it is expected that the national increase in income from the point at which the baseline was set in 2013/14 will be redistributed through the new formula.
53. A technical consultation is expected at the end of 2018 which is expected to cover issues such as appeals, resets and the balance of incentive and reward, and the tier split under the new system for future growth.
54. The current MTFP assumes that; the Council's business rate growth under the current system is lost at the reset of the new system; and the Spending review and fair funding review will result in a neutral funding position. It is not proposed to change this view at this point in time but will be reviewed as further information is available.

### **Corporate Plan and Service & Resource Planning Process and Timetable**

55. The Corporate Plan was agreed by Council on 10 July 2018. It sets out the County Council's overarching strategy for the period 2018-2021 and states our updated vision for 'thriving communities for everyone in Oxfordshire'. It also describes the council's main priorities and the specific actions that will be taken in the period to March 2019.
56. To ensure all council activity is aligned with these priorities, a new 'Strategic Framework' has been agreed as a way of integrating the council vision with its activity, partnerships and governance. As part of this, Priority Delivery

Plans will be produced to demonstrate how each council priority will be achieved from 2019/20. These will be cross-council plans showing the key outcomes, measures and actions for delivering each the Council's priorities.

57. To inform the development of Priority Delivery Plans, Directors are preparing Service Delivery Plans which describe how each service contributes to the Corporate Plan, including the actions in their core activity, the programmes of change, finance, HR, performance and risks involved.
58. First drafts of the Service Delivery Plans are being prepared for early October and sitting alongside these will be Plans completed as part of the Service and Resource Planning process for managing identified budget pressures for 2019/20. Each area of pressure will be explained through this process, along with a plan for mitigation.
59. The Corporate Plan will be updated as required through the above process. The Corporate Plan, Priority Delivery Plans and detailed budget proposals will be presented to Performance Scrutiny Committee in December 2018, which will enable a cross-party group of councillors to consider and challenge the proposals.
60. Capital proposals will be considered in early January 2019 alongside the Treasury Management Strategy and Review of Charges.
61. An online public consultation on the budget proposals will commence when the information is public in early December 2018.
62. Cabinet will take into consideration the comments from Performance Scrutiny Committee and the public alongside the funding available announced as part of the provisional settlement, in setting out its proposed budget to Cabinet on 22 January 2019.
63. The District Councils are required to provide Council Tax bases, Council Tax collection surpluses/deficits and business rate forecasts by 31 January 2019. Provisional figures are expected in mid-December 2018.
64. The final settlement is not expected until early February 2019. This will confirm the general funding available to the Council for 2019/20 and the Council Tax referendum limit to be applied.
65. The Council meeting to agree the 2019/20 revenue budget, medium term financial plan and capital programme will take place on 12 February 2019.
66. A timetable for the Service & Resource Planning process is attached at Annex 2.

## **Capital Programme Planning**

67. The Council considers capital investment and programming activity as an integral part of the Service & Resource Planning process. This ensures that the creation of a new asset or investment in the existing asset and infrastructure network is justified through detailed business cases and delivery models for the service, and implications for the medium term financial plan are clearly identified. In view of this, and the delivery period of significant investment programmes, the capital programme approved at Council in February 2018 was extended to cover a 10-year planning period to 2027/28. For this Service & Resource Planning process, it is proposed to extend this by a further year to cover the period 2018/19 to 2028/29. This will provide an additional year of funding in the programme.
68. Full Council is required to approve a Capital & Investment Strategy in order to demonstrate that the authority takes capital expenditure and investment decisions in line with service objectives and properly takes account of stewardship, value for money, prudence, sustainability and affordability. The overall Capital & Investment Strategy will be supported by the Asset Management Plan and Highways Asset Management Plan.
69. The Case for Investment to Support a Significant Increase in the Council's Key Assets report at Item 7 on the agenda, sets out the case to borrow against the future revenue that will be generated by planned growth to increase investment in the Council's Highway and Property assets. The implications of this on both the revenue budget and capital programme will be addressed through the Service & Resource Planning process.
70. Other capital investment pressures are also currently emerging. Proposals will be brought forward in September/October 2018 to inform the capital planning process.
71. Councillors will have an opportunity to contribute to capital prioritisation decisions through the January 2019 Performance Scrutiny Committee meeting.

### **Equality and Inclusion Implications**

72. The Public Sector Equality Duty, under section 149 of the Equality Act 2010, places a responsibility on local authorities to exercise 'due regard to the need to eliminate unlawful discrimination... advance equality of opportunity... and foster good relations.'
73. There are no equality and inclusion implications arising directly from this report. A high level assessment of the broad impact of new savings options will be included as part of the published information in December 2018. More detailed impact assessments, which will take account of feedback from the public consultation and from Scrutiny, will accompany Cabinet's proposed budget in January.

### **Financial and Legal Implications**

74. This report is mostly concerned with finance and the implications are set out in the main body of the report. The Council is required under the Localism Act 2011 to set a council tax requirement for the authority. This report provides information which, when taken together with the future reports up to January 2019, will lead to the council tax requirement being agreed in February 2019, together with a budget for 2019/20, updated medium term financial plan and capital programme.

## **RECOMMENDATION**

75. **The Cabinet is RECOMMENDED to:**

- a) Note the report;**
- b) Approve the Service and Resource Planning process for 2019/20;  
and**
- c) Approve a four-year period for the Medium Term Financial Plan and  
ten-year Capital Programme to 2028/29.**

LORNA BAXTER  
Director of Finance

Contact Officers:  
Katy Jurczynszyn: Strategic Finance Manager (Strategy & Monitoring)  
(Tel: 07584 909518)

September 2018

## Previously Agreed Directorate Budget Changes Summary 2019/20 - 2021/22

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
<b>Pressures, Improvements &amp; Investments</b>					
People - Children's Services	10,626	1,851	1,502	1,527	<b>15,506</b>
People - Adult Services	10,435	1,819	7,900	5,576	<b>25,730</b>
People - Public Health	1,000	0	0	0	<b>1,000</b>
Communities	7,615	18	-2,199	-500	<b>4,934</b>
Resources	355	388	120	0	<b>863</b>
Corporate Measures	16,192	3,242	-2,776	-6,933	<b>9,725</b>
<b>Total Previously Agreed Pressures, Improvements &amp; Investments</b>	<b>46,223</b>	<b>7,318</b>	<b>4,547</b>	<b>-330</b>	<b>57,758</b>
<b>Savings</b>					
People - Children's Services	-4,281	-5,455	-2,670	0	<b>-12,406</b>
People - Adult Services	-7,765	-1,340	-107	-325	<b>-9,537</b>
People - Public Health	-1,000	250	0	250	<b>-500</b>
Communities	-3,210	-719	2,130	-250	<b>-2,049</b>
Resources	-534	-466	-87	0	<b>-1,087</b>
Fit for the Future Programme		-10,000	-4,200	-3,200	<b>-17,400</b>
Corporate Measures	-29,433	10,412	387	-4,021	<b>-22,655</b>
<b>Total Previously Agreed Savings</b>	<b>-46,223</b>	<b>-7,318</b>	<b>-4,547</b>	<b>-7,546</b>	<b>-65,634</b>
<b>Total of Previously Agreed Budget Changes</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-7,876</b>	<b>-7,876</b>

**People - Children's Services - Previously Agreed Budget Changes**

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b><u>Cross Children's Services</u></b>				
17CEF1	S	Reduce management and administration staffing as part of the new directorate organisational arrangements.	-400			-400
		<b>Total Children's Services Cross Directorate</b>	<b>-400</b>	<b>0</b>	<b>0</b>	<b>-400</b>
		<b><u>Education</u></b>				
18CM1	P	School Related Overheads and Income	120			120
						0
		<b>Subtotal Education</b>	<b>120</b>	<b>0</b>	<b>0</b>	<b>120</b>
		<b><u>Additional &amp; Special Educational Needs (SEN)</u></b>				
19PC8	P	SEND Grant Expenditure Budget	-428			-428
						0
		<b>Subtotal Additional &amp; Special Educational Needs (SEN)</b>	<b>-428</b>	<b>0</b>	<b>0</b>	<b>-428</b>
		<b><u>School Organisation &amp; Planning</u></b>				
18CEF1	P	SEN Home to School Transport - ongoing pressure from 2016/17 and expected demographic increase in each year.	800			800
19PC4	S	Home to School Transport - project to review eligibility and promote independence	-707	-270		-977
		<b>Subtotal School Organisation &amp; Planning</b>	<b>93</b>	<b>-270</b>	<b>0</b>	<b>-177</b>
		<b>Total Education &amp; Learning</b>	<b>-215</b>	<b>-270</b>	<b>0</b>	<b>-485</b>
		<b><u>Children's Social Care</u></b>				
18CEF3	P	Looked After Children's Demography - pressure for Corporate Parent responsibilities, including internal and external placements from 2016/17 and expected increase in placements each year.	1,000			1,000
		<b>Total Children's Social Care</b>	<b>1,000</b>	<b>0</b>	<b>0</b>	<b>1,000</b>

**People - Children's Services - Previously Agreed Budget Changes**

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b>Children's Social Care Countywide Services</b>				
19PC1	P	Demography Pressure (Placements, Corporate Parent, Children with Disabilities and Home to School Transport)	359	1,502	1,527	3,388
19PC5	S	Entry to Care - We are working on a new strategy to safely reduce the number of children coming into care, through earlier and more effective intervention, and a joint-approach with our partners on tackling the root causes of family breakdown.	-2,692	-1,900		-4,592
19PC6	S	Reconnecting Families - To reduce the length of time children stay in care and support families to reunite at the earliest possible stage.	-1,346	-500		-1,846
19PC7	S	Placement costs - driving down costs of existing contracts and expansion of lower cost placements	-310			-310
		<b>Total Children's Social Care Countywide Services</b>	<b>-3,989</b>	<b>-898</b>	<b>1,527</b>	<b>-3,360</b>
		<b>Total Children's Services</b>	<b>-3,604</b>	<b>-1,168</b>	<b>1,527</b>	<b>-3,245</b>

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Type of Budget Change

P - Previously agreed Pressure, Improvement or Investment

S - Previously agreed saving

2019/20 £000	2020/21 £000	2021/22 £000	Total £000
1,851	1,502	1,527	4,880
-5,455	-2,670	0	-8,125
<b>-3,604</b>	<b>-1,168</b>	<b>1,527</b>	<b>-3,245</b>

**People - Adult Services - Previously Agreed Budget Changes**

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b><u>Adults with Care and Support Needs Pool</u></b>				
17SCS31 17SCS38 17SCS41	S	Reduce costs of Learning Disability placements while continuing to meet assessed need	-1,250			-1,250
19PA5	S	Transforming Care for Learning Disabilities - work with service users to help them to move from long term placements outside Oxfordshire to supported living placements in Oxfordshire. Up to £0.5m up - front implementation cost will be met from reserves in 2018/19.	-272	-457	-325	-1,054
		<b>Total Adults with Care and Support Needs Pool</b>	<b>-1,522</b>	<b>-457</b>	<b>-325</b>	<b>-2,304</b>
		<b><u>Adult Protection and Mental Capacity</u></b>				
18SCS3	P	Deprivation of Liberty Safeguards - additional pressure to resource on-going responsibility to completed Deprivation of Liberty assessments	161			161
		<b>Total Adult Protection and Mental Capacity</b>	<b>161</b>	<b>0</b>		<b>161</b>
		<b><u>Housing Related Support</u></b>				
17SCS22	S	Funding homelessness services through Housing Related support is not a statutory requirement.	-500			-500
		<b>Total Housing Related Support</b>	<b>-500</b>	<b>0</b>	<b>0</b>	<b>-500</b>
		<b><u>Other Funding and Cross Service Changes</u></b>				
15SCS10 17SCS40	P	Demography - additional budget to reflect the care needs of the growing and ageing population in Oxfordshire	5,000			5,000
19PA1	P	Demography - additional budget to reflect the care needs of the growing and ageing population in Oxfordshire		5,000	5,576	10,576
19PA11	S	Use of one - off Adult Social Care grant announced in February 2018 to fund part of the £5.0m demography on a one off basis in 2018/19 releases an equivalent sum of corporate funding. This has been added to contingency.	1,432			1,432
19PA12	P	Adult Social Care Grant - utilise one off grant funding to part fund demography in 2018/19	-1,432			-1,432

**People - Adult Services - Previously Agreed Budget Changes**

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
19PA2	P	Estimated inflationary pressure required to support the impact of the National Living Wage (NLW) on the rates the council pays external providers for adult social care.	1,500			1,500
19PA6	S	The council is considering changes to the Adult Social Care Contributions Policy. The estimated impact on service user contribution would be reinvested in adult social care services.	-750			-750
19PA7	S	Reduce estimated impairment of estimated Adult Social Care income due by £0.350m in each of 2018/19 and 2019/20. This is a technical financial accounting adjustment but effectively creates a one - off credit back to the revenue account if the impairment is reduced.		350		350
19PA3	P	On-going base budget pressure relating to increases to rates paid to providers and new hospital social work team costs planned to be funded by the improved Better Care Fund from 2017/18 - 2019/20. The last notified year of the grant is 2019/20.		2,900		2,900
		Use of 1.0% Adult Social Care Precept (£2.910m in total available in 2018/19) (Funding utilised on a one - off basis in 2017/18 and 2018/19 will be released to support Adult Social Care pressures including the impact of the National Living Wage in 2019/20)				
18SCS24	P	Daytime Support Transition Funding	-650			-650
18SCS25	P	Grow, Develop & Build Resilience in External Workforce	-1,010			-1,010
18SCS26	P	Transforming Delivery	-1,750			-1,750
		<b>Total Other Funding and Cross Adult Services</b>	<b>2,340</b>	<b>8,250</b>	<b>5,576</b>	<b>16,166</b>
		<b>Total Adult Services</b>	<b>479</b>	<b>7,793</b>	<b>5,251</b>	<b>13,523</b>

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Type of Budget Change

P - Previously agreed Pressure, Improvement or Investment

S - Previously agreed saving

2019/20 £000	2020/21 £000	2021/22 £000	Total £000
1,819	7,900	5,576	<b>15,295</b>
-1,340	-107	-325	<b>-1,772</b>
<b>479</b>	<b>7,793</b>	<b>5,251</b>	<b>13,523</b>

### People - Public Health - Budget Changes

Reference ID	Type of Budget Change	Detail	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
		<b>Public Health</b>				
19PPH1	S	Contribution from reserves towards Public Health activity funded by the Council for three years (2018/19 to 2020/21)	250		250	500
		<b>Total Public Health</b>	<b>250</b>	<b>0</b>	<b>250</b>	<b>500</b>

#### Type of Budget Change

P - Previously agreed Pressure, Improvement or Investment

S - Previously agreed saving

2019/20 £000	2020/21 £000	2021/22 £000	Total £000
0	0	0	0
250	0	250	500
<b>250</b>	<b>0</b>	<b>250</b>	<b>500</b>

**Communities - Previously Agreed Budget Changes**

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b><u>Planning &amp; Place</u></b>				
18EE4	P	Phase 2 of Minerals & Waste Plan	100	-200		-100
17EE13	S	Joint Working for Planning Regulation services (e.g. minerals and waste, county planning applications, legal agreement negotiations) with other neighbouring county councils. Savings to be achieved through sharing management teams and professional expertise.	-44			-44
17EE14 17EE39	S	Co-locate Economy & Skills and Business & Skills teams with OxLEP and jointly manage these services with OxLEP through a Service Level Agreement (SLA).	-45			-45
18EE6	P	Investment into OSM to achieve higher income	-400			-400
19COM1	P	Update of the Oxfordshire Strategic Transport Model: Provides the modelling information for our Strategic Site responses. This model update and investment will improve the robustness of the data within the model and increase the robustness of our responses. Looking at a 'user friendly' front end would also improve our capacity to respond to an increased demand, as well as reducing our reliance on consultants.	500		-500	0
19COM2	P	Investment to improve processes: To improve the speed and quality of responses to planning applications, which will include looking at the Single Response Development end to end process.	-100			-100
19COM16	P	Housing and Growth Deal Capacity Funding	-500	-2,000		-2,500
19COM17	S	Housing and Growth Deal Capacity Funding	500	2,000		2,500
19COM6	S	Increased Income Target Based on the projections for the planned growth over the next 5 years this additional income will primarily be realised through the pre-planning process.	-250	-250	-250	-750
		<b>Total Planning &amp; Place</b>	<b>-239</b>	<b>-450</b>	<b>-750</b>	<b>-1,439</b>

## Communities - Previously Agreed Budget Changes

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b>Infrastructure Delivery</b>				
		<b>Infrastructure Delivery Management</b>				
19COM5	P	Investment in road safety works and parking infrastructure funded through drawdown from directorate reserves.	-140			-140
		<b>Subtotal Infrastructure Delivery Management</b>	<b>-140</b>	<b>0</b>	<b>0</b>	<b>-140</b>
		<b>Asset &amp; Contract Management</b>				
18EE1	P	Climate Change Levy charge increase - Corporate Estate and Street Lighting	120			120
18EE10/19COM4/19COM14	S	Savings from reduced energy and maintenance costs relating to Street Lighting (assumes capital investment)		-420		-420
19COM4	P	The pressure relates to the unrealisable Service Review and Area Stewards savings and unachievable highways maintenance cuts in grass cutting and drainage	-120			-120
18EE3	P	HWRC Prudential Borrowing costs - future investment	850	-18		832
17EE35	P	Waste	500			500
		<b>Subtotal Asset &amp; Contract Management</b>	<b>1,350</b>	<b>-438</b>	<b>0</b>	<b>912</b>
		<b>Operations &amp; Major Projects Delivery</b>				
19COM5	P	Investment in road safety works and parking infrastructure funded through drawdown from directorate reserves.	-400			-400
19COM5	P	Investment in road safety works and parking infrastructure funded through drawdown from directorate reserves.	-150			-150
		<b>Subtotal Operations &amp; Major Projects Delivery</b>	<b>-550</b>	<b>0</b>	<b>0</b>	<b>-550</b>
		<b>Civil Enforcement</b>				
17EE30/17EE36/19COM13	S	Parking Account - unrealisation of income target	-150			-150
19COM5	P	Investment in road safety works and parking infrastructure funded through drawdown from directorate reserves.	-250			-250
		<b>Subtotal Civil Enforcement</b>	<b>-400</b>	<b>0</b>	<b>0</b>	<b>-400</b>
		<b>Total Infrastructure Delivery</b>	<b>260</b>	<b>-438</b>	<b>0</b>	<b>-178</b>

## Communities - Previously Agreed Budget Changes

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b>Property &amp; Investment</b>				
17EE17	S	Opportunities to generate income including fitting solar panels to roof tops, investing in property sites etc. Greater utilisation of existing property by reducing the footprint needed by the county council and utilising any surplus space.	-50			-50
18CM2	P	Impact of 2017 Rates Revaluation.	68	19		87
19COM11	S	Savings from Facilities Management Service Re-design and cost of maintaining assets	-500			-500
		<b>Total Property &amp; Investment</b>	<b>-482</b>	<b>19</b>	<b>0</b>	<b>-463</b>
		<b>Fire &amp; Rescue Service and Community Safety</b>				
17FRS6	S	Reduce the number of operational Group Manager posts in the Fire and Rescue Service.	-90			-90
18FRS7	P	** 17FRS6 - Reduce number of operational Group Manager posts - needs to fully evaluated before implementation	90			90
18FRS9	S	Transformational crewing models	-90			-90
19FRS4	P	Officer cover 365/24/7 – specialist skills	-150			-150
19FRS5	S	Replace contribution to vehicle replacement reserve with capital funding		800		800
		<b>Total Fire &amp; Rescue Service and Community Safety</b>	<b>-240</b>	<b>800</b>	<b>0</b>	<b>560</b>
		<b>Total Environment &amp; Economy</b>	<b>-701</b>	<b>-69</b>	<b>-750</b>	<b>-1,520</b>

## Type of Budget Change

P - Previously agreed Pressure, Improvement or Investment

S - Previously agreed saving

2019/20 £000	2020/21 £000	2021/22 £000	Total £000
18	-2,199	-500	-2,681
-719	2,130	-250	1,161
<b>-701</b>	<b>-69</b>	<b>-750</b>	<b>-1,520</b>

## Resources - Budget Changes

Reference ID	Type of Budget Change	Detail	2019/20 £000	2020/21 £000	2021/22 £000	Total £000
		<b><u>Corporate Services</u></b>				
19RES19	P	Parish Council Engagement	30	-55		-25
19RES20	P	Centenary of ending of WW1	-30			-30
		<b>Total Corporate Services</b>	<b>0</b>	<b>-55</b>	<b>0</b>	<b>-55</b>
		<b><u>Human Resources</u></b>				
19RES1	P	Senior Leadership Development	-150			-150
		<b>Total Human Resources</b>	<b>-150</b>	<b>0</b>	<b>0</b>	<b>-150</b>
		<b><u>Corporate Finance &amp; Internal Audit</u></b>				
19RES12	S	IBC on-boarding charge ends	-262	-87		-349
19RES13	S	Savings to OCC from the further spreading of fixed costs within the IBC Partnership.	-204			-204
		<b>Total Corporate Finance &amp; Internal Audit</b>	<b>-466</b>	<b>-87</b>	<b>0</b>	<b>-553</b>
		<b><u>Transformation</u></b>				
19RES7	P	Museum Service - transitional costs to redesigned service (including loss of income)	-100			-100
19RES18	P	Councillor Priorities Fund (£15,000 per Councillor)		-945		-945
		<b>Total Transformation</b>	<b>-100</b>	<b>-945</b>	<b>0</b>	<b>-1,045</b>
		<b>Total Resources</b>	<b>-716</b>	<b>-1,087</b>	<b>0</b>	<b>-1,803</b>

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Type of Budget Change

P - Previously agreed Pressure, Improvement or Investment

S - Previously agreed saving

2019/20 £000	2020/21 £000	2021/22 £000	Total £000
-250	-1,000	0	-1,250
-466	-87	0	-553
<b>-716</b>	<b>-1,087</b>	<b>0</b>	<b>-1,803</b>

## Review of Assumptions in the 2019/20 – 2021/22 Medium Term Financial Plan (MTFP)

### *Inflation*

1. The table below sets out the inflation assumptions built into the current MTFP.

Year	Pay	Prices	Contracts (up to)	Income	In MTFP
2019/20	2%	0%	3%	2%	£5.700m
2020/21	2.5%	0%	3%	2%	£6.000m
2021/22	2.5%	0%	3%	2%	£6.000m

2. On 10 April 2018 a two-year National Employers pay award was agreed consisting of a 2% increase in both 2018/19 and 2019/20, with a higher increase for those on lower pay points to reflect the increase in the National Living Wage. Beyond 2019/20, pay inflation is included in the proposed MTFP at 2.5%. The 2017/18 and 2018/19 pay award for Firefighters continues to be negotiated. An allowance of £0.6m is held in the Corporate Contingency budget pending a decision.
3. Consumer Price Inflation (CPI) was 2.5% in July 2018, down slightly from 2.6% in July 2017. The Bank of England forecast CPI<sup>1</sup> inflation to settle just above the 2% target until 2020 as it gradually increases interest rates. Retail Price Inflation (RPI) was 3.2% in July 2018.

### *Previously Agreed Directorate Budget Changes*

4. The MTFP includes funding for demographic and other agreed directorate pressures and savings which were approved by Council in February 2018. Details are set out in annex 1a.

Pressures, Improvements & Investments	2019/20	2020/21	2021/22	Total
	£000	£000	£000	£000
<b>Directorate</b>				
People - Children's Services	1,851	1,502	1,527	4,880
People - Adult Services	1,819	7,900	5,576	15,295
People - Public Health	0	0	0	0
Communities	18	-2,199	-500	-2,681
Resources	388	120	0	508
<b>Total Previously Agreed Pressures, Improvements &amp; Investments</b>	<b>4,076</b>	<b>7,323</b>	<b>6,603</b>	<b>18,002</b>

<b>Savings</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Total</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Directorates</b>				
People - Children's Services	-5,455	-2,670	0	-8,125
People - Adult Services	-1,340	-107	-325	-1,772
People - Public Health	250	0	250	500
Communities	-719	2,130	-250	1,161
Resources	-466	-87	0	-553
Transformation Programme	-10,000	-4,200	-3,200	-17,400
<b>Total Previously Agreed Savings</b>	<b>-17,730</b>	<b>-4,934</b>	<b>-3,525</b>	<b>-26,189</b>

### *Balances and Reserves*

- The MTFP assumes general balances at the start of 2019/20 will be £16.3m and maintained at that level over the medium term. In the Business Management & Monitoring report, general balances are forecast to be £25m at the end of this financial year, after taking into account the forecast underspend of £0.3m (after the use of corporate contingency) and the potential use of £1.1m relating to school transfers to academy status.
- The table below sets out the estimates for earmarked reserves included in the MTFP.

	Forecast Balance at 31 March 2019	Forecast Balance at 31 March 2020	Forecast Balance at 31 March 2021	Forecast Balance at 31 March 2022
	£m	£m	£m	£m
Schools' Reserves	8.544	6.239	3.928	2.178
Vehicle and Equipment Reserve	0.789	0.587	0.927	0.927
Grants and Contributions Reserve	5.433	5.433	5.433	5.433
Government Initiatives	0.000	0.000	0.000	0.000
Trading Accounts	0.072	0.072	0.072	0.072
Council Elections	0.218	0.436	0.654	0.000
OxLEP	0.199	0.199	0.199	0.199
On Street Car Parking	3.176	3.176	3.176	3.176
Transformation Reserve	0.350	0.000	0.000	0.000
Budget Prioritisation Reserve	4.761	4.137	8.807	10.382
Insurance Reserve	6.080	6.180	6.280	6.380
Business Rates Reserve	0.522	1.016	1.510	2.004
Capital Reserves	33.374	33.389	27.515	9.481
Budget Equalisation Reserve	0.280	5.907	11.032	15.476
<b>Total Reserves</b>	<b>63.798</b>	<b>66.771</b>	<b>69.533</b>	<b>55.708</b>
<b>Total Reserves excluding Schools</b>	<b>55.254</b>	<b>60.532</b>	<b>65.605</b>	<b>53.530</b>

7. The Budget Equalisation Reserve is used to manage the cash flow implications arising from a different profile of pressures and savings in the MTFP. It is forecast to have a balance of £0.3m at the end of 2018/19 and a planned contribution to the reserve of £5.6m in 2019/20. This gives a balance of £5.9m that could be used as one-off funding in 2019/20.
8. Earmarked reserves at the start of 2018/19 were £18.9m higher than assumed in the MTFP. The latest forecast (reported to Cabinet on 17 July 2018) indicates that earmarked reserves will fall to £73.7m by the end of this financial year.

### *General Funding*

9. The Council's general funding, other than from Council Tax (see below), comprises Revenue Support Grant, Business Rates Top-Up and a 10% share of Business Rates collected by the District Councils. The MTFP assumes that our local share of Business Rates increases with inflation (Consumer Price Index). Revenue Support Grant and Business Rate Top Up estimates for 2019/20 are based on the figures published in Oxfordshire's four-year funding deal for the years 2016/17 to 2019/20.
10. The following table shows the estimates for general funding (excluding Council Tax) included in the MTFP.

<b>MTFP Estimates</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
Business Rates Top-Up (£m)	33.629	34.217	34.861
Business Rates from District Councils (£m)	34.098	30.439	30.975
Business Rates Total (£m)	67.727	64.656	65.836
Percentage change from previous year	-6.2%	-4.5%	1.8%
Revenue Support Grant (£m)	0.000	0.000	0.000
Percentage change from previous year	-100.0%	0.0%	0.0%
<b>Total Business Rates + RSG (£m)</b>	<b>67.727</b>	<b>64.656</b>	<b>65.836</b>
<b>Percentage change from previous year</b>	<b>-13.3%</b>	<b>-4.5%</b>	<b>+1.8%</b>

### *Council Tax*

11. The MTFP is based on Council Tax increases of 2.99% in 2019/20 and 1.99% in 2020/21 and 2021/22. There will not be an additional charge for Adult Social Care in 2019/20 as we increased the precept by the maximum of 6% across 2017/18 and 2018/19. A 1% change in Council Tax equates to £3.3m, with a small residual effect in subsequent years.
12. The MTFP assumes growth in the taxbase of 2.0% in 2019/20 and beyond. A variation of +/-0.25% results in a gain/loss of £0.9m.
13. Surpluses on Council Tax collection are estimated to be £4.5m in each remaining year of the MTFP. This is based on previous years' surpluses that have been above that level in the last five years. In 2018/19 the Council Tax collection surpluses are £5.3m.
14. The table below sets out the estimates for Council Tax included in the MTFP.

<b>MTFP Estimates</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
Council Tax Requirement (£m)	369.821	384.724	400.230
Council Tax Base	251,778	256,831	261,949
Council Tax (Band D equivalent) (£)	1,468.84	1,498.07	1,527.89
Increase in Council Tax (Band D)	2.99%	1.99%	1.99%
Council Tax collection surpluses (£m)	4.500	4.500	4.500
<b>Total Council Tax Income (£m)</b>	<b>374.321</b>	<b>389.224</b>	<b>404.730</b>
<b>Percentage change from previous year</b>	<b>4.8%</b>	<b>4.0%</b>	<b>4.0%</b>

**Cabinet - 18 September 2018**  
**Service & Resource Planning Timetable 2019/20**

Annex 2

Month	Day	Date	For/From	Action/Event
September	Tue	18 September 2018	Cabinet	Service & Resource Planning Report providing an update on the latest information and proposing a process for 2019/20. Decision on new operating model.
October	Tues	16 October 2018	Cabinet	Decision on method of implementation of new operating model
November		Late November	Communities & Local Government	Chancellor's Autumn Budget
December	Wed	05 December 2018	Committee Services	Publication of Performance Scrutiny papers including proposals for pressures and savings.
		From 5 December 2018 for 4 weeks		Public Online consultation on budget proposals following publication of Performance Scrutiny Report.
	Thur	06 December 2018	All Councillors	Briefing on priorities, plus proposed pressures and savings to be considered by Performance Scrutiny Committee.
		Mid December	District Councils	Notification of draft Council Taxbases and draft Business Rates Forecasts
	Thu	13 December 2018	Performance Scrutiny Committee	Considers and comments upon the proposed pressures and savings plus draft Corporate Plan and Priority Delivery Plans.
	Tue	18 December 2018	Cabinet	Service & Resource Planning Report to Cabinet, providing the review of charges and an update on the latest financial position.
		Mid/Late December	MHCLG	Provisional Local Government Finance Settlement - will include confirmation of CT principles; negative RSG solution and BR pooling pilots.
January	Wed	09 January 2018	Audit and Governance Committee	Consideration of the draft Treasury Management Strategy Statement and Annual Investment Strategy for 2019/20
	Thu	10 January 2019	Performance Scrutiny Committee	Consider and comment on draft capital proposals (including Capital Programme, Capital Strategy, Investment Strategy, plus Flexible Use of Capital Receipts Strategy), Review of Charges and draft Treasury Management Strategy.
	Tue	15 January 2019	All Councillors	Member briefing on Cabinet's proposed budget, medium term financial plan, capital programme and Corporate Plan/ Priority Delivery Plans.
	Mon	21 January 2019	District Councils	Notification of Council Tax surpluses or deficits.
	Tue	22 January 2019	Cabinet	Cabinet proposes Corporate Plan, Priority Delivery Plans, 2019/20 revenue budget, MTFP, capital programme and relevant strategies for recommendation to Council in light of comments from the Performance Scrutiny Committee and consultation feedback.
	Thur	31 January 2019	District Councils	Notification of Council Taxbases, Business Rate Forecasts and Business Rate surpluses or deficits
February		Early February	MHCLG	Final Local Government Finance Settlement
	Thu	31 January 2019	Cabinet/Opposition and Other Group Leaders /CCMT/Chief Finance Officer	Deadline for Cabinet, Opposition and other groups to submit full budget papers to Committee Services
	Fri	01 February 2019	Committee Services	Publication of Council agenda and Cabinet, Opposition & other groups full budgets, including the Chief Finance Officer's statutory report
	Wed	06 February 2019	Opposition & Other Group Leaders	Deadline for amendments to Cabinet budget by Opposition and other groups to Committee Services (By 9am)
	Wed	06 February 2019	Committee Services	Publication of amendments to Cabinet budget by Opposition and other groups
	Tue	12 February 2019	Council	Agrees Revenue Budget 2019/20; Capital Programme 2018/19 - 2022/23; MTFP 2019/20 - 2022/23 and Corporate Plan 2019/20 - 2022/23

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Division(s): N/A

## **CABINET – 18 September 2018**

### **CASE FOR INVESTMENT TO SUPPORT A SIGNIFICANT INCREASE IN THE COUNCIL'S KEY ASSETS**

#### **Report by the Strategic Director for Communities**

#### **Introduction**

1. Cabinet, at its meeting on 17 July 2018, approved the production of a business case to support a significant increase in borrowing to invest in the Council's assets. If agreed, this additional investment will be managed and governed through the current capital programme.
2. While the focus will be on highways, the principle of the action is to make available funds to invest in the Council's assets where there is significant financial benefit to do so (to avoid deterioration requiring even more expensive solutions in the future), to meet statutory compliance or to meet an emergency need for provision which the current capital programme would struggle to achieve. This report sets out the case for investment.

#### **The Case for Investment**

3. Budgets for maintaining our highways and building assets have reduced in real terms (e.g. 50% in highway maintenance budget) whilst at the same time construction and technical costs have significantly increased. This reduced investment over time coincides with an ageing asset and a decline in condition to a point where the impact of this decline has been more evident and impacting on our residents.
4. Reductions in central government funding has led to a deterioration in our asset condition especially highways (carriageways and footways) but also property (schools and other buildings). In addition, major growth in the county has led to a growth in the asset base to be maintained. This in turn creates additional financial pressures with, for example, increased insurance claims and increased reactive maintenance costs. Currently £10m is spent annually on highway carriageway maintenance and £2.7m on the maintenance of properties: this is insufficient to maintain the current level of condition let alone improve it. In addition, major growth is taking place in Oxfordshire which has the potential to boost funding for the council but will also further affect the use and condition of our existing assets whilst adding to future potential liabilities.
5. Against this backdrop of shrinking grant funding (in relative terms) and significant growth there is a need to address customer concerns over the quality of council owned assets. There is potential to borrow against the future revenue that will be generated by planned growth to increase investment in our assets.

## Benefits of Investment

### Highways Assets

6. The Councils largest and most valuable asset is its Highway and associated infrastructure with a replacement value of £6.2bn.
7. At present the highway network has 10% of roads categorised as having less than 5 years residual life remaining, with a further 45% considered to have between 5 and 15 years residual life remaining. With the current levels of spend the length of roads with less than 5 years residual life is increasing by approximately 25 miles a year and this rate of deterioration is accelerating. Investment at this stage could therefore be invested in cheaper prevention schemes and prevent a significant length of the network deteriorating and therefore reduce the number of costly repairs required in future i.e. prevent the backlog of repairs growing.
8. At current rates of deterioration, it is anticipated that the number of potholes in the county will increase by 32% over the next 5 years. On average Oxfordshire has 35,000 potholes that are considered in need of repair to maintain safety each year, with many more smaller defects that whilst not a risk to safety contribute to the general deterioration of the road. Following winter 2018 however, the number of potholes has risen significantly to 40,630 in the first 6 months alone. An increase in potholes of 32% would therefore have a significant impact on revenue budgets and staffing resources.
9. Investment at this stage would allow repairs to many of those roads already in poor condition, reducing the overall length of network in an unsatisfactory condition. This will reduce the number of potholes that arise and improve the longevity of future repairs in these areas.
10. Early intervention using treatments such as retexturing, micro asphalt or surface dressing can repair minor defects and seal the road surface to prevent water ingress and as a result can significantly extend the serviceable life of a carriageway and prevent those roads from reaching a poor condition. Such intervention can be up to 32 times cheaper than the cost of treating roads in very poor condition representing considerably better value for money. Such preventative treatments have the potential to avoid up to £150m in future costs.
11. Many of the county's footways are in a similar poor state of repair with over 350 miles of footway considered in an urgent need of repair. Insurance claims on footways on average costs the council more per incident than carriageway related claims due to the higher risk of pedestrian injuries arising from footway trips or falls which are more likely to result in broken bones and other muscular/skeletal injuries. In the past few years the council has paid out up to £0.4m per year in insurance claims, however due to the potential of serious injury, particularly in the elderly, individual claims have the potential to be significantly greater than this. Investment at this stage in the most used priority footways would reduce the risk of injury and therefore claims.

12. The County's bridge stock is similarly deteriorating, and over the last few years, weight limits have been placed on several weak bridges, significantly impacting on the flow of heavy vehicles around the county. It is anticipated that many more weight limits will need to be applied over the next decade if strengthening and rehabilitation work is not undertaken. This is likely to restrict traffic movement and has the potential to adversely affect growth within the county, increase congestion and local road issues. Investment at this stage will reduce significant disruption to the highway network.
13. Many traffic signalled junctions are reaching the end of their serviceable life and are experiencing an increasing number of signal failures. This is resulting in less predictable journey times and increasing reactive maintenance costs. Increased proactive maintenance of these sites will reduce the numbers of failures on key strategic routes, and if undertaken with matched funding from developers or growth investment, could enable sites to be enhanced to derive greater traffic capacity within strategic corridors or urban areas.
14. Customer satisfaction with Oxfordshire County Council is comparatively poor when benchmarked against other authorities. Highways is often cited within responses to surveys as a major contributor to satisfaction levels. Significant investment within highway maintenance, in parallel with improved communications, will assist in addressing this perception and should ensure that relative customer satisfaction improves. The majority of the population live on local roads (C and U class) where condition is significantly lower than the strategic road network, meaning their daily experience and therefore satisfaction is influenced by this.
15. There is typically a direct correlation between the number of potholes identified on the highway network and the number of insurance claims that the council receives, (including personal injury claims from cyclists) and the subsequent repudiation rate. In the past 5 years, the council has received 4,700 insurance claims and has had a repudiation rate of approximately 80%. Over the same period the council has paid out £1.6m<sup>1</sup> for successful claims. An increased expenditure in preventative maintenance could therefore significantly reduce future costs and effort in insurance claims.
16. Whilst the condition of the highway network within Oxfordshire is aligned with the national average, neighbouring and nearby authorities have invested in the maintenance of their networks in recent years meaning and as a result have an A & B road network that is in better condition than Oxfordshire. These authorities are likely to be seeking to attract new businesses and investment in much the same way as Oxfordshire's growth strategy seeks to do. Research shows that the condition of the highway network influences where small and medium size businesses (SME's) choose to locate and as such an improved road condition may provide the council with a competitive advantage in realising its growth potential.

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<sup>1</sup> This includes two large personal injury claims of £425k and £325k. The time lag in claims being settled/ repudiated (normally up to 3 years, with minors having up to 21 years to make a claim) mean it is not possible to accurately put a figure on actual claims payouts by year until a considerable number of years has passed.

17. A report of research and modelling undertaken by the Transport Research Laboratory on behalf of the council (Societal and Economic Impacts of the Road Network in Oxfordshire) shows that maintaining carriageways at a steady state condition generates £5 within the local economy for every £1 invested. This considers only those benefits that can be directly predicted such as reduction in accidents, journey times, fuel costs, direct employment from construction activities etc. The actual benefits to the broader economy and potential for growth are likely to be significantly higher.
18. Highway condition plays a significant role in people's decision of transport mode, with people much less likely to choose to cycle or walk if there is a perceived risk to safety. To a lesser extent this extends to people's choice to use the bus where the ride quality experienced from poor highway condition is felt. The council seeks to encourage these forms of transport as part of its Connecting Oxfordshire Strategy (LTP4) in a bid to accommodate the increased movement of people that will result if the planned growth in the county is realised.
19. Over the last 20 years construction costs have been increasing at a rate approximately 1% above the consumer price index (source: Baxter price index) and in recent years this gap has widened and is predicted to widen further still as demand for large infrastructure projects and housing growth increases, creating greater competition for skilled workforces and greater demand for materials and specialist equipment. This suggests investing now means savings later.

### **Proposed Plan for Highway Investment**

20. It is proposed, subject to the availability of funding (see below), that up to £80m, more than current levels of capital spend, be provided over the next 5 years to redress the deterioration of the condition of highway assets.
21. To derive the maximum benefit to the entire highway network from this level of investment, the preferred funding profile for this additional investment is indicated below.

Asset	Current Projected Annual Spend (£m)	Additional Need (m)					Total
		2019/20	2020/21	2021/22	2022/23	2023/24	
Preventative Carriageway Treatments	8.4	7.0	9.0	10.0	10.0	8.0	44.0
Major Carriageway Repairs	2.5	2.0	3.0	3.0	3.0	3.0	14.0
Highway Drainage	0.9	0.5	1.0	1.0	1.0	1.0	4.5
Footways	0.7	1.0	1.0	1.0	1.0	1.0	5.0
Bridges	1.8	0.5	2.0	2.25	2.25	4.0	11.0
Traffic Signals	0.25	0	0.25	0.25	0.5	0.5	1.5
<b>Total</b>	<b>14.55</b>	<b>11</b>	<b>16.25</b>	<b>17.5</b>	<b>17.75</b>	<b>17.5</b>	<b>80</b>

22. The profile of spend between asset types would be reviewed annually to ensure that they continue to best reflect asset need (including the requirements of local roads vs the strategic network), Council priorities and deterioration profiles.

### **Revenue Implications of Highways Investment**

23. The proposal would need increased annual revenue budgets for network surveys of approximately £0.2m to ensure that the investment can be targeted at locations that derive the greatest benefit for the network. It is anticipated that this would be funded by a reduction in reactive defect budgets currently required to address potholes.
24. The proposal would need increased staffing to deliver the programme of works however any additional staff costs would be recharged to capital budgets.
25. Individual schemes will seek to maximise advantage of traffic management activity by undertaking traditional revenue activities such as sign cleaning and maintenance, road marking renewal, gully cleansing, vegetation trimming etc. at the same time where practicable to reduce the cost of those activities, and increase the noticeable impact of this investment.

### **Property Asset Management**

26. The Council has a significant property portfolio of over 1100 assets; 520 assets in the schools' estate and 615 in the corporate estate. The replacement value across the entire estate is £687m.
27. The portfolio is diverse ranging from schools, social care facilities and adult learning provision to culture, arts and heritage venues. These assets are fundamental to the Council's ability to deliver service and offers significant opportunities to support growth, investment and community development.
28. Over the last ten years the Council has reduced its asset portfolio by 100 assets and whilst this has reduced the pressure on the maintenance budget a significant backlog remains. The Council is committed to further reducing its asset base in support of the Fit for the Future Target Operating Model (see report at CAx on this agenda).
29. The Council's spend on the maintenance of its non-school estate has reduced by 21% over the last five years and has not been sufficient to maintain the portfolio. This decline in spend was compounded by the performance of Carillion, who the contracted to deliver an end to end property service, including the management and maintenance of our estate. The Council terminated its relationship with Carillion in January 2018 and commenced work to address the legacy of Carillion's poor management of the estate. Carillion went into liquidation in February 2018.
30. There are several immediate and critical legacy issues arising from both the decline in the spend on maintenance and Carillion's liquidation:

- a) The rectification of known defects with completed projects;

162 projects of the 602 projects undertaken by Carillion had known defects which were not complete when Carillion went into liquidation. These projects range in size from small kitchen completions to school extensions. Carillion's liquidation means that the Council cannot require Carillion to rectify the defects as it no longer exists, the council will have to bear the costs itself.

- b) The treatment of latent defects (defects not known at this point that could emerge over time);

There is a further liability arising from the risks/costs that might emerge from building defects that are not known about at this point but could occur in the future. These latent defects are usually covered through standard contractual arrangements, but these are not applicable in the context of Carillion's liquidation.

- c) The assessment of the estates compliance with statutory and health & safety requirements;

The Council must be confident that its estate complies with all statutory and health and safety requirements. An audit programme to assess and identify improvements to the statutory and operational compliance of the non-schools estate is due to complete at the end of October 2018. A remedial programme will then be defined and costed, for consideration in the 2019/20 Service & Resource Planning process.

- d) The condition of the estate;

The quality of information about the condition of the estate is poor and work undertaken on the condition of our estate under the contract with Carillion is unreliable. A report has been commissioned to assess the condition of our estate to enable the quantification of the repairs and maintenance backlog.

- e) The condition of the school estate;

In addition to the non-school estate, significant investment is needed in schools to address issues arising both from the legacy of Carillion and in the under-investment in schools nationally.

The increased capital funding will be used flexibly to satisfy the criteria below to provide confidence that the school estate is fit for purpose and specifically to allow the Council to deliver key projects that will either save significant costs in future, or meet demonstrable need at present e.g. Northfield School.

31. At this point in time, it is not possible to quantify the investment in the estate that will be needed to address defects, latent defects, statutory compliance and the condition of the estate. A programme of work is underway to evaluate and cost this legacy and will form part of the Service and Resource Planning Process. However, the costs are likely to be significant, between £20m and £40m over the next 5 years and will require additional capital funding.

## Financial Case

32. The current Medium Term Financial Plan (MTFP) includes taxbase<sup>2</sup> growth projections of 2% per annum, this equates to an additional 4,940 to 5,140 properties a year. The Housing and Growth Deal is expected to accelerate house building across Oxfordshire to deliver 29,455 houses by March 2023 ranging between 5,239 and 6,379 per year. This is 6,549 above original projections. This growth trajectory will see council tax revenues rise beyond that which has been included in the MTFP. Whilst the housing projections do not align exactly with the MTFP, if the accelerated housing is delivered, additional income of approximately £5.7m is expected by 2024 as shown in the following table.

Year	Taxbase per MTFP	Taxbase increase per MTFP %	Accelerated delivery per H&G Deal	Accelerated taxbase increase %	Taxbase Difference between MTFP and Deal	% difference in taxbase	Potential Additional Council Tax £000
2017/18	243,807	2.15%	-	-			
2018/19	246,841	1.24%	-	-			
2019/20	251,778	2.00%	5,239	2.12%	302	0.12%	444
2020/21	256,813	2.00%	6,169	2.45%	1,133	0.45%	1,698
2021/22	261,950	2.00%	5,954	2.32%	818	0.32%	1,249
2022/23	267,189	2.00%	6,379	2.44%	1,140	0.44%	1,776
2023/24	272,533	2.00%	5,714	2.14%	370	0.14%	587
TOTAL			29,455		3,763		5,755

33. This increase in council tax revenue could be used to fund additional borrowing for capital investment, through external borrowing (from the PWLB), from internal borrowing (see explanation below), or a combination of both. If the recommendation arising from this report is agreed, then options for borrowing will be considered as part of the Service & Resource Planning process for ultimate approval by Council in February 2019.
34. The Council currently has, and is expected to have high level of cash balances over the medium term. Cash balances arise from the level of reserves that are held and the timing differences of payments made and income received. Cash balances are currently around £400m and are invested through Treasury Management activity. Of this sum, an element will be what is considered 'core cash'. This is the minimum level that is expected to be held by the Council beyond the medium term. This 'core cash' balance can be used to fund a borrowing requirement instead of borrowing

<sup>2</sup> the number of band D equivalent properties from which council tax will be collected – also broadly equates to the number of additional houses built

externally. This is referred to as internal borrowing. An advantage of internal borrowing is that the Council does not incur the interest payment that is payable on external borrowing. The interest earned on the cash balance is foregone, however this is currently significantly less than the cost of interest payable on external borrowing. Currently an average of 1.3% is earned on cash balances compared to interest on external borrowing of 2.8%<sup>3</sup>.

35. Based on current rates, every £10m of external borrowing costs £0.5m per year to repay both capital and for interest payments; and £14.4m over a 30-year repayment period. To borrow £120m would cost £5.7m per year and £171m over a 30-year period.
36. Cash balances are forecast to remain at a high level over the medium term, and as part of the Treasury Management Strategy for 2019/20, a view will be taken on the level of 'core cash' and the options to maximise the use of cash balances held.
37. The amount of borrowing that can be taken in each year will be agreed as part of the Service & Resource Planning process each year, once the Council receives confirmation of the taxbase figure from the District Councils and the increased revenue is known. This will ensure borrowing is timed to match the increased level of revenue and will not take place if the additional revenue does not materialise, therefore minimising the risk and keeping the debt management cost at an affordable level within the MTFP.
38. It should be noted that this approach will not limit additional prudential borrowing that can be funded by other approved means.

## **Governance**

39. This investment proposal does not require or seek to establish any new forms of governance or review. While this will represent a significant increase in the totality of our capital programme, there is a clear and robust governance and service delivery model in place to allocate this funding.
40. A separate business case will need to be written for each bid to access funds from this borrowing from the service area which is seeking additional funding. Each business case will explore all other areas of funding before borrowing is committed. The business cases will in turn need approval via the standard capital governance process, as set out in the council's Financial Regulations, including scrutiny/approval at the Community Infrastructure Delivery Group, the Community Infrastructure Programme Board and Cabinet.
41. It is recognised that there is a need to develop a Performance Management Framework (PMF), to monitor and manage the delivery of this investment. The current governance arrangements will be enhanced, to include a PMF which will look at providing evidence to support the management of a successful investment, identifying, for example, key measures which will allow us to demonstrate the maximisation of benefits and the delivery of value for money.

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<sup>3</sup> Current PWLB rate for 30 year loan

## **RECOMMENDATION**

**42. The Cabinet is RECOMMENDED to:**

- (a) note the report; and**
- (b) approve the inclusion of significant investment in the Council's assets as part of the proposed Capital Programme to 2029, the funding for which will be included in the proposed Budget for 2019/20 and Medium Term Financial Plan to 2022/23 which will be considered by Cabinet in January 2019.**

**BEV HINDLE**  
Strategic Director of Communities

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September 2018

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Division(s): N/A

## CABINET – 18 SEPTEMBER 2018

### TREASURY MANAGEMENT OUTTURN 2017/18

#### Report by Chief Finance Officer

#### Introduction

1. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) 'Code of Practice on Treasury Management (Revised) 2009' requires that the Council (via Cabinet) and Audit & Governance Committee receives an updated report on Treasury Management activities at least twice per year. This report is the second report for the financial year 2017/18 and sets out the position as at 31 March 2018.
2. Treasury management is defined as: "The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
3. The following annexes are attached
  - Annex 1 Debt Financing 2017/18
  - Annex 2 Public Works Loan Board (PWLB) Maturing Debt
  - Annex 3 Lending List Changes
  - Annex 4 Investment portfolio 31/03/2018
  - Annex 5 Prudential Indicators Outturn
  - Annex 6 Benchmarking

#### Strategy 2017/18

4. The Treasury Management Strategy for 2017/18 was based on an average base rate forecast of 0.25%. The budget for interest receivable assumed that an average interest rate of 0.55% would be achieved, 0.30% above base rate.
5. The Strategy for Long Term Borrowing included the option to fund new or replacement borrowing up to the value of 25% of the portfolio through internal borrowing to reduce the Council's exposure to credit risk and reduce the cost of carry (difference between borrowing costs and investment returns) whilst debt rates remained higher than investment interest rates.
6. The Strategy requires that the Treasury Management Strategy Team (TMST) continue to keep external fund investments under review, with decisions to advance or withdraw funds to external fund managers delegated to the TMST.

## External Context – Provided by Arlingclose

7. **Economic background:** 2017-18 was characterised by the push-pull from expectations of tapering of Quantitative Easing (QE) and the potential for increased policy rates in the US and Europe and from geopolitical tensions, which also had an impact.
8. The UK economy showed signs of slowing with latest estimates showing GDP, helped by an improving global economy, grew by 1.8% in calendar 2017, the same level as in 2016. This was a far better outcome than the majority of forecasts following the EU Referendum in June 2016, but it also reflected the international growth momentum generated by the increasingly buoyant US economy and the re-emergence of the Eurozone economies.
9. The inflationary impact of rising import prices, a consequence of the fall in sterling associated with the EU referendum result, resulted in year-on-year CPI rising to 3.1% in November before falling back to 2.7% in February 2018. Consumers felt the squeeze as real average earnings growth, i.e. after inflation, turned negative before slowly recovering. The labour market showed resilience as the unemployment rate fell back to 4.3% in January 2018. The inherent weakness in UK business investment was not helped by political uncertainty following the surprise General Election in June and by the lack of clarity on Brexit, the UK and the EU only reaching an agreement in March 2018 on a transition which will now be span Q2 2019 to Q4 2020. The Withdrawal Treaty is yet to be ratified by the UK parliament and those of the other 27 EU member states and new international trading arrangements are yet to be negotiated and agreed.
10. The Bank of England's Monetary Policy Committee (MPC) increased Bank Rate by 0.25% in November 2017. It was significant in that it was the first rate hike in ten years, although in essence the MPC reversed its August 2016 cut following the referendum result. The February Inflation Report indicated the MPC was keen to return inflation to the 2% target over a more conventional (18-24 month) horizon with 'gradual' and 'limited' policy tightening. Although in March two MPC members voted to increase policy rates immediately and the MPC itself stopped short of committing itself to the timing of the next increase in rates, the minutes of the meeting suggested that an increase in May 2018 was highly likely.
11. In contrast, economic activity in the Eurozone gained momentum and although the European Central Bank removed reference to an 'easing bias' in its market communications and had yet to confirm its QE intention when asset purchases end in September 2018, the central bank appeared some way off normalising interest rates. The US economy grew steadily and, with its policy objectives of price stability and maximising employment remaining on track, the Federal Reserve Open Market Committee (FOMC) increased interest rates in December 2017 by 0.25% and again in March, raising the policy rate target range to 1.50% - 1.75%. The Fed is expected to deliver two more increases in 2018 and a further two in 2019. However, the imposition of tariffs on a broadening range of goods initiated by the US, which has led to retaliation by China, could escalate into a deep-rooted trade war having broader economic consequences including inflation rising rapidly, warranting more interest rate hikes.
12. **Financial markets:** The increase in Bank Rate resulted in higher money markets rates: 1-month, 3-month and 12-month LIBID rates averaged 0.32%, 0.39% and 0.69% and at 31st March 2018 were 0.43%, 0.72% and 1.12% respectively.

13. Gilt yields displayed significant volatility over the twelve-month period with the change in sentiment in the Bank of England's outlook for interest rates. The yield on the 5-year gilts which had fallen to 0.35% in mid-June rose to 1.65% by the end of March. 10-year gilt yields also rose from their lows of 0.93% in June to 1.65% by mid-February before falling back to 1.35% at year-end. 20-year gilt yields followed an even more erratic path with lows of 1.62% in June, and highs of 2.03% in February, only to plummet back down to 1.70% by the end of the financial year.
14. The FTSE 100 had a strong finish to calendar 2017, reaching yet another record high of 7688, before plummeting below 7000 at the beginning of 2018 in the global equity correction and sell-off.
15. **Credit background:** In the first quarter of the financial year, UK bank credit default swaps reached three-year lows on the announcement that the Funding for Lending Scheme, which gave banks access to cheaper funding, was being extended to 2018. For the rest of the year, CDS prices remained broadly flat.
16. The rules for UK banks' ring-fencing were finalised by the Prudential Regulation Authority and banks began the complex implementation process ahead of the statutory deadline of 1st January 2019. As there was some uncertainty surrounding which banking entities the Authority would be dealing with once ring-fencing was implemented and what the balance sheets of the ring-fenced and non ring-fenced entities would look like, in May 2017 Arlingclose advised adjusting downwards the maturity limit for unsecured investments to a maximum of 6 months. The rating agencies had slightly varying views on the creditworthiness of the restructured entities.
17. Barclays was the first to complete its ring-fence restructure over the 2018 Easter weekend; wholesale deposits including local authority deposits will henceforth be accepted by Barclays Bank plc (branded Barclays International), which is the non ring-fenced bank.
18. The most significant credit rating change was the downgrade by Moody's to the UK sovereign rating in September from Aa1 to Aa2 which resulted in subsequent downgrades to sub-sovereign entities including local authorities
19. Changes to credit ratings included Moody's downgrade of Standard Chartered Bank's long-term rating to A1 from Aa3 and the placing of UK banks' long-term ratings on review to reflect the impending ring-fencing of retail activity from investment banking (Barclays, HSBC and RBS were on review for downgrade; Lloyds Bank, Bank of Scotland and National Westminster Bank were placed on review for upgrade).
20. Standard & Poor's (S&P) revised upwards the outlook of various UK banks and building societies to positive or stable and simultaneously affirmed their long and short-term ratings, reflecting the institutions' resilience, progress in meeting regulatory capital requirements and being better positioned to deal with uncertainties and potential turbulence in the run-up to the UK's exit from the EU in March 2019. The agency upgraded Barclays Bank's long-term rating to A from A- after the bank announced its plans for its entities post ring-fencing.

## Treasury Management Activity

### Debt Financing

21. The Council's debt financing position for 2017/18 is shown in Annex 1.
22. The option to fund new or replacement borrowing requirements from internal balances, up to the value of 25% of the investment portfolio was included in the 2017/18 annual treasury management strategy. This was intended to reduce the cost of carry of borrowing which is the difference between borrowing rates and investment returns.
23. No new borrowing was arranged during 2017/18 with either the Public Works Loan Board (PWLB) or through the money markets.
24. At 31 March 2018, the authority had 60 PWLB loans totalling £317.383m, 9 LOBO<sup>1</sup> loans totalling £45m and one money market loan totalling £5m. The average rate of interest paid on PWLB debt was 4.50% and the average cost of LOBO debt in 2017/18 was 3.94%. The cost of debt on the one money market loan was 3.95%. The combined weighted average for interest paid on long-term debt was 4.40%.
25. The Council continues to qualify for the Certainty Rate on PWLB loans, offering a 0.20% discount on the Standard Rate (currently gilts plus 1.00%). Qualification is based on provision of additional information on long-term borrowing and associated capital spending plans.

### Maturing Debt

26. The Council repaid £18m of maturing PWLB loans during the year. The weighted average interest rate payable on the matured loans was 6.372%. The details are set out in Annex 2.

### Investment Strategy

27. Security and liquidity of cash was prioritised above the requirement to maximise returns. The Council adopted a cautious approach to lending to financial institutions, and continuously monitored credit quality information regarding the institutions on the Council's approved Lending List.
28. During 2017/18 the Council limited the exposure to banks by lending to local authorities. At 31 March 2018 the Council had £55m of long term fixed deposits (deposits over 364 days), all of which were placed with local authorities. The aim was to maintain a high level of security and manage exposure to interest rate and counterparty risk.
29. The weighted average maturity of all deposits at 31 March 2018, including money deposited in short-term notice accounts, was 224 days (compared with 266 days during 2016/17). This comprised £263m fixed deposits (including a Revolving Credit Facility arrangement of £10m) with a weighted average maturity of 246 days, £29.8m in notice accounts with a weighted average maturity of 97.5 days and £26.66m invested in money market funds and

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<sup>1</sup> LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

call accounts with same day liquidity. The decrease in weighted average maturity was due to a combination of a reduction in the maximum limit for fixed deposits from £100m in 2016/17 to £85m in 2017/18 and continuing uncertainty throughout the year over the timing of a potential rise in the base rate.

30. The Council used fixed deposits, call accounts, notice accounts, money market funds and pooled funds to deposit its in-house cash surpluses during 2017/18.

## **The Council's Lending List**

31. The Council's in-house cash balances are deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is regularly updated during the year to reflect changes in bank and building society credit ratings. Changes are reported to the Cabinet on a regular basis as part of the Financial Monitoring & Business Strategy Delivery reports. The approved lending list may also be further restricted by officers, in response to changing conditions and perceived risk. Annex 3 shows the amendments incorporated into the Lending List during 2017/18, in accordance with the approved credit rating criteria and additional temporary restrictions.

## **Investment Outturn**

32. The average daily balance of temporary surplus cash invested in-house was £347m in 2017/18. The Council achieved an average in-house return for the year of 0.69%, producing gross interest receivable of £2.431m. Temporary surplus cash balances include: developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on the average three month London Interbank Bid (LIBID) rate.
33. Gross distributions from pooled funds totalling £0.988m were realised in year, bringing total investment income to £3.419m. This compares to budgeted investment income of £1.846m, giving a net overachievement of £1.573m. The overachievement in income received was due to a combination of higher than forecast average cash balances, an increase in interest rates and large distributions and realised gains from pooled funds. The 2017/18 accounts also recognise an increase in the value of available for sale assets of £1.315m.
34. As at 31 March 2018 the total value of pooled fund investments was £57.686m. This included an overall gain of £3.620m on the purchase value of the assets. Gains are held at the available for sale reserve and cannot be realised as investment income until the point at which fund units are sold.
35. During 2017/18 the average three month LIBID rate was 0.29%. The Council's average in-house return of 0.69% exceeded this benchmark by 0.30%. The average in-house return was 0.14% higher than the rate of interest of 0.55% assumed in the budget. The budgeted forecast was for UK Base Rate to remain at 0.25% for the duration of the financial year, however the Monetary Policy Committee increased Base Rate to 0.50% in November 2017.
36. The Council operates a number of instant access call accounts and money market funds to deposit short-term cash surpluses. During 2017/18 the average balance held on instant access was £76.608m.

37. At 31 March 2018, the Council's investment portfolio of £377.141m comprised £253m of fixed term deposits, £10m revolving credit facility, £29.80m in notice accounts, £26.655m at short term notice in money market funds and call accounts and £57.686m in pooled funds with a variable net asset value (VNAV). Annex 4 provides an analysis of the investment portfolio at 31 March 2017.
38. The council's Treasury Management Strategy Team regularly monitors the risk profile of the Council's investment portfolio. An analysis of the credit and maturity position of the portfolio at 31 March 2017 is shown in Annex 4.

### **External Fund Managers**

39. The Treasury Management Strategy Team did not make any changes to the balances invested in external funds.
40. During 2017/18, £0.044m of annual management charge rebate relating to the Threadneedle Strategic Bond Fund was automatically re-invested in the fund.

### **Prudential Indicators for Treasury Management**

41. During the financial year, the Council operated within the treasury limits and Prudential Indicators set out in the Council's Treasury Management Strategy Report. The outturn for the Prudential Indicators is shown in Annex 5.

### **External Performance Indicators and Statistics**

42. The County Council is a member of the CIPFA Treasury and Debt Management Benchmarking Club and completed returns for the financial year 2017/18. The results of this exercise are not yet available.
43. The Council's treasury management advisors Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 4 benchmarking to 31 March 2018 are included in Annex 6.
44. The benchmarking results show that the Council was achieving higher than average interest on deposits at 31 March 2018, when compared with a group of 135 other local authorities. This has been achieved by placing deposits over a longer than average duration with institutions that are of higher than average credit quality.
45. Oxfordshire had a higher than average allocation to local authority deposits when compared with other local authorities in the benchmarking exercise. Oxfordshire also had a notably lower than average exposure to money market funds, call accounts and the Debt Management Office's deposit account.

### **Financial and Legal Implications**

46. This report is mostly concerned with finance and the implications are set out in the main body of the report.

47. The combined activities of debt and investment management contribute to the strategic measures element of the Council's budget. The outturn for Interest Payable in 2017/18 was £16.9m which is £0.2m under the budget in the Medium Term Financial Plan.

## **RECOMMENDATION**

48. Cabinet is **RECOMMENDED** to note the report, and to **RECOMMEND** Council to note the Council's Treasury Management Activity in 2017/18.

LORNA BAXTER  
Director of Finance

### Annexes:

- Annex 1 Debt Financing 2017/18
- Annex 2 Public Works Loan Board (PWLB) Maturing Debt
- Annex 3 Lending List Changes
- Annex 4 Investment portfolio 31/03/2018
- Annex 5 Prudential Indicators Outturn
- Annex 6 Benchmarking

Contact officer: Tim Chapple  
Telephone Number: 07586 478653  
July 2017

## OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2017/18

<u>Debt Profile</u>		£m
1. PWLB	87%	335.38
2. Money Market LOBO loans	12%	45.00
3. Money Market Fixed Rate loans	1%	5.00
4. Sub-total External Debt		385.38
5. Internal Balances	0 %	-35.13
<b>6. Actual Debt at 31 March 2017</b>	<b>100%</b>	<b>350.25</b>
7. Government Supported Borrowing		0.00
8. Unsupported Borrowing		3.14
9. Borrowing in Advance		0.00
10. Minimum Revenue Provision		-8.12
<b>11. Actual Debt at 31 March 2018</b>		<b>345.27</b>
<u>Maturing Debt</u>		
12. PWLB loans maturing during the year		18.00
13. PWLB loans repaid prematurely in the course of debt restructuring		0.00
<b>14. Total Maturing Debt</b>		<b>18.00</b>
<u>New External Borrowing</u>		
15. PWLB Normal		0.00
16. PWLB loans raised in the course of debt restructuring		0.00
17. Money Market LOBO loans		0.00
18. Money Market Fixed Rate loans		0.00
<b>19. Total New External Borrowing</b>		<b>0.00</b>
<u>Debt Profile Year End</u>		
20. PWLB	87%	317.38
21. Money Market LOBO loans	12%	45.00
22. Money Market Fixed Rate loans	1%	5.00
23. Sub-total External Debt		367.38
24. Internal Balances	0 %	-22.11
<b>25. Actual Debt at 31 March 2018</b>	<b>100%</b>	<b>345.27</b>

## Line

- 1-6. This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2017). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied and excess of creditors over debtors.
7. 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.
8. 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.
9. 'Borrowing in Advance' is the amount the Council borrowed in advance during 2017/18 to fund future capital finance costs.
10. The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.
11. The Council's total debt by the end of the financial year at 31 March 2018, after taking into account new borrowing, debt repayment and movement in funding by internal balances.
12. The Council's normal maturing PWLB debt.
13. PWLB debt repaid early during the year.
14. Total debt repaid during the year.
15. The normal PWLB borrowing undertaken by the Council during 2017/18.
16. New PWLB loans to replace debt repaid early.
17. The Money Market LOBO borrowing undertaken by the Council during 2017/18.
18. The Money Market Fixed Rate borrowing undertaken by the Council during 2017/18.
19. The total external borrowing undertaken.
- 20-25. The Council's debt profile at the end of the year.

## Long-term debt Maturing 2017/18

### Public Works Loan Board: Loans Maturing in 2017/18

Date	Amount £m	Rate %	Repayment Type
02/03/2018	5.000	8.125	Maturity
20/09/2017	5.000	7.875	Maturity
31/10/2017	6.000	5.000	Maturity
13/07/2017	0.500	2.350	EIP
13/01/2018	0.500	2.350	EIP
31/07/2017	0.500	2.350	EIP
31/01/2018	0.500	2.350	EIP
<b>Total</b>	<b>18.000</b>		

### Repayment Types

Maturity – Full amount of principal is repaid at the final maturity date

EIP – Equal Instalments of Principal are repaid every 6 months until the final maturity date

## Lending List Changes during 2017/18

## Lending limits &amp; maturity limits changed from 1 April 2017

	01/04/2017		31/03/2018	
	Lending Limit	Maximum Maturity	Lending Limit	Maximum Maturity
Development Bank of Singapore (DBS)	£25m	6 months	£25m	13 months
United Overseas Bank	£25m	6 months	£25m	13 months
Oversea Chinese Banking Corp	£25m	6 months	£25m	13months
Close Brothers Ltd	£10m	6 months	£15m	6 months
Australia and New Zealand Banking Group	n/a	n/a	£25m	13 months
Nordea Bank Finland plc	n/a	n/a	£25m	13 months

## Counterparties suspended from 1 April 2017

	Date Suspended
Northamptonshire County Council	05/02/2018

## OXFORDSHIRE COUNTY COUNCIL INVESTMENT PORTFOLIO 31/03/2018

## Fixed term deposits held at 31/03/2018

Counterparty	Principal Deposited (£)	Maturity Date
Lancashire County Council	£5,000,000	4-May-18
Fife Council	£10,000,000	26-Jun-18
Warrington Borough Council	£5,000,000	20-Jul-18
Glasgow City Council	£5,000,000	24-Jul-18
Glasgow City Council	£5,000,000	30-Jul-18
Fife Council	£2,000,000	7-Sep-18
Lancashire County Council	£5,000,000	15-Oct-18
Lancashire County Council	£5,000,000	15-Oct-18
The Highland Council	£10,000,000	1-Feb-19
Walsall Council	£5,000,000	13-Dec-19
Northumberland County Council	£8,000,000	20-Dec-19
Liverpool City Council	£5,000,000	10-Jan-20
Liverpool City Council	£5,000,000	20-Jan-20
London Borough of Croydon Council	£5,000,000	3-Jul-20
Blackburn with Darwen Borough Council	£5,000,000	28-Sep-18
West Dunbartonshire Council	£5,000,000	1-Aug-18
Doncaster Metropolitan Borough Council	£5,000,000	10-Oct-19
Rabobank Group	£5,000,000	14-Sep-18
Lancashire County Council	£5,000,000	21-Sep-20
DBS Bank (Development Bank of Singapore)	£5,000,000	3-Apr-18
Northamptonshire County Council	£5,000,000	5-Jul-18
DBS Bank (Development Bank of Singapore)	£5,000,000	4-Apr-18
Rotherham Metropolitan Borough Council	£5,000,000	3-Apr-18
Medway Council	£5,000,000	12-Oct-18
Cherwell District Council	£5,000,000	17-Oct-18
West Dunbartonshire Council	£5,000,000	18-Oct-18
Doncaster Metropolitan Borough Council	£5,000,000	18-Oct-18
Rugby Borough Council	£2,000,000	15-Jan-20
Blackburn with Darwen Borough Council	£5,000,000	25-Oct-18
Rabobank Group	£5,000,000	30-Oct-18
United Overseas Bank	£5,000,000	1-Nov-18
Blackburn with Darwen Borough Council	£5,000,000	9-Nov-18
Monmouthshire County Council	£5,000,000	13-Nov-20
Australia and New Zealand Banking Group	£5,000,000	16-May-18
Australia and New Zealand Banking Group	£5,000,000	24-May-18
Barnsley Metropolitan Borough Council	£5,000,000	27-Nov-20
South Ayrshire Council	£5,000,000	15-Jan-20
Northamptonshire County Council	£5,000,000	7-Sep-18
The Highland Council	£5,000,000	24-Apr-18
Eastleigh Borough Council	£5,000,000	27-Apr-18
Flintshire County Council	£6,000,000	18-May-18
Kingston Upon Hull City Council	£5,000,000	25-May-18

Rhondda Cynon Taf CBC	£5,000,000	22-Aug-18
Surrey County Council	£5,000,000	29-Jun-18
Babergh District Council	£5,000,000	15-Jun-18
Medway Council	£5,000,000	16-Apr-18
Birmingham City Council	£5,000,000	30-Apr-18
Plymouth City Council	£5,000,000	23-Apr-18
London Borough of Havering Council	£5,000,000	3-Apr-18
Network Homes – Revolving Credit Facility	£10,000,000	23-Jul-18

**Total £263,000,000.00**

### Money Market Funds

Counterparty	Balance at 31/03/18 (£)	Notice period
Standard Life Sterling Liquidity Fund	25,000,000.00	Same day
Federated Sterling Liquidity Funds	1,655,000.00	Same day
<b>Total</b>	<b>26,655,000.00</b>	

### Notice / Call Accounts

Counterparty	Balance at 31/03/18 (£)	Notice period
Barclays 100 Day Notice	14,800,000.00	100 days
Barclays Current	172,324.18	Same day
Santander 95 Day Notice	15,000,000.00	95 days
<b>Total</b>	<b>29,972,324.18</b>	

### Short Dated Bond Funds

Counterparty	Balance at 31/03/18 (£)	Notice period
Federated Cash Plus Fund	2,067,090.35	2 days
Payden & Rygel Sterling Reserve Fund	12,465,581.30	2 days
Royal London Asset Mgmt Cash Plus Fund	4,997,505.75	2 days
<b>Total</b>	<b>19,530,177.40</b>	

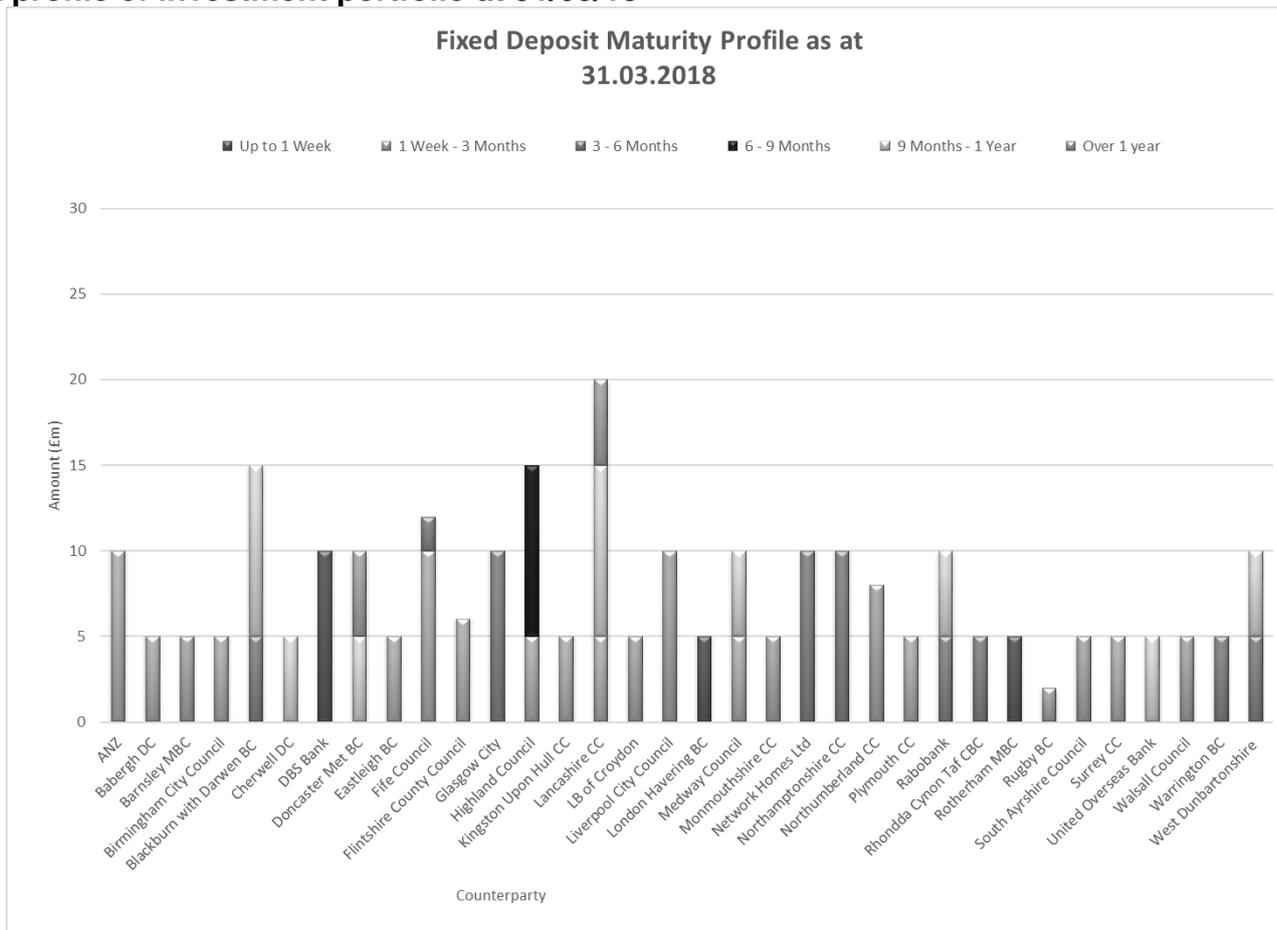
### Strategic Bond Funds

Counterparty	Balance at 31/03/18 (£)	Notice period
Threadneedle Strategic Bond Fund	17,732,578.15	4 days
<b>Total</b>	<b>17,732,578.15</b>	

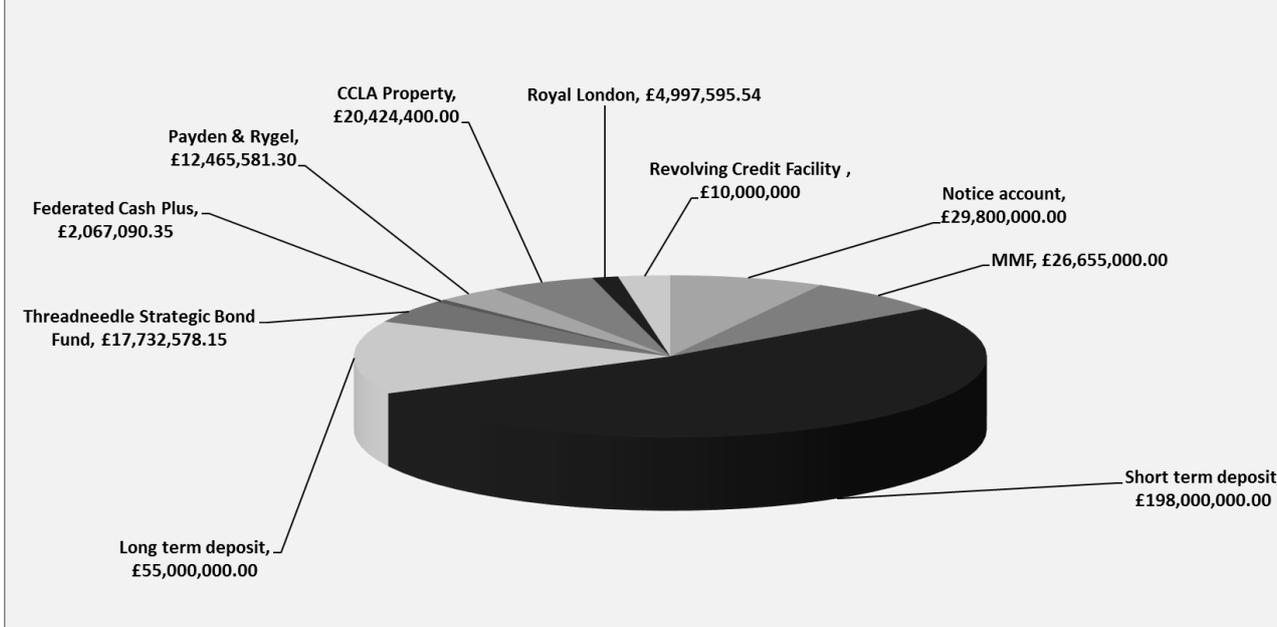
### Property Funds

Counterparty	Balance at 31/03/18 (£)	Notice period
CCLA Local Authorities Property Fund	20,424,400.00	Monthly
<b>Total</b>	<b>20,424,400.00</b>	

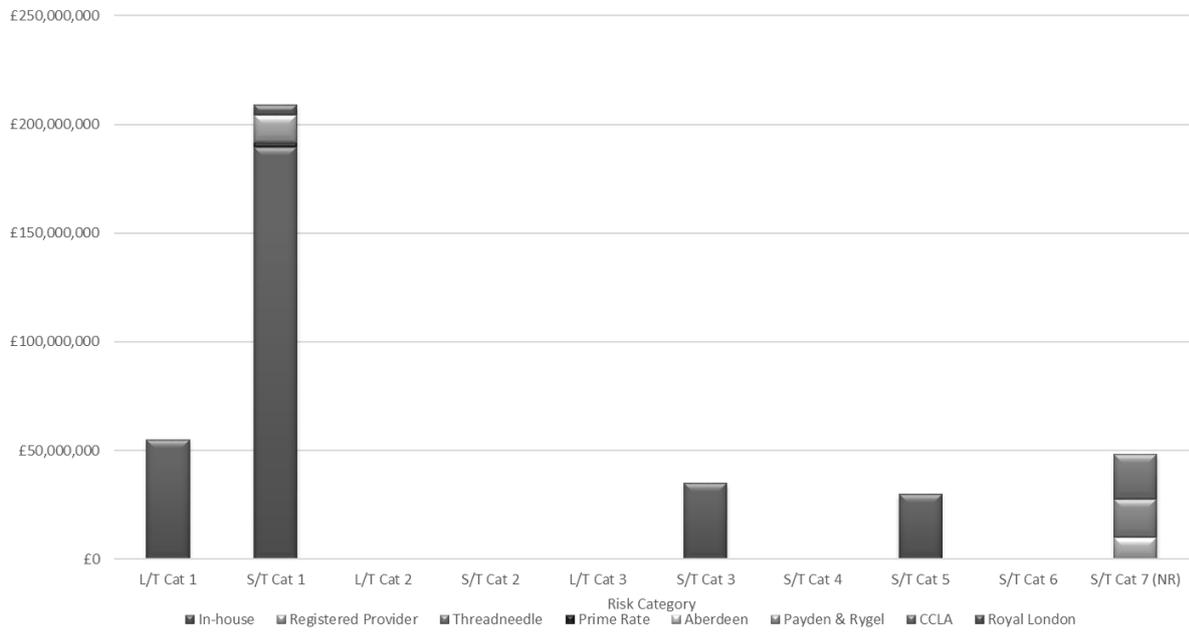
## Risk profile of investment portfolio at 31/03/18



## Total Combined Portfolio as at 31.03.2018



### Risk Profile - Total Combined Portfolio as at 31.03.2018



Risk Category	L/T rating	S/T rating
<b>1 (Including Local Authorities)</b>	AA+, AA	F1+
<b>2</b>	AA-	F1+
<b>3</b>	AA-	F1+
<b>4</b>	AA-	F1+
<b>5</b>	A+, A	F1
<b>6</b>	A	F1

Based on Fitch Ratings

**Prudential Indicators Outturn 31 March 2018****Authorised and Operational Limit for External Debt**

Authorised Limit for External Debt	£455,000,000
Operational Limit for External Debt	£450,000,000
Actual External Debt at 31 March 2017	£406,386,000

**Fixed Interest Rate Exposure**

Fixed Interest Net Borrowing limit	£350,000,000
Actual at 31 March 2017	£105,382,618

**Variable Interest Rate Exposure**

Variable Interest Net Borrowing limit	0
Actual at 31 March 2017	- £-236,659,570

**Sums Invested over 364 days**

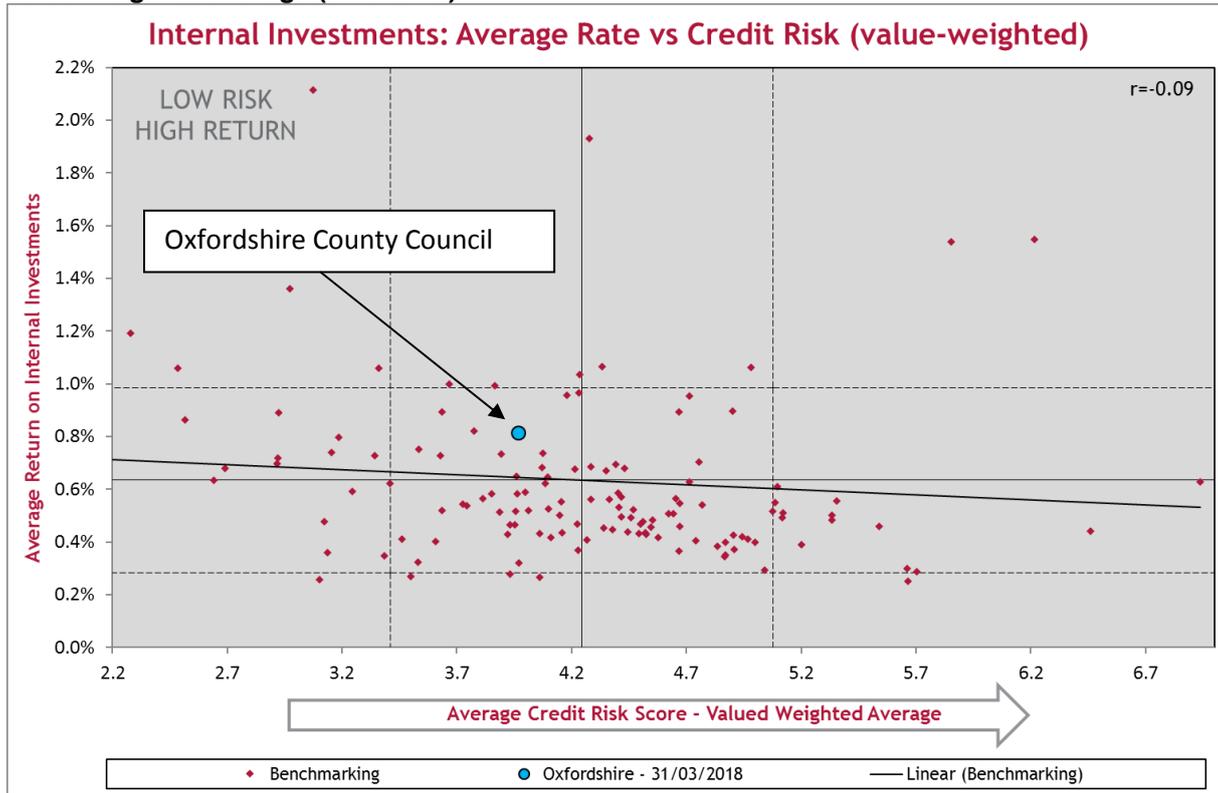
Total sums invested for more than 364 days maximum limit	£85,000,000
Actual sums invested for more than 364 days at 31 March 2017	£55,000,000

**Maturity Structure of Borrowing at 31/03/18**

	Limit %	Actual %
From 01/04/17		
Under 12 months	0 - 20	0.00
12 – 24 months	0 - 25	8.42
24 months – 5 years	0 - 35	13.07
5 years – 10 years	5 - 40	16.84
10 years +	50 - 95	61.67

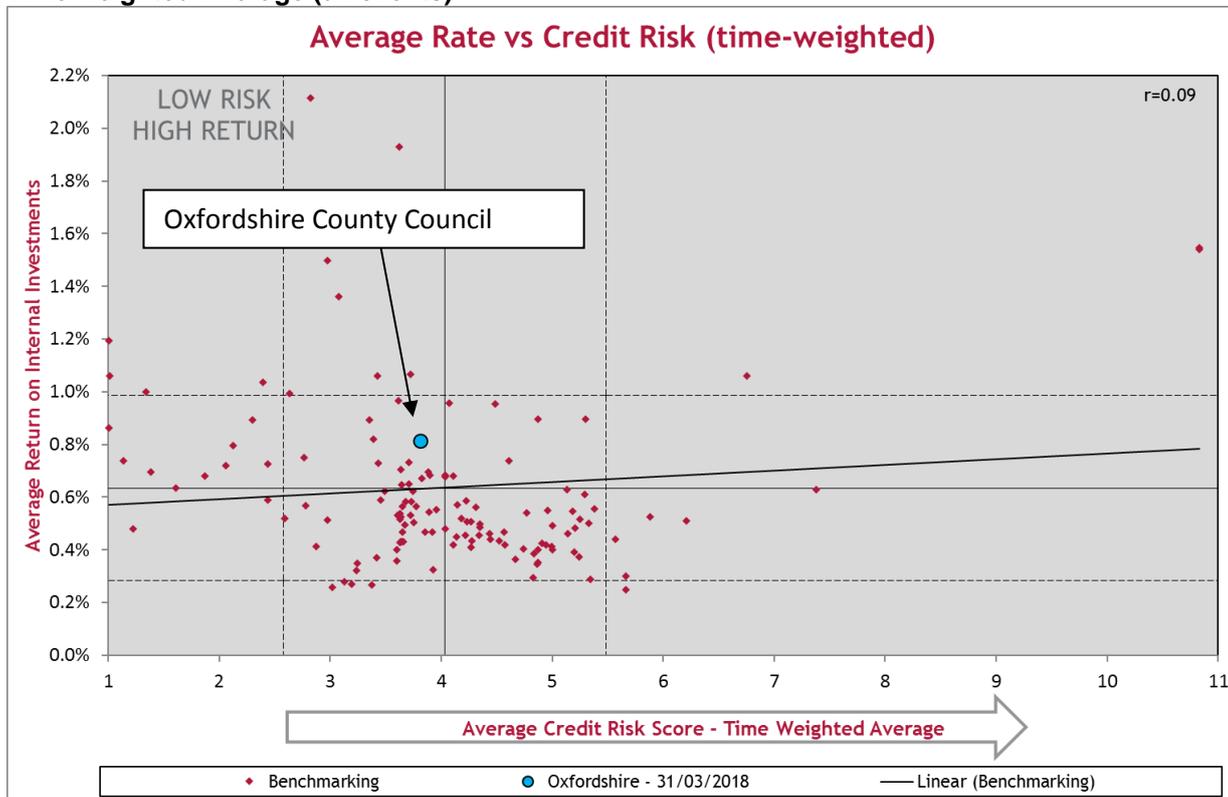
The Prudential Indicators for maturity structure are set with reference to the start of the financial year. The actual % shown above relates to the maturity period remaining at 01/04/17 on loans still outstanding at 31/03/18.

Value weighted average (all clients)



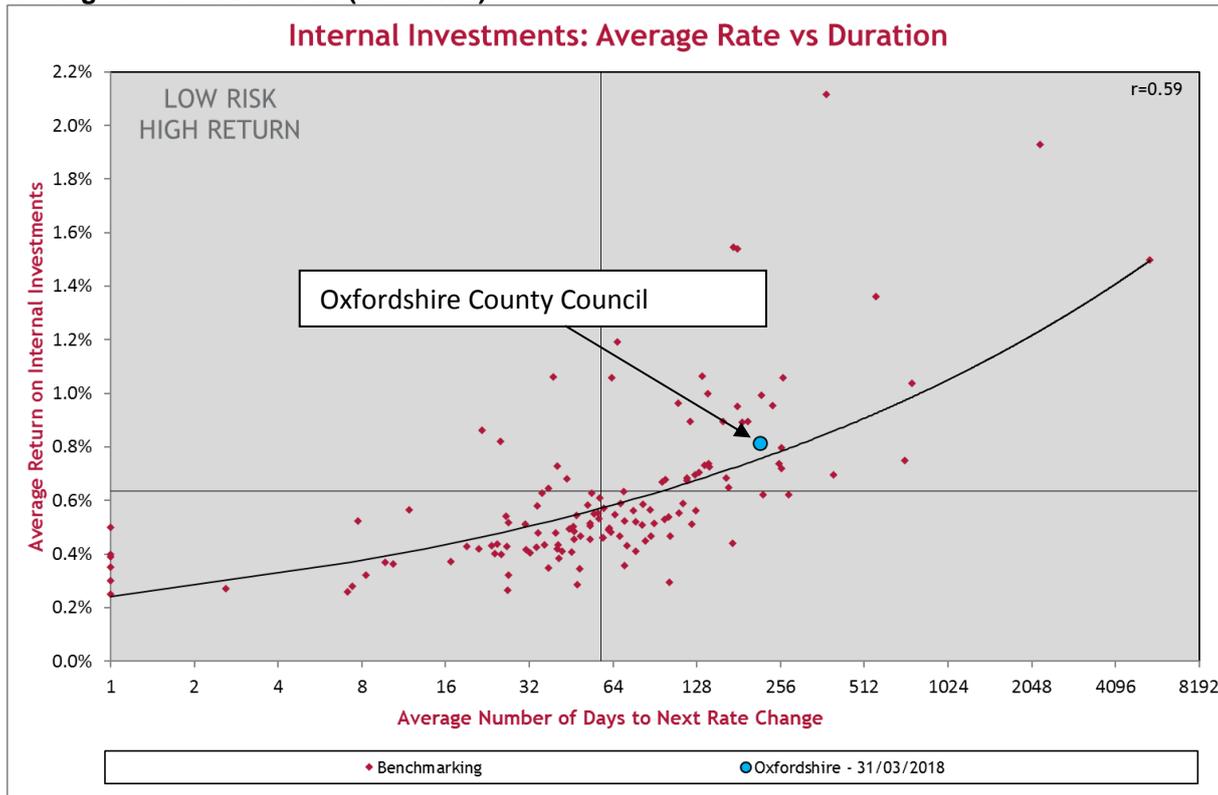
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average value weighted credit risk as at 31/03/2018.

Time weighted Average (all clients)



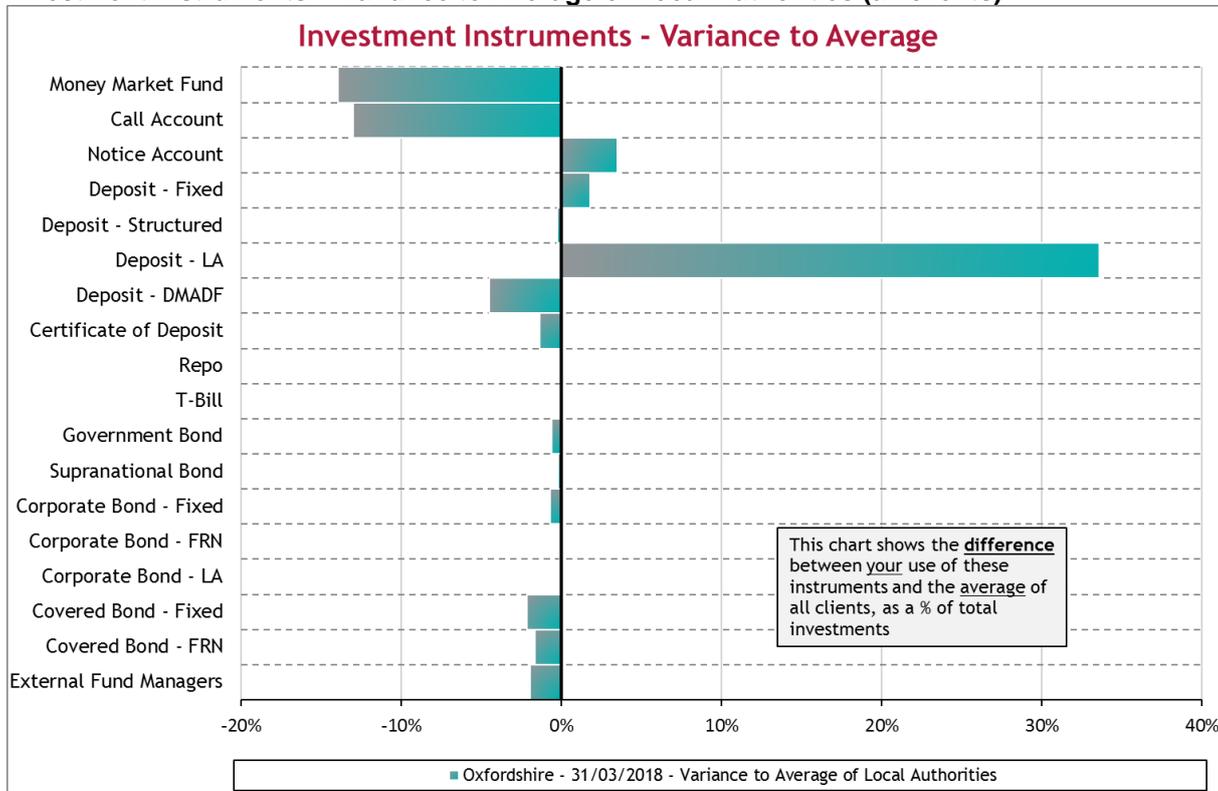
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average time weighted credit risk as at 31/03/2018.

**Average Rate vs. Duration (all clients)**



This graph shows that at 31/03/2018 Oxfordshire County Council achieved a higher than average return by placing deposits for longer than average duration.

**Investment Instruments – Variance to Average of Local Authorities (all clients)**



This graph shows that, at 31/3/2017, Oxfordshire County Council had notably higher than average allocations to local authority deposits when compared with other local authorities. Oxfordshire County Council also had notably lower exposure to money market funds, call accounts and Debt Management Office deposits.

Division(s): All

## **CABINET – 18 SEPTEMBER 2018**

### **IMPLEMENTING A NEW OPERATING MODEL FOR OXFORDSHIRE COUNTY COUNCIL**

#### **Report by the Chief Executive**

#### **Introduction**

1. This report sets out the work that has led to the development of a new Operating Model for the Council and summarises the business case for change. It seeks Cabinet approval to adopt the Operating Model as the basis for whole-council transformation, ahead of a future decision on the detail of investment in implementation.
2. In July 2018, the County Council adopted a new Corporate Plan for 2018-21. This plan sets out the Council's ambitious Thriving Communities vision and explains how the Council will work to deliver its objectives. It recognises long-term resource and demand pressures and identifies as a priority the need to transform the way that the Council works to be more efficient and effective in order to deliver the best outcomes for residents.
3. A specific commitment is made within the Corporate Plan to complete work on a full review of the Council's delivery model to be the fundamental basis for future change.
4. During 2017, an in-depth analysis was undertaken into the Council's operations, developing a detailed evidence base on how staff spend their time on a day to day basis.
5. Oxfordshire is a good council delivering good outcomes for residents, demonstrated by positive external statutory inspections and by the Council's leadership role in place, infrastructure and economic planning. Areas that need improvement are understood and actions are in place to bring about change.
6. However, the analysis showed that the Council could deliver outcomes significantly more efficiently through reducing duplication of effort, improving systems and processes and improving the way that services work with each other and with support functions. Overall, the Council could be more effective in meeting its obligation to support staff in delivering outcomes for residents.
7. This insight led to the commissioning of a detailed design project which through the first half of 2018 has identified opportunities for change and improvement at an organisation-wide scale. The final product of this phase of work is an Operating Model which sets out detailed proposals for how the

organisation will work in the future. The Operating Model is attached within the Business Case at Annex 1. These changes, if implemented, would provide a detailed plan for delivering savings already required within the Medium Term Financial Plan, with the potential for additional benefits to be released. As significantly, they would provide a framework for delivering a council that is as effective as possible in delivering better outcomes for residents.

## **Background and the Drivers for Change**

8. Councils across England and Wales face the combined impact of rising demand with severely constrained resources. As has been seen in the financial crisis impacting Northamptonshire, responding to this scenario requires prudent financial management and sustained difficult decision making. Different but serious challenges are emerging in counties including East Sussex and Lancashire. Having taken a pro-active approach to these changes through eight years of annual real-term reductions in available budgets, amounting to a 51% reduction in government funding over the decade to 2020, Oxfordshire is in a better position than many councils in this regard. Never-the-less without further change, the Council will continue to face the challenge of long term financial sustainability.
9. The Council faces a choice between two approaches to establishing that sustainability:
10. Firstly, the Council can continue to manage ongoing reductions in funding, and rising demand through reductions in service budgets and individual efficiency initiatives. Ultimately the Council would anticipate a service offering close to or at the 'floor' of statutory obligations with major impact on residents and on the Council's ability to prioritise preventative activity. In any case, and particularly because of the constraint on resources to manage increases in demand through prevention, this may not be sufficient to ensure sustainability in the long term.
11. Alternatively, the Council can take an overall look at its total approach to delivering outcomes and ask whether a major change to its operation can release resource to support services, offer policy choices and deliver financial sustainability while at the same time improving the Council's effectiveness in terms of outcomes for residents.
12. By negatively impacting on outcomes for residents and with highly constrained opportunities for investing in services, the first approach would not allow the Council to meet the ambitions set out in the Thriving Communities vision. The potential of this second approach is acknowledged in the Corporate Plan which sets the requirement for a full review of the Council's Operating Model.
13. The Medium Term Financial Plan (MTFP) agreed by Council in February 2016 first set out the need for large scale transformation due to the significant impact of the redistribution of Revenue Support Grant and the further loss of funding above the worst-case planning scenario applied. Savings of £15m were built into the MTFP over the period 2017/18 to 2019/20. The phasing of

savings has been reprofiled since then, over the period 2019/20 to 2021/22 and now include a further £2.4m savings relating to ICT due to the decision, made during and as part of the Service & Resource Planning process last year, to defer elements of ICT redesign (specifically a proposed partnership arrangement with Local Government Shared Services), in order to align with delivery of the new Operating Model.

14. As a consequence, the Fit for the Future programme was established to manage the Council's organisation-wide transformation agenda. It aims to deliver a council that is in the strongest possible position to meet the ambitions of Thriving Communities, by re-focussing effort on resident outcomes, delivering specific identified transformation savings, contributing to long term financial sustainability and enabling political choice on service investment.
15. A first phase of enabling work, completed in summer 2017, has led to significant improvements in the Council's website and digital capacity and direct improvements for customers accessing services.
16. Experience of planning and implementing these and broader change demonstrated to the Council that the interconnections between services, and between services and support functions, were so significant and complex that major change would only be brought about at the pace required with a comprehensive plan for the total organisation. Developing and delivering such a plan would require significant investment and effort to bring about whole-organisational change.

### **Activity Analysis and the Case for Change**

17. In order to develop a firm evidential basis for change, the Council commissioned an activity analysis in summer 2017. With support from PwC, all staff were asked to undertake a questionnaire exploring how they spent their time on a day to day basis. The aim was to provide a scan of the organisation, showing how the Council's workforce apportioned effort across 37 standard local government processes. To collect the data each member of staff allocated the time they spent each week against these 37 processes. Their responses were collated to develop a baseline for the Council and enable an analysis of the extent of fragmentation and duplication of effort. This output was benchmarked by comparison to other similar councils. Detailed interviews were also undertaken to validate the information, understand the issues identified and consider likely causes of the conclusions.
18. The main conclusions from this work were not that staff were not working hard in the interests of residents, but that the Council as an organisation was not fully meeting its obligations to support staff to get their jobs done. Specifically:
  - Considerable effort was being put into support services when compared with the comparator group, even though some of these services are outsourced in Oxfordshire;

- The Council could be utilising the information it holds about customers more effectively and that a large proportion of staff effort is spent on customer management processes, rather than direct service provision;
  - Complex processes, technology and an immature digital offering may be driving some of these characteristics with leadership teams highlighting that confusing, non-standard processes and out of date IT applications were a hindrance to their workforce;
  - Significantly less effort as a proportion of overall staff time is being used to deliver services, when compared to the comparator group<sup>1</sup>
  - That the strategic direction of the Council could be clearer
19. Given the findings of the Activity Analysis a decision was taken by the Chief Executive to undertake an 'Operating Model assessment'. This enabled more detailed analysis of the issues identified in the activity analysis and formed the basis of second phase of Fit for the Future workstreams that were undertaken between October 2017 and January 2018, with the support of PwC.
20. The most significant area of this work focused on a more detailed assessment of the Council's Operating Model. A series of cross cutting workshops were held with many staff at different levels from across the Council. Detailed data analysis was undertaken and qualitative sessions held with senior managers for their assessment of current issues and future opportunities.
21. Additional work focused on understanding the Council's digital and technology environment and working with members and officers to consider future opportunities for doing things differently through the use of technology and a detailed analysis of our third party spend environment to consider opportunities for savings through commissioned services was also undertaken.
22. This work was drawn together into a Case for Change presented to the Council in January 2018. Building on the evidence from the Activity Analysis, the Case for Change concluded that:
- there was significant scope for efficiency in support services;
  - that decision making is not consistently robustly informed by data and insight;
  - that the Council has not fully exploited the potential of digital technology;

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<sup>1</sup> *The activity analysis acknowledges that this may be caused in part by the proportion of services out sourced rather than being provided directly by the Council, as well as by staff performing tasks outside of their core activity – but this notwithstanding, concluded that the effort expended on service delivery was low in comparison to similar councils.*

- that there is duplication and fragmentation of staff effort across all areas of the Council;
  - and that the Council was not clear on how it will achieve its strategic ambitions.
23. Opportunities for reviewing procurement and contract management arrangements for third party spend, and for commercialisation, were also identified.
24. By addressing these challenges and opportunities, the Case for Change identified significant scope for achieving cashable financial benefits without negatively impacting on outcomes for residents. When finalised through further analysis, it has been estimated that between £34m - £58m of annual recurring savings could be delivered with a one-off investment in the region of up to £18m. Officer assessment was that the changes in approach identified also had the potential of delivering an organisation that was far more effective overall.
25. While the Case for Change identified the considerable potential of pursuing the opportunities and issues identified, addressing changes of this nature would require substantial financial investment and long-term commitment of the Council to prioritising a new approach. In order to prove the case before investment and the full commitment of the Council's resources, a further phase of work was authorised.
26. The remainder of this report introduces the Council's subsequent development of a new Operating Model with associated enabled benefits in third party spend and from commercialisation and an overall increase in effectiveness with respect to resident outcomes. The Operating Model is set-out within a broader Business Case document which builds on the case for change and sets out in more detail the costs and benefits of delivery.



**Fig 1.** Timeline of Operating Model Development

## The Business Case

27. The Business Case for delivering a new Operating Model is structured in six sections:

<p><b>1. Operating Model</b></p> <p><i>A detailed description of how the future council will operate divided into seven functioning 'layers'</i></p>	<p><b>2. Enablers</b></p> <p><i>The core enabling functions that will allow the Council to maximise the benefits of the Operating Model</i></p>	<p><b>3. The financial case</b></p> <p><i>The financial benefits of delivering the Operating Model and the associated costs</i></p>
<p><b>4. Service impact and gap analysis</b></p> <p><i>The outcome of work with services to develop understanding of the issues and impact associated with implementation and identify any gaps in design</i></p>	<p><b>5. Construct and implement</b></p> <p><i>Outline proposals on the practicalities of implementation and an outline phase plan</i></p>	<p><b>6. Risks</b></p> <p><i>An assessment of risks within the design and implementation of the Operating Model</i></p>

28. The Business Case is set out in full at Annex 1, introduced with an Executive Summary.

## Understanding the Operating Model

29. An Operating Model is a detailed description of the way an organisation works. The Council currently has an Operating Model. However, this is not one that has ever been purposefully designed, formally articulated, considered as a whole, or that is well understood or consistently applied. Rather, the current Operating Model has developed piece-by-piece over the years of the Council's existence, adapting and changing over time in response to specific pressures, issues, technological and policy change and the absorption or loss of services.
30. Deliberately designing a new model of operations will allow the Council to consider all of the way things are done and consider how they best fit together in the interests of efficiency and effectiveness. Within the context of tight financial management and sustained difficult decision making, this represents a one-off opportunity to re-set the organisation's basic framework for a generation.
31. This is important in local government where councils seek to further the interests of residents through a large number of diverse and interrelated services – often working in partnership with other organisations. The way these services work together, and with support and back-office functions, is determined through a complex network of policy, processes, technology,

governance and organisational structures underpinned by local and organisational culture.

32. Without deliberate design, different areas of the Council can very easily end-up undertaking similar activity in different ways for no sound-business reason – with the potential for duplication, contradiction and conflict - ultimately diminishing the impact of scarce resources.
33. This is not to say that it is appropriate for all services to be delivered in the same way; one-size does not fit all and specialist services and complex needs require different ways of working to maximise outcomes for residents, comply with legislation and obtain best value for money. However, many tasks and activities that sit-behind very specialist services are fundamentally common across the organisation.
34. Understanding and carefully re-designing how the organisation operates in this context offers the opportunity for major improvement and the return of significant benefits to the organisation and community.

### **Setting the Operating Model in Context**

35. The Operating Model in itself does not determine *what* the Council will do but *how* it will work. It is therefore interrelated to the Corporate Plan and the wider strategic policy and planning framework which set out the Council's agreed priorities and objectives and is integral to the delivery of that framework.
36. The decision-making, oversight, scrutiny, and representative roles of elected councillors are central to the Council's purpose and functions. The intention of the Operating Model is to be the vehicle by which the Council can ensure that it has the right capabilities, processes, structures, people, information, technology, governance and culture to deliver agreed vision, policy and plans, as set out by elected members of the Council.
37. The Operating Model, if agreed, will not supersede or direct any political, commercial or service decision making – although it will inform and shape the considerations made. For example, the Operating Model takes no position on whether services should be delivered 'in-house' or 'out-sourced'. It does however set out the mechanisms and considerations which in the future will support such decisions and sets out the processes, technology, information, capacity and skills that will be needed in such determinations.
38. Equally, the Operating Model is intended to serve any political governance structure and so is not dependent and does not pre-judge the outcomes of the ongoing Governance Review.
39. Finally, the Operating Model should not be regarded as the final position that will be implemented exactly as described at this stage. Rather, it is the organisation's best attempt to describe the future state of the council. It will inevitably be amended through implementation and in the future through experience and evidence and especially through feedback and engagement

from councillors, residents, partners and staff. Importantly however, such change will be designed and controlled against this baseline.

## **Developing the Operating Model**

40. The Operating Model has been developed in response to the Activity Analysis in accordance with design principles set by the organisation and included within the Case for Change (see Slide 12 of the Executive Summary of the Business Case – Annex 1).
41. The detail of how the Council will work in the future is broken down into seven inter-related 'layers' for the purposes of describing the model. The layers are not a structure or a replacement for service departments or support teams; rather they describe the common activity that when put together, will deliver what is needed to deliver the best outcomes for residents. It then asks how these activities are best delivered for optimum overall outcomes: what is common, what is specialist, what needs to change and what will the overall design look like. How these layers are then built into functioning teams with associated systems and processes, is the substance of the 'construct and implement' phase of the programme that would come next if Cabinet agree to adopt the proposed model.
42. Each layer was worked on in detail by an officer working group led by a director or pair of directors and supported by PwC. Layers were also tested with services including with a cross-section of staff and managers. Councillors were asked to contribute through a specific member briefing, through briefings held in each Locality area and through feedback at the Audit and Governance and Performance Scrutiny Committees held in March. Portfolio holders and Political Group Leaders have also been engaged with the Operating Model as it has emerged.
43. The approach to developing the proposed Operating Model is set out in Section 2 of the Business Case document attached. The detailed design of each Operating Model layer is set out in Section 3. Additional 'enablers', those areas of the Council's approach that need to change and develop to maximise the impact of the Operating Model, are set out in Section 4.

44. In summary, the proposed model describes:
- Firstly, a council which prioritises investment in the community, in resilience building and community solutions, to maximise opportunities for prevention and support communities and individuals to help themselves (see *the Pre-Front Door Layer*)
  - Secondly, a council with an integrated and streamlined approach to customer management (see the *Customer Management layer*)
  - Thirdly, a council with transparent and simplified assessment processes with proportionate resource deployed according to the complexity and risk of the assessment (see the *Customer Assessment layer*)
  - Fourthly, a council with a consistent framework of processes for identifying, obtaining and managing the products and service it requires (see the *Provision Cycle layer*)
  - Fifthly, a council with leading-edge professional support services to ensure that staff across the Council are able to do their jobs with maximum efficiency (see *Enabling and Support Services layer*)
  - Sixthly, a council with a refreshed capacity to support members in defining priority aims and vision and to manage, support and communicate the delivery and monitoring of those aims (see *Strategic Capability layer*)
  - Finally, a council with a new function that will develop significant insights from data and information, using technology, data science and partnership approaches to support the Council in making evidence based and data-led decisions (see *Business Intelligence layer*).
45. Taken together, implementing the new Operating Model will amount to a complete reconsideration of how almost all functions are undertaken and how they inter-relate, across the Council.

<b>Front Office</b>	<b>Pre-Front Door</b>	Individuals, communities, members, the council and partner organisations working together to build resilience, develop strengths and create opportunities in local areas, which helps to reduce the need for council services.
	<b>Customer Management</b>	The customer management layer contains all activities undertaken by the council that involve interaction with customers and/or have an immediate impact on service delivery to customers.
	<b>Customer Assessment</b>	The customer assessment layer contains activities that are a key part of many customer interactions with the council, with information being used to decide whether and how services are provided.
<b>Back Office</b>	<b>The Provision Cycle</b>	The Provision Cycle layer provides the framework of processes and activities through which the Council decides how best to meet an identified need or to achieve a specific outcome, including commissioning, contracting and the management of third party suppliers.
	<b>Enabling and support services</b>	The Enabling & Support Services layer provides services that are optimised to meet the needs of internal customers through process improvement, the use of enhanced digital systems and clear delineation of roles and responsibilities.
	<b>Strategic capability</b>	The strategic capability layer provides the capabilities that the Council requires in order to define its vision, high level strategy and objectives, as well as capabilities required to support, manage and review the realisation of each of these.
	<b>Business intelligence</b>	The business intelligence layer provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.

**Fig 2.** Extract from Business Case – Operating Model Layers

## The Financial Case

46. Analysis by PwC tested the design of the Operating Model against the evidence of the Activity Analysis and an assessment of the opportunities within each service area for change and the release of benefits.
47. Within the financial case, detail is given of the approach to calculating benefits against each layer of the Operating Model.
48. Assessment of the costs of implementation has also been made to develop an overall financial benefits profile for the life-time of the implementation programme and an ultimate annual recurring financial benefit which can be expected.
49. In summary, the overall estimated benefits profile associated with implementation of the Operating Model is as follows – assuming that delivery of benefits at the midpoint of the range of savings estimated (£34-£58m) is achieved:

Financial year	18/19	19/20	20/21	21/22	22/23
Annual recurring benefit delivered in-year	£0m	£14m	£18m	£10m	£4m
Cumulative annual recurring benefit	£0m	£14m	£32m	£42m	£46m

50. The costs of delivery depend on choices made as to how the Operating Model, if adopted, is implemented. For indicative purposes, one off implementation costs (excluding recurring maintenance for technology and potential redundancy costs, as explained in the financial implications section below), are estimated as follows:

Financial year	18/19	19/20	20/21	21/22	22/23
In-year one off costs	-£4m	-£9m	-£2m	-£2m	-£1m

51. The implications of this assessment and its relationship to resource planning processes are set out in the Financial Implications section below.

## **Construct and Implement**

52. Section 7 of the Business Case deals with implementation of the Operating Model.
53. Delivering an Operating Model is a major initiative and the scale of change should not be underestimated. Taken overall, the Council will effectively be rebuilt in full, with no service area left unchanged in terms of the way the Council operates (as distinct from the outcomes services seek to deliver – which are not the subject of the Operating Model). The change overall would represent the largest transformation initiative that the authority has ever undertaken.
54. Section 6 of the Business Case assesses the impact of change on services and the extent to which the proposed changes are significant when compared with existing practice. It concludes, overall, that while with careful consideration and design service impact will be manageable and will not negatively impact on service users, the difference from existing ways of working is considerable.
55. Given these considerations, it is not possible or desirable to implement the substantial changes required at one single point in time. An ordered construct and implementation methodology will be required to manage the risks of change and maximise the benefits of investment. The proposed method is to deliver the organisation's new approach through a series of four phased 'releases'. While the full financial benefit will not be realised until the completion of the programme, each release will give the opportunity to deliver an element of benefits which, when assured, will be available for incorporation into the MTFP.
56. Managing delivery through an iterative series of releases will allow for testing, to respond to change and to learn as the programme progresses. It accepts that not every project element will deliver perfectly first-time and allows for flexibility to cope with that uncertainty. It will also allow for policy and operational choices along the way with a developed understanding of the impact of choice on delivery of financial benefits and improved services to residents.
57. Professional programme management will be needed to manage the interdependencies of different changes and the complexities and risks of managing an organisation in transition between current ways of working and a new model. Considerable resource will be required for communication, engagement, re-training and change management and this has been incorporated into the financial case.
58. It is projected that the implementation programme will take place over an initial two to three-year period with benefits continuing to build through to 2022/23 as new ways of working are embedded. Ongoing benefit can then continue be incorporated into the MTFP.

59. To meet this ambitious timescale, the Council as a whole will need to prioritise delivering the new Operating Model. However, the release-based approach will allow services to manage the impact on competing priorities and day-to-day service delivery by containing intense delivery periods within clearly set out timescales. While detailed delivery of the Operating Model will be predominantly undertaken by the Council's own staff and directed by senior leaders, overseen and scrutinised by elected members, the Council will also need to supplement its existing resources, again to maintain pace and to minimise impact on front-line service delivery. Such additional resource will include strategic advice and programme management, technical and specialist support (for example IT, digital and procurement) and support for change management. It will also be necessary to ensure that sufficient capacity is available to carefully manage and account for the delivery of benefits to ensure that real benefits are delivered before incorporation into financial and strategic plans.
60. The Construct and Implement section and the Financial Case assume that a significant element of this additional resource is provided through an external provider.
61. It is the purpose of this report to consider the Operating Model itself asking Cabinet to consider its success in reflecting the specific Oxfordshire County Council context and if satisfied, to agree to its adoption.
62. The detail of the investment required for implementation and a recommended delivery mechanism – including the decision whether to appoint external providers or to supplement internal resources – will be made through a further report proposed to be considered by Cabinet in October 2018.

### **Implications for the Partnership with Cherwell District Council and for Broader Partnership Working**

63. The developing partnership with Cherwell District Council is based on the initial sharing of the Chief Executive post with the potential in the future for sharing senior management posts and the development of shared services.
64. The Operating Model is not directly related to the partnership. However, opportunities created through the analysis now available and through the implementation phase will mean that the development of the partnership will be within a well-understood and adaptable framework. Overall, implementation of a coherent Operating Model will allow support and front-line services to be clear on both their requirements and capacities for any partnership working subsequently considered – including with Cherwell but extending to the County Council's many existing and potential partners – and so may bring forward more ambitious and deliverable business cases in the future.
65. Any such benefits and associated investment would be additional to the business case developed so far.

## Options for Change

66. On consideration of the Business Case document, the options for change are summarised in the chart below:

	Description	Commentary
1	<p><b>Adopt the proposed Operating Model to enable delivery of the estimated range of savings (£34m-£58m) to the fullest extent appropriate</b> – agree to the proposals as set out and go forward to identify options for delivery</p>	<p><b>Recommended</b> – the business case sets out the costs and benefits of the model, the potential for improvements to resident outcomes and includes new ways to support prevention and minimise future demand contributing to long-term financial sustainability. Delivering the maximum benefits may create capacity to manage future pressures and for policy and investment choices. It will also help create a council that is agile and resilient to change with greater capacity to manage risk and deliver agreed political objectives.</p>
2	<p><b>Adopt the proposed Operating Model to enable delivery of required MTFP savings only, i.e. £33m (see Financial Implications section)</b> – agree to implement the proposals only as far as required to deliver the MTFP savings without a requirement to deliver additional benefits</p>	<p><b>Not recommended</b> – the business case does not support the case for not pursuing implementation to the furthest extent possible – when taking into full account the requirements of service delivery:</p> <ul style="list-style-type: none"> <li>• Firstly, the costs of delivery are not related to savings on a linear basis - significant enabling investment is required, for example in technology, to release the initial savings;</li> <li>• Secondly, there are no proposals within the business case that are intended to lead to reduction in resident outcomes - rather, the range of savings shown throughout provides the flexibility for professional judgement and policy choices to be made during the construction phase where the Council will be able to assess the extent to which it thinks the Operating Model can be applied without impacting on outcomes. Where there is risk of impact, the model would not be applied, or changed, or the risk mitigated in some other way whilst maintaining overall benefits within the envelope identified.</li> </ul> <p>Therefore, not taking the full possible savings obtainable, whilst making the significant enabling investment, would represent poor value for money.</p>
3	<p><b>Do nothing</b> – deliver required MTFP savings through identifying service reductions and individual efficiency initiatives, including those which have yet to be identified.</p>	<p><b>Not recommended</b> – this option is likely to have a negative impact on resident outcomes through service reductions and would mean the Council having to take a similar approach to service cuts and staff reductions as in previous years. Minimal proactive investment in prevention and reducing demand will be possible, undermining any strategy to cope with increased demand in the future and reducing the ability of the Council to establish long-term financial sustainability. Relying on individual efficiency initiatives increases risk in the MTFP as these have not yet been fully identified. Continuing with individual initiatives perpetuates the challenges of duplication and un-joined up services and support functions. No benefit will be released to enable policy and investment choices.</p>

## Governance Arrangements

67. In December 2017, a number of changes were made to the arrangements for the governance of the transformation programme. These changes were designed to:
- Strengthen overall governance and decision making, ensuring coverage of all services, avoiding duplication or gaps, and addressing concerns about the lack of a 'design authority';
  - Promote clarity of arrangements for programme management; ensuring compliance with programme management tools and the Council's programme management approach;
  - Refresh the existing processes and templates for the programme management office;
  - Improve the tracking of benefit realisation (financial and non-financial benefits).
  - Provide a 'whole council' comprehensive approach as the previous arrangements had only focused on some of the overall activity being undertaken across the Council (the three 'enabling workstreams in phase 1 work).
68. A new Fit for the Future Board was established in January 2018, chaired by the Chief Executive, with membership by strategic directors and other key officers. This board now covers all transformational activity across the Council, and will act as a 'design authority' to ensure that there is a single and joined up authoritative approach to decision making on transformation. The corporate Fit for the Future Board is fed and informed by directorate transformation working groups.
69. A small team (the Programme Management Office) is now supporting the Fit for the Future Board, ensuring oversight and accountability for all transformation projects, and that there is compliance with organisational processes and effective benefit realisation processes in place.
70. Processes and culture have embedded over the subsequent eight months and the programme management arrangements are now well-embedded. Development of the governance, support team and approach – including culture, skills and approach across the organisation – continue to be reviewed and the refresh of capacity required within the Programme Management Office is itself an early deliverable of the proposed Operating Model.
71. Accountability for the programme will continue to be led through a cabinet portfolio holder on behalf of the Cabinet. Members may wish to consider whether additional broader formal councillor input for the implementation phase is required. The establishment of a new Member Reference Group of nine members has been proposed on a politically-proportionate basis. This would operate to direct strategy for the implementation of the Business Case and oversee the delivery programme, making recommendations to Cabinet ahead of decisions and reporting to Cabinet on progress. There will be an

opportunity to confirm these arrangements through the proposed report on implementation. Governance arrangements would then be reviewed at appropriate points throughout the lifetime of the delivery programme.

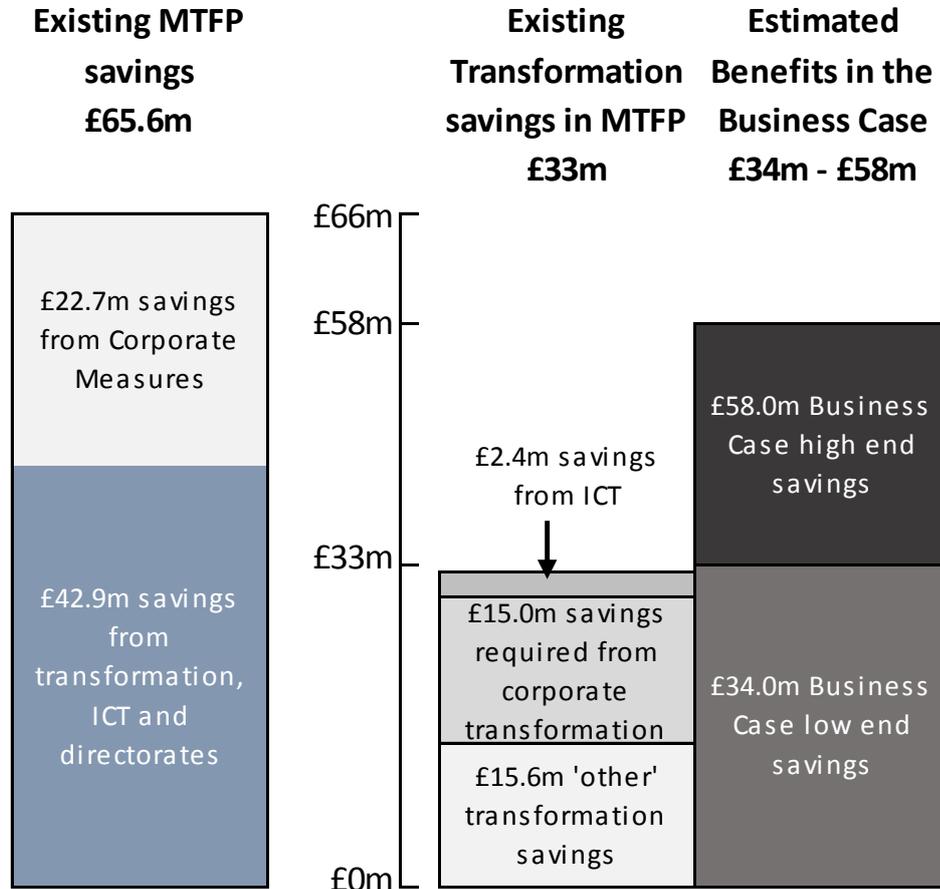
72. The Performance Scrutiny and Audit and Governance Committees are also expected to continue their role of monitoring and challenging performance, delivery, reporting and control, as they have done during the development of the programme so far. The Committees may wish to consider how they most effectively link and liaise with the Member Reference Group, if established.
73. It is further intended to incorporate wider councillor-engagement through the 'Construct and Implement' phases to ensure that member insight and ideas are fully considered. Some Locality Meetings have, for example, already expressed an interest in continuing the engagement that started during the design phase and several successful all-member workshops have provided input and context for the Business Case.

## Delivery Principles

74. The Operating Model is designed to be the optimum balance of acceptable service impact and risk against level of benefit. There are no areas where service outcomes are knowingly compromised by the implementation of the Operating Model in and of itself.
75. In order to maintain this position, detailed and specific decisions will be required throughout the Construct and Implement phase at different levels, depending on scale. The overall design and key milestones will be overseen by the Fit for the Future Board, as set out in the Governance section above, and reported to Cabinet and council committees as required. The Cabinet will formally consider and sign off each release phase, agreeing investment and timescales. It is through this process that the detail of where within the potential benefits scale the programme will deliver and regular reporting and scrutiny will ensure that the right balance of programme impact and benefit delivery is achieved.
76. In order to guide these detailed decisions that go beyond what is already set out in the Operating Model, it is proposed to adopt a set of guiding principles which will direct the overall balance of decisions and ensure overall that the Cabinet's intention is delivered in the detail of service decisions.
77. The proposed principles are as follows:
  - That outcomes for residents will always be the priority consideration through Operating Model construction;
  - That the Council's priority outcomes are set out in the Thriving Communities Vision and that these should form the basis of all organisational aspirations, supported through the application of the agreed Organisational Values;
  - That a prudent approach to estimating benefits will be taken and that additional investment or savings will not be incorporated into the MTFP until real cashable benefits are on track and signed-off as 'in-delivery' by the Fit for the Future board;
  - That members will take the decision on the allocation of benefits released in addition to those already required within the MTFP through the normal service and resource planning process;
  - That the Council will always consider any identified risks to service outcomes and impact on service users and will ensure that before the agreement of each phase-release plan, sufficient impact assessment has been undertaken;
  - That the Council will minimise compulsory redundancies wherever possible and prioritise retraining and redeployment.

## Financial Implications

78. This report recommends that Cabinet agrees to the adoption of the Operating Model set as out in the Business Case at Annex 1 as the basis of Council transformation going forward.
79. The savings arising from the Business Case range from £34m at the low end to £58m at the high end. The Business Case itself assumes the mid-point of the savings is achieved at £46m. A review has been undertaken of the PwC model to verify its logic and accuracy.
80. The existing Medium Term Financial Plan (MTFP) already includes savings to be delivered through individual service redesign, income generation measures and contract efficiencies. In total these amount to £15.6m. These savings cannot be achieved in addition to those set out in the Business Case. Savings of £17.4m are also included in the existing MTFP to be delivered through corporate transformation, including £2.4m relating to savings previously allocated to ICT. This sums to a total of £33m to be delivered through transformation related activity.
81. Therefore, in implementing the Operating Model, achieving the low end of the Business Case (at £34m) will allow for existing corporate and directorate transformation and efficiency savings, and savings formerly allocated to ICT, in the MTFP (£33m) to be achieved. The chart below sets this out:



82. The Business Case sets out total implementation costs of up to £18m, of which £4m is expected to be incurred in 2018/19. Further detail on the costs and phasing will be brought to Cabinet in October. Costs which are expected to be incurred in 2019/20 and beyond will need to be considered as part of the Service & Resource Planning process and agreed by Council as part of the 2019/20 budget and MTFP to 2022/23, in February 2019. A decision on how the costs expected to be incurred in 2018/19 will be met will be included in the report to Cabinet in October 2018.
83. The Business Case includes assumptions on the timing of savings. Savings are delivered in phases in line with implementation plan releases. The Business Case does not assume full in-year savings will be delivered in the year of each release, allowing realistic time for implementation to deliver savings and providing an element of budgetary tolerance for delay. Dependent on the implementation method to be agreed by Cabinet in October, further consideration will need to be given to the phasing and value of the savings and these will need to be included as part of the Service & Resource Planning process for decision by Council in February 2019.
84. The challenge for the Council will be whether it can achieve the savings in full and in the time scale that is set out in the Business Case. Depending on the option agreed as part of this report and the method of implementation to be agreed in October, a view will be taken on the level of savings in the Business Case that can be achieved and in what timescale they can be achieved in.
85. Through the Operating Model transformation, the Business Case assumes a reduction in overall staffing levels of between 600-890 current posts (before taking into account opportunities for reinvesting in services – which could reduce the net reduction). The Business Case does not however include any potential costs arising from redundancies. Full redundancy costs are not possible to calculate at this stage as the identification of an indicative number of posts to be reduced does not directly relate to specific roles. Further, the Council has a strong record of minimising redundancy as the establishment has been reduced through retraining and redeployment. In addition, as the implementation will be phased over two to three years, the Council will be able to take advantage of an annual staff turnover of some 650 staff per annum.
86. As redundancy costs need to be accounted for in the year the decision is made, it is probable that some costs will be incurred in 2018/19. Consideration of how this will be funded will be set out in the Cabinet report in October, alongside the implementation costs.

## Staffing Implications

87. This report in-itself contains no direct implications for individual staff. However, if implemented, the subsequent delivery programme will clearly have substantial impact for all staff in the way they work. The report shows how cashable benefits may create policy and investment choices for councillors in addition to meeting existing savings commitments. What choices are made – including to reinvest potential savings in services - and the ongoing-overall financial environment, will determine the extent to which net-employment will be affected. In the scenario where benefits are delivered to the fullest extent, choices could include investing in creation of new roles, or to posts being rebalanced across the organisation.
88. If the Operating Model is applied in full, given the change both in the way resources are applied overall – with an assumed shift of resources towards service delivery – and how each individual job role will be undertaken, it is very likely that a significant number of roles will be changed to the extent that redundancy situations are created. Some compulsory redundancies may be required.
89. The Council's policy on redundancy is, and will continue to be, to avoid redundancies wherever possible. Throughout implementation, as in design, staff and unions will be consulted and the change processes managed in accordance with our agreed policies. The Council currently has processes to actively look for opportunities to redeploy staff who are at risk of redundancy. Should implementation go ahead these processes will be reviewed to ensure it is able to support the potential increased numbers of staff needing to be redeployed. £3m has been incorporated into the financial case to support the management of the change process.
90. The attached Service and Community Impact Assessment sets out the mitigating actions that will be taken to ensure that due regard is given through implementation to the impact of change on all individuals including how consideration will be given to potential differential impact on those with protected characteristics.
91. It is worth stating that in all scenarios, delivering the substantial savings already set out in the MTFP are likely to have a significant staffing impact. Delivering the full savings within the overall-management of the TOM delivery programme will give the maximum opportunity for retraining and redeployment where required.

## Equalities Implications

92. The Operating Model as set out describes at a high level the design of a new approach for overall council operations. In itself, this decision will not have a direct impact on residents or staff. However, the detailed implications and outputs of the Construct and Implement phase will impact on these groups.
93. Detailed impact assessment will need to be undertaken throughout the Construct and Implement phases as each new service area is considered. High level potential impact, initial mitigating activity undertaken through design and plans for further assessment throughout implementation are set out in the attached Service and Community Impact Assessment (see Annex 2).

## Member Engagement Ahead of Decision Making

94. Ahead of the Cabinet meeting planned to consider this report on 18 September 2018, there will have been a number of opportunities for all Councillors to formally and informally review the Operating Model and to engage with senior officers – in addition to opportunities throughout the development of the approach, as set out in the Developing the Operating Model section above. These are as follows:

4 Sept	All Member Briefing
6 Sept	Performance Scrutiny Committee
6 Sept	Audit & Governance Committee
11 Sept	Full Council – thematic discussion on the Operating Model

95. It is anticipated that views from these forums will be brought to Cabinet to accompany this report.
96. This report and the associated documents will have been available to all members from late August with the publication of Performance Scrutiny and Audit & Governance committee papers.

## RECOMMENDATIONS

97. **The CABINET is RECOMMENDED to:**

- Endorse the proposed Operating Model set out in the Business Case in Annex 1 as the basis of whole council transformation planning;
- Agree to Option 1 (see paragraph 66), to enable delivery of the estimated range of savings (£34m-£58m) to the fullest extent appropriate;
- Agree the delivery principles set out in paragraph 77 as the basis for future detailed decision making;
- Direct the Chief Executive to bring a costed proposal for implementation to Cabinet in October 2018.

PETER CLARK  
Chief Executive

Annex 1: Business Case  
Annex 2: Service and Community Impact Assessment

Contact Officer: Robin Rogers, Strategy Manager  
August 2018

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# Business case

Oxfordshire County Council  
*Target operating model*

*August 2018*

**FINAL**

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# 1. Executive summary

## Foreword from the Chief Executive...

### Foreword

During the summer of 2017, we conducted an in depth assessment of our strategy and the way that we work as an organisation. The assessment found that while there was nothing about the Council that was fundamentally broken, there was considerable room for improvement.

To some extent, this confirmed what I suspect many of us already thought. While we had been successful in taking steps to deal with reductions in public spending at a national level, and had delivered tangible improvements in some key service areas, there was a sense in which we knew that more fundamental change was required.

The results of the assessment provided direct evidence of this. It showed that we were spending a much higher level of effort on managing customers, data entry and recording and carrying out support activities than we were on delivering services. In addition, the assessment highlighted issues concerning our processes, use of technology and information. While none of these issues had the potential to undermine the organisation in the short term, we recognised that if we didn't listen to this evidence, and respond in the right way, we would be storing up problems for the Council in the future.

Consequently, we have spent the past six months carrying out a detailed redesign of our operating model. This has comprised working through all the major functions of the County Council systematically, establishing how we would like each one to work in the future, the processes that will need to be adopted, what this will require in terms of technology and what it will all mean for our people.

This has been one of the most ambitious pieces of work we have ever undertaken. It has touched almost every aspect of the way the Council operates and really has challenged us to think much more creatively about the kind of organisation we want to be. I am very pleased that so many Councillors and members of staff were able to contribute to the work – through the numerous design sessions, service impact testing workshops and briefings that have been delivered since January.

This document is the culmination of the work that has been carried out. It sets out an exciting vision of the future, and a roadmap for transforming the whole Council over the next two years. I firmly believe that this is the right course to take, and that by taking action now we can ensure we achieve the high standards we set for ourselves for many years to come. The new operating model will be key to achieving our strategic vision: *Thriving communities for everyone in Oxfordshire.*

As I have said previously, implementing the changes described in this document will not be straightforward. We will need to be more disciplined and more focussed than at times in the past, ensuring capacity to transform while continuing usual business. However, we must take confidence from what has been achieved over the past six months. We have proven we have the ideas and the will to imagine a more sustainable future. We now need to make sure we deliver on this potential and create the organisation that our residents, communities, Members and staff deserve.

## Local government continues to face significant uncertainty especially in terms of decreased funding and increasing demand for its services...

### Context

Local government continues to face an unprecedented set of challenges. Further reductions in central government funding are creating a 20-30% funding gap, and there is increasing demand for existing and new services. Increasing budgetary pressures and service demand mean that councils have to do more with less.

PwC's Local State We're In 2018 review, an annual survey that consults local authority CEOs and Leaders, identified the following key themes which have begun to emerge;

- 1 Fear of failure is rising:** Almost a third of councils now feel that the 'cliff edge' is imminent and are not confident of their ability to deliver next year.
- 2 Confidence in the financial sustainability of the sector is reducing:** When it comes to considering the sector as a whole, almost three quarters (74%) of respondents think that some local authorities will get into serious financial crisis in the next year.
- 3 Councils are at the heart of public service reform:** As councils shift their thinking towards driving public service reform across their place, six out of ten respondents agree that councils should be more responsible for facilitating outcomes rather than delivering services.
- 4 Good growth continues to climb the agenda:** Place based growth has also risen up the agenda with councils' priorities for growth largely reflecting those of the public with skills, housing and transport topping the agenda. However, significant challenges remain in each of these areas, such as lack of investment in infrastructure, the impact of Brexit, lack of affordable or suitable housing and lack of influence over skills.
- 5 Significant capacity and capability gaps remain:** Councils need to build organisational resilience and in particular develop new skills and commercial acumen in order to be effective. Areas in particular need of development are supply chain management, contract management, talent management, cyber security and data analytics. Rising market pressures in key sectors such as social care require the right capability, capacity and agility to respond to provider challenges and unpredictable circumstances.

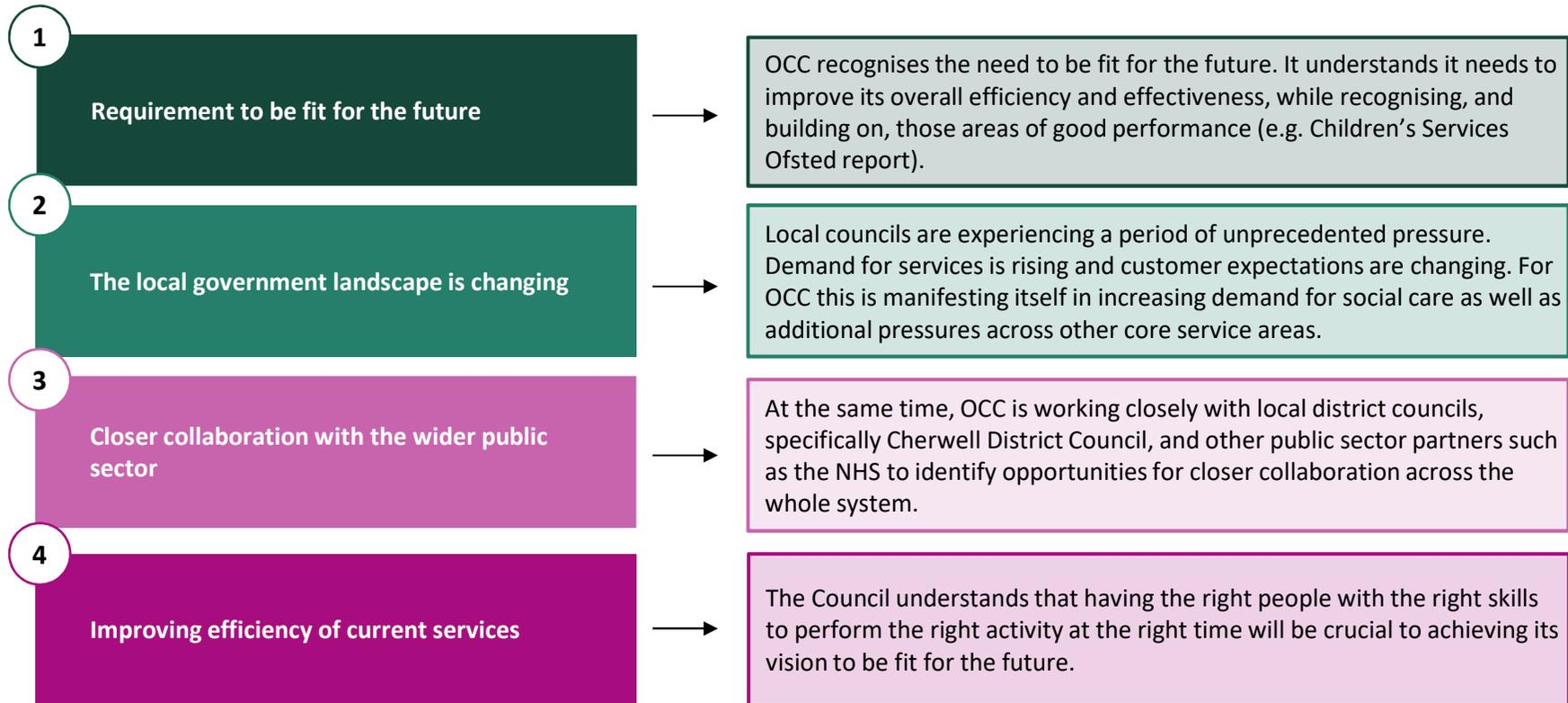
# Oxfordshire County Council (OCC) is in a better position than many Councils but still has to make changes in order to solve the challenges they face...

## Background

While the Council’s current financial pressures do not constitute an immediate need for change as experienced by other local authorities, there is a recognition amongst the County Leadership Team (CLT) that OCC faces a number of challenges which the Council must be forward thinking in addressing in order to achieve its strategic ambition of creating, and maintaining, **“Thriving communities for everyone in Oxfordshire”**.

## The challenges facing OCC

Page 98



## Specifically OCC faces cumulative budgetary pressures of £57.8m to 2021/22 driven by demographic changes, legislative changes and existing savings initiatives that are not expected to be delivered...

### Scale of the financial challenge

In the most recent Service & Resource Planning 2018/19 to 2021/22 report Council officers identified that over the next four years the Council faces cumulative **budgetary pressures of £57.8m**, driven by:

- Demographic pressures, including increasing numbers of Children requiring placements and an increase in the number of children with disabilities
- Legislative pressures, including those continuing to arise as a result of the implementation of the National Living Wage
- Existing savings initiatives that are not expected to be achieved, including those related to services provided or commissioned for older people and people with learning disabilities

In response to these pressures, the Council has identified a number savings initiatives (a combination of corporate measures, MTFP savings and Transformation Savings) the successful delivery of which will be critical to ensuring it is able to meet the challenges it faces and succeed in delivering against its strategic ambition.

	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	Total £m
Pressures, Improvements & Investments	£46.223m	£7.318m	£4.547m	(£0.330m)	£57.758m
Directorate Savings	(£16.790m)	(£7.730m)	(£0.734m)	(£0.325m)	(£25.579m)
Corporate Measures	(£29.433m)	£10.412m	£0.387m	(£4.021m)	(£22.655m)
Transformation Savings	£0.000m	(£10.000m)	(£4.200m)	(£3.200m)	(£17.400m)
<b>Net Pressure / (Saving)</b>	<b>£0.000m</b>	<b>£0.000m</b>	<b>£0.000m</b>	<b>(£7.876m)</b>	<b>(£7.876m)</b>

#### *OCC – Overall Financial Position 2018/22 (as at August 2018)*

Central to ensuring that OCC is able to respond to the financial challenges it faces, and for other pressures that are likely to develop in the future, is the need for the Council to develop an operating model that is efficient and effective, and facilitates a transformation in the way in which it delivers, or commissions, services for residents.

## The Council also has a clear strategic ambition and vision for what type of local authority it wants to be and what it wants to achieve for residents...

### Strategic vision

————— *“Thriving communities for everyone in Oxfordshire”* —————

To achieve our vision, we will listen to residents so we can continuously improve our services and provide value for money.

### *Our priorities*



#### **Thriving communities**

We help people live safe, healthy lives and play an active part in their community.

We provide services that enhance the quality of life in our communities, and protect the local environment.



#### **Thriving people**

We strive to give every child a good start in life, and protect everyone from abuse and neglect.

We enable older and disabled people to live independently and care for those in greatest need.



#### **Thriving economy**

We support a thriving local economy by improving transport links to create jobs and homes for the future.

With this strategic ambition in mind, the Council has already begun to think about how its business model will need to change:

*“We will increasingly involve people who use services and their families to design, buy and evaluate the quality of those services”*

*“We will continue to move away from the traditional top-down service design and delivery model”*

*“More transactions will be digital. We will dispose of properties we do not need or generate an income from them. We will also work with partners and central government to join up local services”*

## To meet its challenges and deliver its ambitious vision, the case for change completed in January 2018 identified that the Council could achieve the following benefits through operating differently...

### Benefits

The case for change identified that, through addressing these opportunities, OCC could achieve between £33m - £58m of saving made up of the following:

FTE Savings	Operating model transformation	It was estimated that OCC could achieve a minimum <b>£21m</b> of benefit, but that there was the potential to achieve more than this (up to <b>£33m</b> )
	Quick wins	
3 <sup>rd</sup> Party Spend	Strategic sourcing & process improvements	It was estimated OCC could achieve at least <b>£8m</b> of benefit, but there was the potential to go achieve more than this (up to <b>£17m</b> )
Income	Commercialisation	It was estimated OCC could achieve at least <b>£4m</b> of benefit, but there was the potential to achieve more than this (up to <b>£8m</b> )

Alongside the financial benefits shown opposite the case for change also identified that by addressing these opportunities OCC could achieve the following outcomes:

- Customers** *“Are enabled to resolve their own issues. Their experience of the Council will be on a level with what they experience in other parts of their lives and will live up to their expectations.”*
- Services** *“The Council’s critical services will better able to cope with future pressures and less likely to fail.”*
- Staff** *“Staff will feel empowered to help the Council deliver its ambitions.”*
- Communities** *“The transformation of the Council’s operating model will exploit the local advantages Oxfordshire possesses.”*

This would give the Council some choices:

*“Release cash to deal with existing financial pressures”*



*“Reinvest in alternative delivery models to achieve long term sustainability”*



## Following on from the case for change the Council began the design of a Target Operating Model (TOM)...

### Approach to designing the TOM

An operating model is a representation of how the Council uses its customer offerings, business capabilities and corporate structure to deliver the best possible outcomes for its residents in keeping with its vision. A Target Operating Model, purposefully developed and designed, will provide the council with a blueprint against which to build an organisation that is capable of providing all of the products and services that its customers require in a more efficient and effective way.

The design of the Council's target operating model started in February 2018 and concluded in July 2018. The work took place across two phases:

#### *High level design phase*

The high level design phase focused on...

- **Defining** the key inputs to the Council's target operating model including customer personas, strategic parameters and the needs and characteristics of each of the nine localities within Oxfordshire.
- **Designing**, at a high level, the operating model components needed to enable the successful delivery of the in-scope business capabilities.
- **Describing** the benefits, outcomes and experience of the in-scope business capabilities.
- **Testing** the emerging design with a range of council staff involved in the current delivery of the in-scope business capabilities as well as with service areas to understand the implications of the emerging design.

#### *Detailed design phase*

The detailed design phase focused on...

- **Reviewing** the emerging design blueprints against the outputs from the engagement with staff and service areas.
- **Designing**, to an increased level of detail, the operating model components needed to enable the successful delivery of the in-scope business capabilities (focusing on how they will operate in the future).
- **Describing**, in further detail, the outcomes, experience and benefits of the new design for the in-scope business capabilities.
- **Testing** with staff and services to further test and refine the detailed design blueprint.
- **Planning** out the approach the Council will need to take in order to implement the detailed design.

## The design of the Council's TOM was informed by the following key inputs...

### Key inputs

It is critical that the Council's TOM is informed by an understanding of its customers, its strategic vision and the needs and characteristics of the physical place it serves.

As part of the design of the TOM, consideration has been given to each of these key inputs:



#### **Strategy**

The Council has a clear strategic ambition and vision for the type of local authority that it wants to be, as set out in the 2018-2021 Corporate Plan.

From this a set of strategic parameters have been developed that have been used throughout the design process to test and challenge each and every emerging design concept in order to ensure that it aligns with the Council's ambition and vision.



#### **Place**

Consideration has also been given to the needs and characteristics of Oxfordshire as a place and the various localities within Oxfordshire.

The Council is clear in its ambition to become more of a place based authority, which is responsive to the needs and characteristics of local communities. This has led to a number of key decisions / choices that have been focused on as part of the design of the TOM.



#### **Customer**

'Customer' is used as an overarching term to refer to any person or group of people that is part of the Council or interacts with it in some way.

It is recognised that there is a diverse range of customers with many different needs and circumstances. In order to inform the design process, broad customer groups were identified and used to test, challenge and amend the design of each layer of the operating model and ensure that it remains customer focused.

Throughout the construct and implementation phase, significant further customer analysis and engagement across the full range of county council customers and service users will be required.

## As well as the following overarching design principles...

### Overarching TOM design principles

 <p><i>Customer offering</i></p>	<ul style="list-style-type: none"> <li>Residents are experts in their own lives - they are the best to identify outcomes, inform service design and help themselves within their community.</li> <li>We will hold a 'single record' for each of our customers making it easier for us to understand our communities, manage demand and offer support/ intervention based on need.</li> <li>Councillors and staff help people and communities to support themselves</li> </ul>
 <p><i>Processes</i></p>	<ul style="list-style-type: none"> <li>We will design processes around the user and their experience, enabling self-service at every opportunity.</li> <li>We will be transparent about the ways in which we manage risk.</li> <li>There is a clear and open approach to how we manage and scrutinise what we do, including through councillors</li> </ul>
 <p><i>Technology</i></p>	<ul style="list-style-type: none"> <li>Systems, applications and infrastructure will be designed around business need, with a consistent approach to functional requirements.</li> <li>We will ensure that technology is always an enabler, not a hindrance.</li> </ul>
 <p><i>Information</i></p>	<ul style="list-style-type: none"> <li>Our decisions will be informed by sound business intelligence and data analytics</li> <li>We understand community needs and priorities, and gather intelligence from councillors</li> </ul>
 <p><i>Organisational structure</i></p>	<ul style="list-style-type: none"> <li>We will provide transparency, clarity and consistency on roles and expectations for councillors and staff across the organisation</li> <li>Accountability will sit at the most appropriate structural and community level</li> <li>We will consolidate strategic and common functions with a clear purpose, maintaining flexibility in local delivery</li> </ul>
 <p><i>People capabilities</i></p>	<ul style="list-style-type: none"> <li>We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.</li> <li>Councillors act as community leaders.</li> </ul>
 <p><i>Performance Management</i></p>	<ul style="list-style-type: none"> <li>We will measure the right things, through a consistent performance management framework, from corporate outcomes to individual performance.</li> <li>There is effective scrutiny and challenge from councillors.</li> </ul>

## At the start of the process the Council confirmed that the Target Operating Model would be comprised of different layers...

### OCC TOM Layers

The Council has used cross-cutting 'layers' to design a Target Operating Model which maximises opportunities across the whole organisation, builds greater consistency and avoids fragmented silo thinking based around traditional service-based directorates. These layers are defined by their functional purpose for the organisation, cutting horizontally across services, as follows:

<b>Front Office</b>	<b>Pre-Front Door</b>	Individuals, communities, members, the council and partner organisations working together to build resilience, develop strengths and create opportunities in local areas, which helps to reduce the need for council services.
	<b>Customer Management</b>	The customer management layer contains all activities undertaken by the council that involve interaction with customers and/or have an immediate impact on service delivery to customers.
	<b>Customer Assessment</b>	The customer assessment layer contains activities that are a key part of many customer interactions with the council, with information being used to decide whether and how services are provided.
<b>Back Office</b>	<b>The Provision Cycle</b>	The Provision Cycle layer provides the framework of processes and activities through which the Council decides how best to meet an identified need or to achieve a specific outcome, including commissioning, contracting and the management of third party suppliers.
	<b>Enabling and support services</b>	The Enabling & Support Services layer provides services that are optimised to meet the needs of internal customers through process improvement, the use of enhanced digital systems and clear delineation of roles and responsibilities.
	<b>Strategic capability</b>	The strategic capability layer provides the capabilities that the Council requires in order to define its vision, high level strategy and objectives, as well as capabilities required to support, manage and review the realisation of each of these.
	<b>Business intelligence</b>	The business intelligence layer provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.

*In addition, **Service Delivery** relates to the actual provision of frontline services to customers. This has not been designed as an individual layer of the TOM, but the rest of the layers will involve change across all operational service areas to better enable and improve service delivery.*

# What will the Front Office look like in the future...

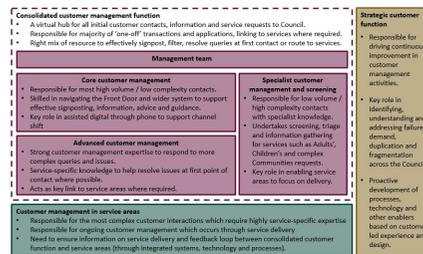
## Key characteristics of the Front Office

### Digital by design



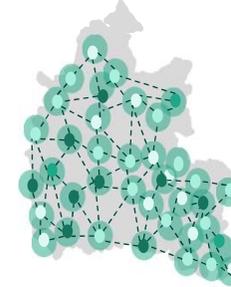
Development and promotion of channel shift opportunities across all service areas, with a particular focus on digital and self-service. This will be enabled by a simple digital customer portal, integrated systems and an assisted digital offer.

### Enhanced Customer function



An enhanced Customer function with the right mix of resources and service specialisms to effectively signpost, filter, resolve queries at first contact or route to operational service areas. This supports a consistent Front Door across the whole council to assist residents, Members and staff.

### Enabling service areas and communities



Links with the Pre-Front Door will help people to find solutions and create opportunities in their local communities. Operational service areas will be able to focus on more complex customers and service delivery, supported by streamlined processes and improved technology.

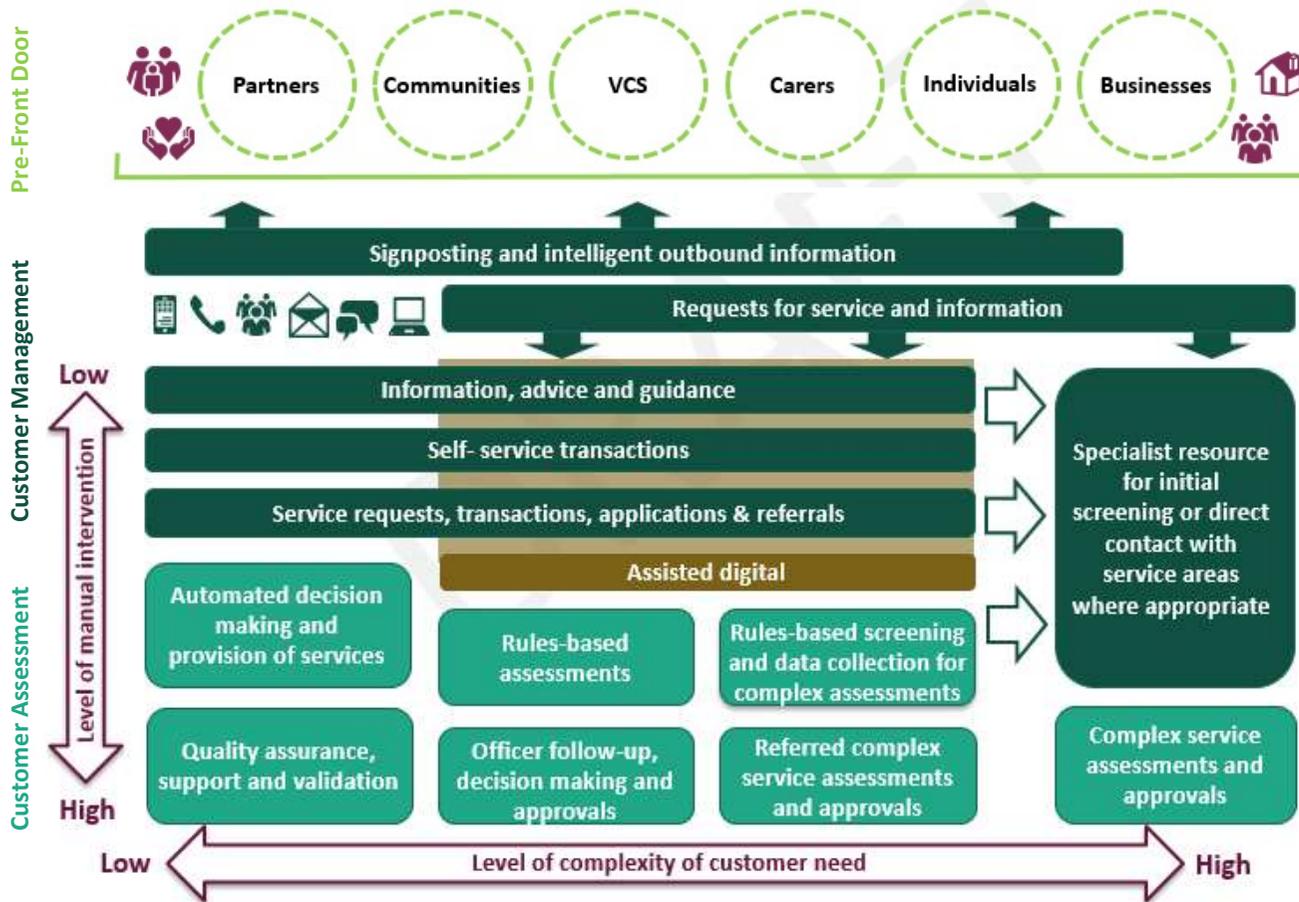
### How will the functional model for the Front Office work...

The future 'front office' will have streamlined channels of contact and consistent ways of working so that residents, Members, partners and businesses can interact with the council easily and effectively. Customer management and assessment activities will be consolidated wherever possible, with close collaboration between the Customer function and operational service areas to ensure the needs of customers are being met appropriately. Technology, systems and processes will be integrated between the front office and operational services, so that services can be delivered in the right way, staff can focus their efforts where they are most needed, and there is a seamless customer experience. By facilitating community action through the Pre-Front Door, the council will also promote more sustainable approaches to supporting and enabling Oxfordshire residents over the longer term.

## How will the Front Office work...

### Functional model for the Front Office

The model below sets out how the key functions for the **Customer Management** and **Assessment** layers, linking into the **Pre-Front Door**, work together to form the Front Office for the council.



The Pre-Front Door will involve the council working with a range of external stakeholders to grow resilience and opportunities in communities. By strengthening support within communities and enhancing the role of prevention, this will improve resident outcomes overall and reduce the call on council services, which can then focus on the most complex needs.

Where customers do need to contact the council, the functional model highlights how the approach to customer interactions and the level of manual intervention will vary according to the level of complexity of customer need. Simple interactions will require less manual intervention through the use of automation and technology, with access to the appropriate specialisms for more complex interactions.

## What will the Back Office look like in the future...

### Key characteristics of the Back Office

#### Consistent across the whole Council



The Back Office will provide internal and external customers with a set of consistent business capabilities that are delivered on a 'whole council basis'. Existing silos will be broken down and Back Office capabilities will be consolidated and standardised where appropriate.

#### Enabling



The Back Office will deliver a responsive and high quality service to customers. The menu of products and services delivered by the Back Office capabilities will be developed in partnership with customers and will be regularly reviewed to drive a cycle of continuous improvement.

#### Powered by technology



The Back Office will be powered by technology. This will provide customers with easy access to the tools, information and insight they need in order to deliver against the Council's strategic objectives.

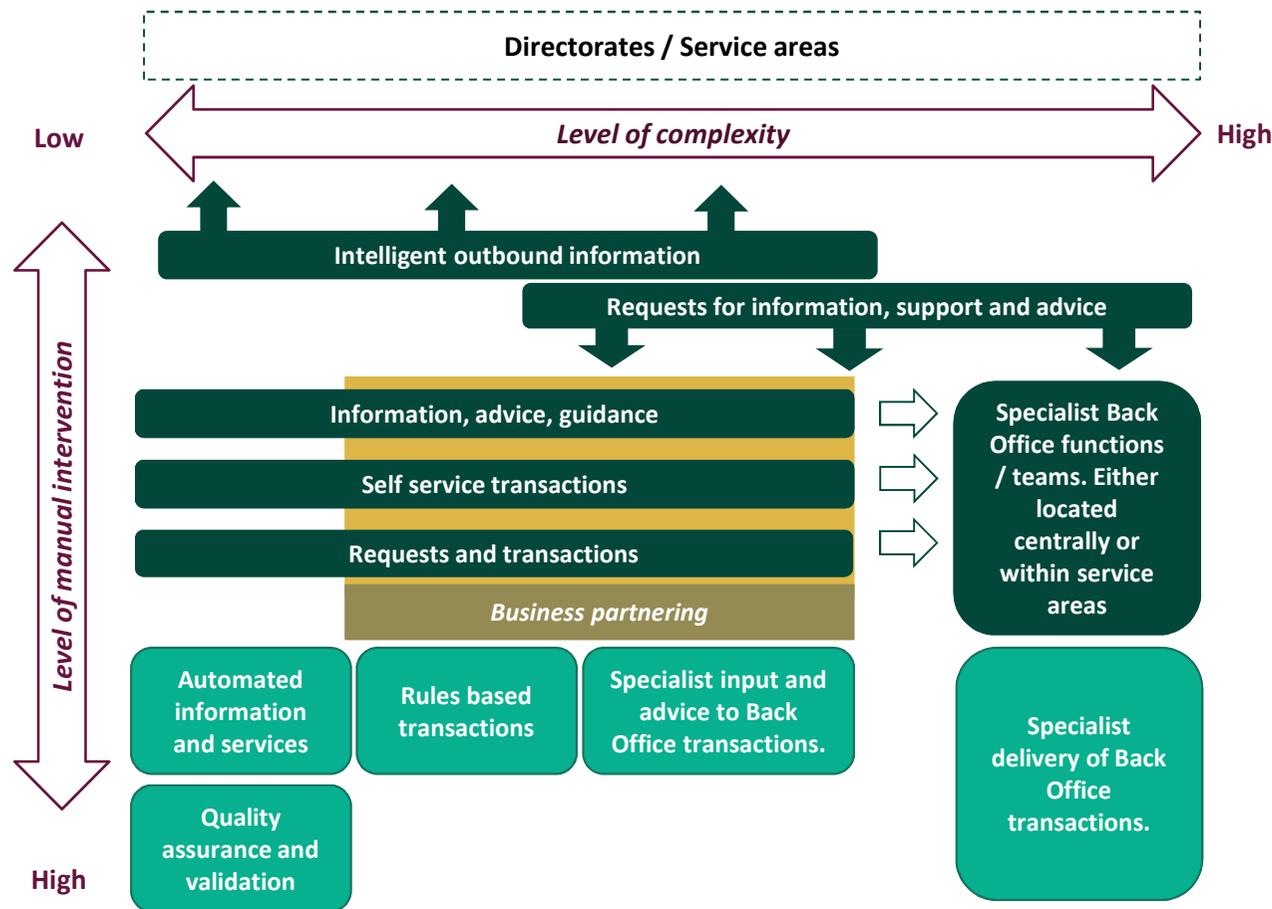
#### How will the functional model for the Back Office work...

The future Back Office will have standardised and consistent processes that are delivered on a whole Council basis so that the siloed, fragmented and duplicative ways of working identified in the case for change are eliminated. Back Office capabilities will be consolidated wherever appropriate, with close collaboration between Back Office capabilities and service areas in order to ensure that the needs and wants of service areas are being managed and met. Technology, systems and processes will be streamlined and consideration will be given to the most appropriate channel through which to deliver Back Office capabilities (Self-service; dedicated business partners supporting activities for service areas; specialist corporate hub leading activities which can take place on a whole council basis).

## How will the Back Office work...

### Functional model for the Back Office

The model below sets out how the key functional elements of the **Provision Cycle, Enabling & Support Services**, the **strategic capability** and **business intelligence** combine together to form the Back Office for the council.



- The functional model for the Back Office will be based on the principle of self service and self sufficiency wherever appropriate. This will be driven through investment in technology and the use of intelligent outbound information.
- Where customers do need specialist support for a Back Office process, a business partnering model will be the preferred delivery channel calling on corporate resources where needed (e.g. Business Administration support).
- Where requirements are more complex, specialist Back Office teams will be used (either located as a corporate hub or, where appropriate, with service areas).

## The following key enablers will be required to deliver the Target Operating Model and to maximise the benefits that the Council can achieve...

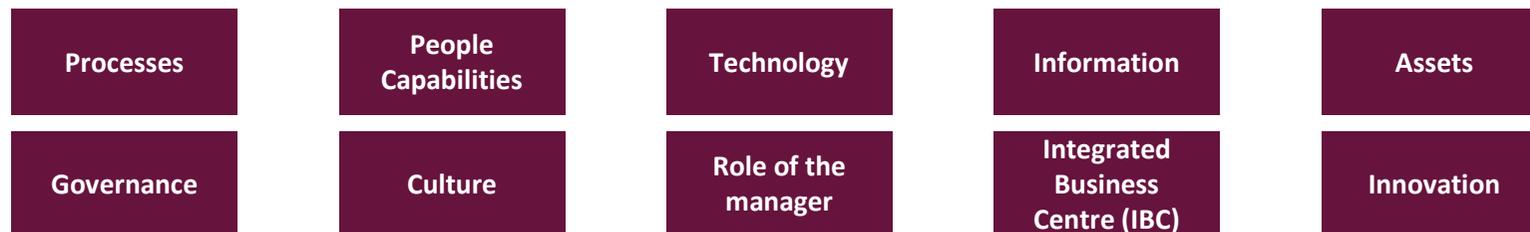
### Key enablers required for the TOM

Enablers describe the supporting changes needed to create the right conditions for the target operating model to be implemented and sustained, maximising the benefits that the Council could achieve through it. They can be grouped into a number of categories.

The following enablers have been described as part of the **layer by layer run through of the TOM** (slides 42 – 197) with further information available as part of the appendices to this business case.



The following enablers are described at an organisational level **in a dedicated section of the business case**. Where relevant, specific enabler requirements per layer are also highlighted in the TOM design, as well as the appendices.



Each enabler has been described using the following structure:

#### Where are we today?

What is the current state assessment of the council in regard to this enabler (from the Case for Change)?

#### How will this change in the TOM?

How will the enabler be different in the future TOM?

#### What will this look like in practice?

What will this change actually look like in the future TOM?

## The analysis undertaken as part of the design of the TOM has validated the benefits identified in the case for change...

### Benefit categories

It is estimated OCC could achieve **c.£34m - £58m** of on-going benefits over the next five years through 3 key areas.

<b>1</b>	<i>FTE savings</i>	<i>Operating model transformation</i>	Through implementing the TOM it is estimated that the Council could deliver between <b>c.£22m - £33m of benefits</b> . The level of capacity released will depend on the Council's ambition and the choices made through construct and implement, but a range of <b>c.603 – 885 FTE</b> through a whole council redesign should be achievable.	<i>The design of the TOM validates the benefits outlined in the initial case for change, estimating that OCC could achieve <b>c. £22m - £33m</b> of potential benefits.</i>
<b>2</b>	<i>3<sup>rd</sup> party spend</i>	<i>Strategic sourcing &amp; process improvements</i>	A wholesale review of procurement and contracts should yield significant benefits for the Council. Based on experience elsewhere and the work undertaken through the 3 <sup>rd</sup> party spend review and Strategic Sourcing Plans (SSPs), it is estimated the Council could achieve at least <b>£8m</b> of benefit on its third party spend ( <i>This is in addition to the FTE savings identified as part of the Provision Cycle layer of the operating model</i> ).	<i>The Operating Model Assessment estimated that OCC could achieve <b>c.£8m - £17m</b> of potential benefits. The SSPs developed in this phase start to validate this through 3 specific examples*.</i>
<b>3</b>	<i>Income</i>	<i>Commercialisation</i>	Based on experience elsewhere, there are a number of opportunities for non-people related initiatives to drive additional income from the Council's services. This could include service cost recovery, trading or commercialisation opportunities, or a further review of fees and charges.	<i>The Operating Model Assessment estimated that OCC could achieve <b>c.£4m - £8m</b> of potential benefits.</i>

\* SSPs have been produced for Adult's residential & nursing homes, Children's residential care and Children's fostering. These support a number of existing initiatives within directorates related to these areas identified within the Medium Term Financial Plan and further work is being undertaken to progress these.

## Pulling the revised benefits and costs together provides the Council with the following cost - benefit profile over the next five years...

### Cost - benefit profile

Through implementing the TOM it is estimated that Council will deliver between **£34m** and **£58m** of on-going benefits over the next five years.

This cost-benefit profile aligns with the proposed implementation plan outlined in *section 7* of this business case. This assumes that FTE benefits through operating model transformation will begin to be realised on the 1<sup>st</sup> of the month following each 'release' (please refer to *section 7* for an explanation of what a release is and how this links to OCC's services and operating model layers).

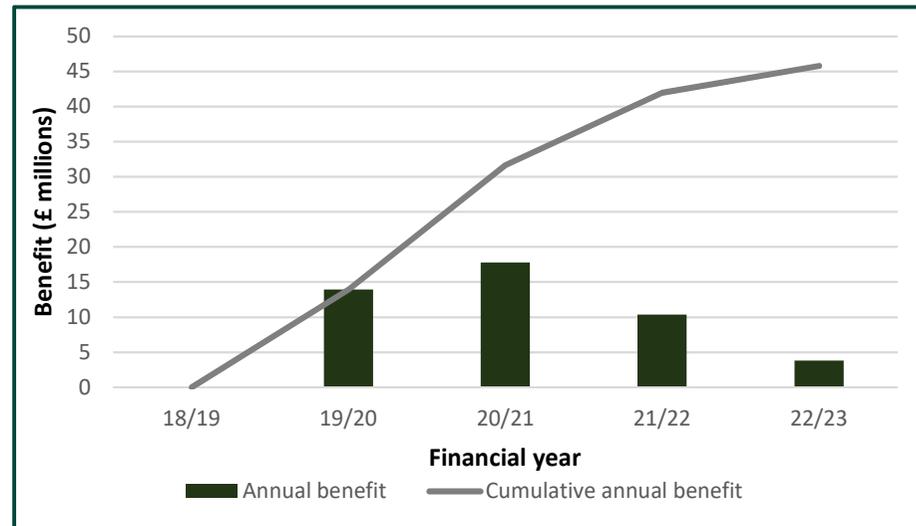
As outlined previously, the estimated required investment is made up of **one-off costs** associated with external implementation support, people costs and technology. The Council may be able to capitalise a proportion of these.

These investments will enable the Council to construct and implement its TOM, as well as to implement the new ways of working and technologies that are required to deliver the savings identified in this revised case for change.

The graph to the right shows the benefit off the baseline over a five year period, using the mid-point benefit scenario (**c.£46m**).

#### Cost assumptions

- A summary of the assumptions that underpin this cost-benefit profile can be found at slides 269 – 270 of Section 5: Revised Financial Case.
- For the avoidance of doubt redundancy costs have been excluded from the cost estimate calculation.



Financial year	18/19	19/20	20/21	21/22	22/23
Annual recurring benefit delivered in year	£0m	£14m	£18m	£10m	£4m
Cumulative annual recurring benefit	£0m	£14m	£32m	£42m	£46m

The following one off costs will be incurred over the period to implement the TOM.

Financial year	18/19	19/20	20/21	21/22	22/23
In-year one off costs**	-£4m	-£9m	-£2m	-£2m	-£1m

\*For simplicity, all numbers in this table are rounded to the nearest whole number. The totals have been calculated before rounding for accuracy.

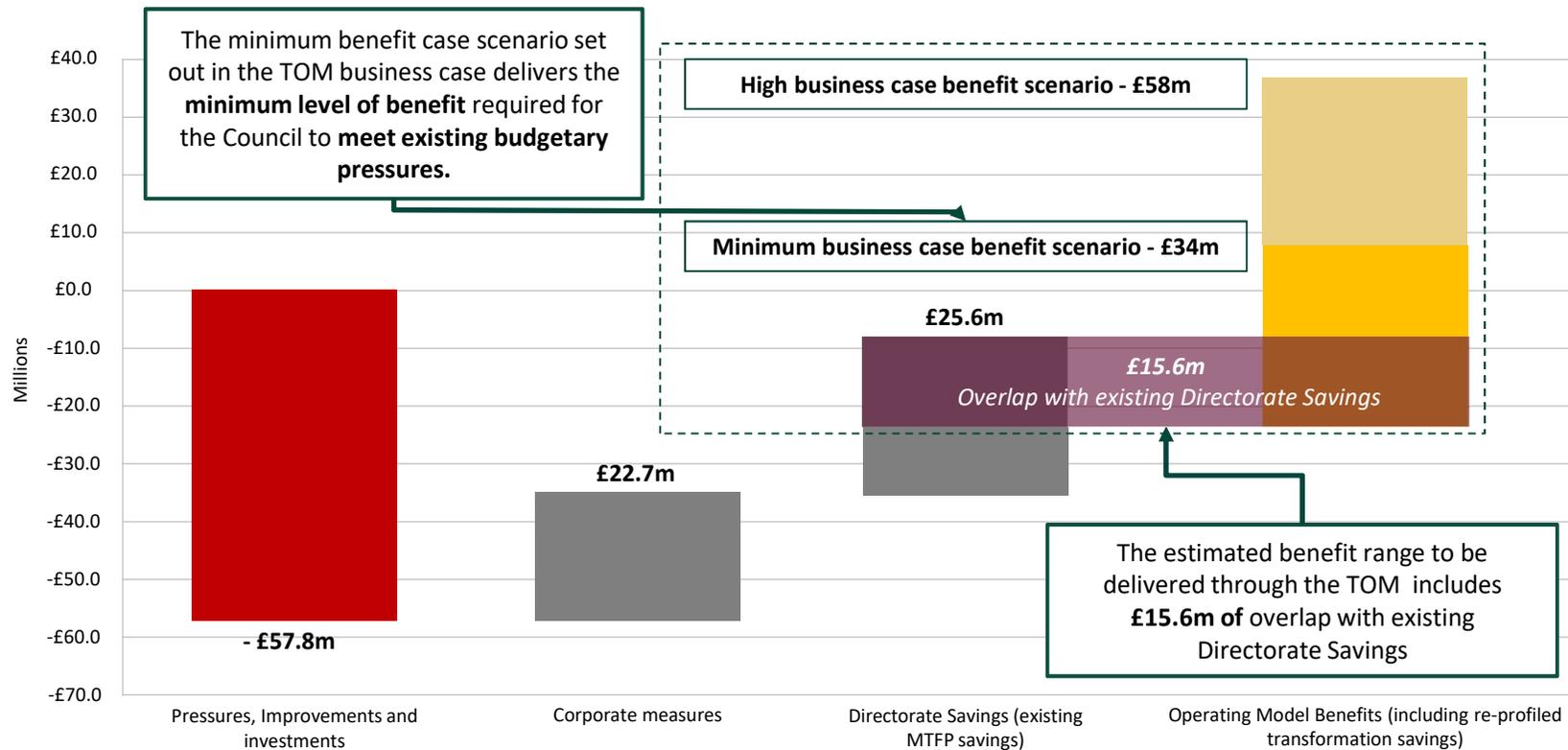
\*\* The costs shown in this table **exclude** recurring maintenance costs for technology.

## The revised financial case will support the Council with responding to its budgetary pressures...

### Linking the revised financial case to the Council's current financial plan

The Council has identified that over the next four years it faces cumulative pressures, improvements and investments of £57.8m.

The revised financial case, set out in Section 5 of this document, builds on the existing transformation activities the Council has underway, whilst recognising that there is some overlap with existing Directorate Savings, to provide a clear roadmap for how the Council can achieve the minimum level of benefit required (£34m) to meet its existing budgetary pressures (as set out on slide 7).



## The TOM has been reviewed by each service area in order to understand the impact on the service and the gap between current and future ways of working...

### Service impact & gap analysis approach

There has been a range of opportunities to consider service impact throughout the design process. In addition, each service area (based on CLT members and their direct reports) has had two dedicated opportunities (one at the end of the high level design phase and one at the end of the detailed design phase) to review the emerging TOM design and comment on the potential impact of the proposed design on the service.

In addition at the end of the detailed design phase the service areas were also asked to capture the gap (H/M/L) between the proposed way of working set out in the TOM and the current way of working within the service area. These gaps have been used to inform the composition and sequencing of each of the proposed releases set out on slide 26.

#### Service impact testing round 1 (High level design)

At the end of the high level design phase service areas were asked to review the high level design and RAG rate a series of statements summarising the key changes arising from the TOM based on their impact on the service. Services also discussed a number of changes and opportunities for the Front Office in their areas.

R	A	G
Proposed change would result in service area not being able to fulfil statutory obligations due to...	Proposed change would work for service area but consideration would need to be given to...	Proposed change would work for the service area...

#### Service Impact Testing RAG Key....

#### Service impact testing round 2 (detailed design)

At the end of the detailed design phase service areas were asked to repeat the RAG rating exercise (based on the additional information provided) and to consider the gap between the proposed future way of working and the current way of working within that service area.

H	M	L
Significant gap between current state and future state.	Medium gap between current state and future state.	Low gap between current state and future state.

#### Gap Analysis Key....

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

**Summary of service impact & gap analysis across the Council**

TOM Layer	Design statement	Average impact	Average gap
Customer management	<i>Proactive signposting</i>	G	H
	<i>Digital customer portal</i>	G	H
	<i>Digital self-service</i>	G	M
	<i>Multi-skilled customer management function</i>	G	H
	<i>Multi-purpose face-to-face sites</i>	G	M
	<i>Strategic customer approach</i>	G	M
Customer assessment	<i>Improved screening &amp; triage</i>	G	M
	<i>Simplifying non-complex assessments</i>	G	M
	<i>Channel shift to reduce manual interventions</i>	G	M
	<i>Streamlining complex assessments</i>	G	H
	<i>Enhanced partnership working &amp; shared records</i>	G	H

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

Summary of service impact & gap analysis across the Council (cont.)

TOM Layer	Design statement	Average impact	Average gap
Provision cycle	<i>More Active Engagement</i>	G	L
	<i>Category Management</i>	G	M
	<i>Strategic Contract Management</i>	G	M
	<i>Operational Contract Management</i>	G	H
	<i>Transparent Governance</i>	G	M
Enabling & support services	<i>Self Service</i>	G	H
	<i>Business Partnering</i>	G	M
	<i>Centrally managed BAS</i>	A	H
	<i>Virtual BAS Teams</i>	A	H
	<i>Functional BAS Teams</i>	A	M

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

Summary of service impact & gap analysis across the Council (cont.)

TOM Layer	Design statement	Average impact	Average gap
Strategic capability	<i>Strategy &amp; Policy Definition</i>	G	M
	<i>Project Management Framework</i>	G	H
	<i>Clear project approval process</i>	G	H
	<i>Single view of corporate performance</i>	G	M
	<i>Streamlined performance reporting</i>	G	M
	<i>Outcome based KPIS at a corporate level</i>	G	M
Business intelligence	<i>Automated standardised reporting</i>	G	M
	<i>Quality assurance checks</i>	G	H
	<i>Data will be easy to update and share</i>	G	H

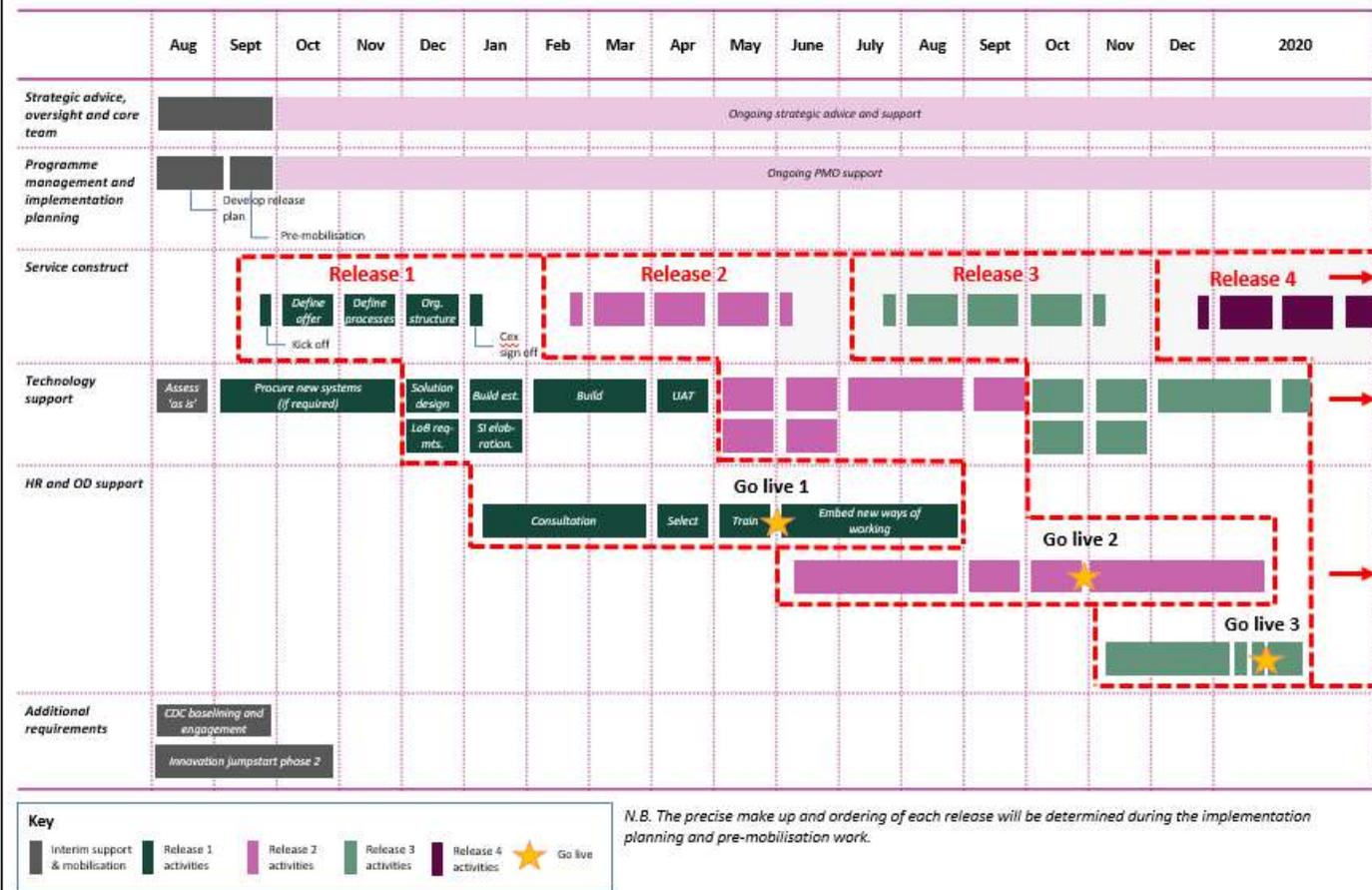
## The outputs from this have been used to develop a plan for how the Council should construct and implement its TOM...

### Target implementation plan\*

The implementation plan shown opposite sets out at a high level the activities required to construct and implement the Council's TOM over the next 2 years.

Releases involved a series of stepped changes to process, people and technology required by each layer of the Council's TOM as well as service areas in order to achieve the target benefits. Full detail of activities is included in Section 7.

The County Leadership Team will further develop this high-level release plan in order to confirm a realistic phased approach to implementation given operational and regulatory factors.



## This includes the following implementation roadmap showing the proposed composition of each release...

### Implementation roadmap

The table below shows an indicative ordering of the horizontal layer components of the TOM and vertical service areas covered in each release. These have been prioritised based on the benefits that can be released, the risk associated with implementation, along with speed and complexity to implement. It should be noted that there will be a time lag from when technology goes live to when benefits can be realised.

This high-level view will be updated and a more detailed release plan created in preparation for Construct and Implement. The implementation of horizontal layers will involve change and create opportunities for all service areas, but the implementation plan will also need to reflect how functions within service areas might be ordered across different releases. The plan will need to ensure there is sufficient review and approval time for key milestones and is likely to need further refinement when technology decisions are made.

Release	TOM layer <i>(involves all service areas)</i>	Residual service area redesign <i>(All service areas will be impacted by the implementation of the horizontal TOM layers)</i>	Benefit
1	<ul style="list-style-type: none"> <li>Customer Management</li> <li>Customer Assessment</li> <li>Provision Cycle</li> <li>Business Intelligence</li> <li>Strategic Capability</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Policy</li> <li>Customer Experience</li> </ul>	£4.0m
2	<ul style="list-style-type: none"> <li>Enabling &amp; Support Services</li> <li>Pre-front door</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Infrastructure Operations</li> <li>Planning and Place</li> <li>Public Health</li> <li>Law &amp; Governance</li> </ul>	£4.1m
3	<ul style="list-style-type: none"> <li>N/A</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Adult's Services</li> <li>Oxfordshire Fire and Rescue</li> <li>Investment and Capital Delivery</li> </ul>	£11.3m
4	<ul style="list-style-type: none"> <li>N/A</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Children's Services</li> <li>HR</li> <li>Finance</li> <li>IT</li> </ul>	£8.5m

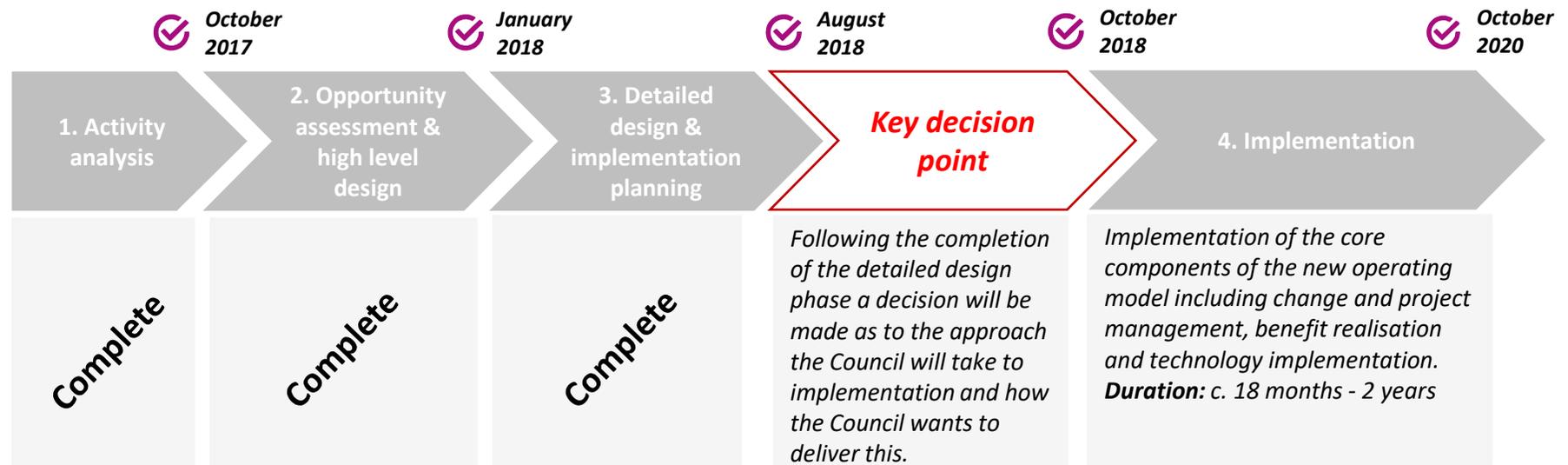
**This business case provides the Council with a comprehensive design for a more efficient and effective organisation. The Council now has a decision to make about whether it wants to implement this design and how it wants to do that...**

**Next steps**

The Council has taken significant steps towards becoming a more efficient and effective organisation in the future. The operating model assessment enabled the Council to look at itself in a holistic manner, to understand how its effort and resource were being deployed and to develop an overarching case for change.

The subsequent design of the Council’s TOM has engaged staff from right across the organisation to set out an exciting vision of the future, and a roadmap for transforming the whole Council over the next two years. The Council now has a decisions to make about whether it wants to implement this design and how it wants to do that.

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## **The decision as to whether or not the Council chooses to implement the TOM is of critical importance. Delay will impact on the benefit profile and will reduce the options the Council has to enhance service provision and ensure financial sustainability...**

### **Conclusion**

The Operating Model and the approach to implementation described in this Business Case has been designed to tackle the particular challenges faced by Oxfordshire County Council. Successful implementation will enable the Council to address the issues identified in the analysis conducted during the summer of 2017. It will ensure the Council is better equipped to cope with ongoing financial pressure as well as improve outcomes and experience for residents and staff.

Implementing the TOM will enable the Council to adopt an approach that is consistent, streamlined, entrepreneurial, agile, innovative and ambitious. It will provide an opportunity to address existing inefficiencies in the way the Council is organised and operated. It will enhance the Council's capacity and capability to address front line service challenges – enabling specialists to focus on delivering better outcomes for residents, at the same time as improving efficiency and resilience within services and at a whole council level.

Fundamentally, the transformation described in this document will provide an opportunity to achieve these benefits at the same time as reducing the cost of running the Council. While the Council has made prudent decisions in the past about its finances, ensuring it is in a better position than many other local authorities, it will still need to make significant savings in the coming years. Implementing the TOM will enable the Council to meet this challenge by reducing expenditure in certain areas by design.

The consequences of not implementing the Operating Model are difficult to quantify. To some extent, the Council has been attempting to achieve the benefits described above, but without the coherence and structure an Operating Model implementation programme provides, for many years. The Council's own assessment of the effectiveness of this programme suggests that the benefits achieved have been somewhat limited. If the Council decides not to pursue the more structured approach described in this document, or opts for a partial implementation aimed at achieving the minimum level of benefit required to meet existing pressures, then it is highly likely that the required reductions in spending will be apportioned out across existing services, with the result that any progress that is achieved will become piecemeal, levels of risk will increase and there would be a greater likelihood of unforeseen consequences arising.

Implementing the TOM in full, following a structured and coherent programme and investing in the right level of support and enabling technology, offers the Council the best chance of securing a strong and sustainable future, delivering on its strategic objectives and playing its part in improving the lives of everyone living and working in Oxfordshire.

## 2. Context & approach

## Local government continues to face significant uncertainty especially in terms of decreased funding and increasing demand for its services...

### Context

Local government continues to face an unprecedented set of challenges. Further reductions in central government funding are creating a 20-30% funding gap, and there is increasing demand for existing and new services. Increasing budgetary pressures and service demand mean that councils have to do more with less.

PwC's Local State We're In 2018 review, an annual survey that consults local authority CEOs and Leaders, identified the following key themes which have begun to emerge;

- 1 Fear of failure is rising:** Almost a third of councils now feel that the 'cliff edge' is imminent and are not confident of their ability to deliver next year.
- 2 Confidence in the financial sustainability of the sector is reducing:** When it comes to considering the sector as a whole, almost three quarters (74%) of respondents think that some local authorities will get into serious financial crisis in the next year.
- 3 Councils are at the heart of public service reform:** As councils shift their thinking towards driving public service reform across their place, six out of ten respondents agree that councils should be more responsible for facilitating outcomes rather than delivering services.
- 4 Good growth continues to climb the agenda:** Place based growth has also risen up the agenda with councils' priorities for growth largely reflecting those of the public with skills, housing and transport topping the agenda. However, significant challenges remain in each of these areas, such as lack of investment in infrastructure, the impact of Brexit, lack of affordable or suitable housing and lack of influence over skills.
- 5 Significant capacity and capability gaps remain:** Councils need to build organisational resilience and in particular develop new skills and commercial acumen in order to be effective. Areas in particular need of development are supply chain management, contract management, talent management, cyber security and data analytics. Rising market pressures in key sectors such as social care require the right capability, capacity and agility to respond to provider challenges and unpredictable circumstances.

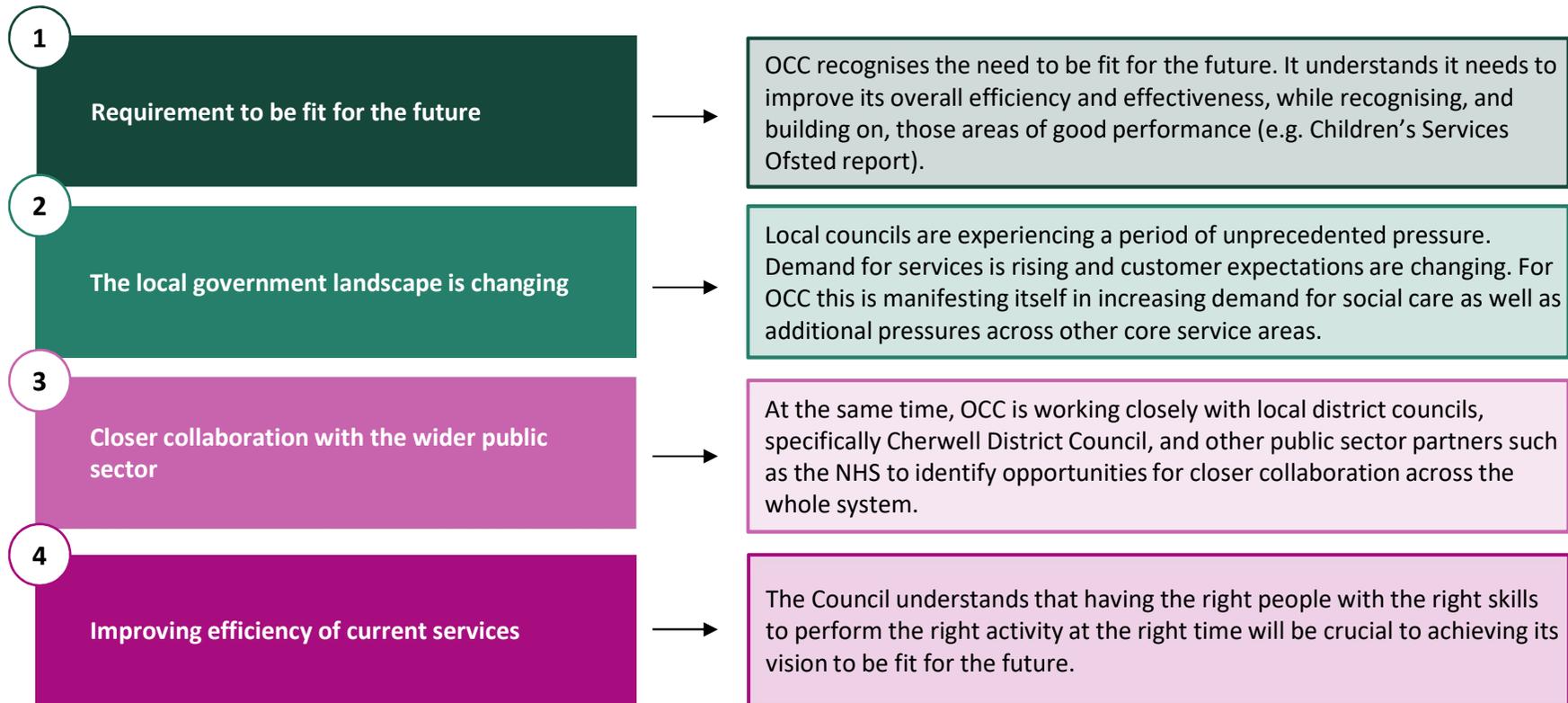
## Oxfordshire County Council (OCC) is in a better position than many Councils but still has to make changes in order to solve the challenges they face...

### Background

While the Council’s current financial pressures do not constitute an immediate ‘burning platform’, there is a recognition amongst the County Leadership Team (CLT) that OCC faces a number of challenges which the Council must be forward thinking in addressing in order to achieve their strategic ambition of creating, and maintaining, **“Thriving communities for everyone in Oxfordshire”**.

### The challenges facing OCC

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## Specifically OCC faces cumulative budgetary pressures of £57.8m to 2021/22 driven by demographic changes, legislative changes and existing savings initiatives that are not expected to be delivered...

### Scale of the financial challenge

In the most recent Service & Resource Planning 2018/19 to 2021/22 report Council officers identified that over the next four years the Council faces cumulative **budgetary pressures of £57.8m**, driven by:

- Demographic pressures, including increasing numbers of Children requiring placements and an increase in the number of children with disabilities
- Legislative pressures, including those continuing to arise as a result of the implementation of the National Living Wage
- Existing savings initiatives that are not expected to be achieved, including those related to services provided or commissioned for older people and people with learning disabilities

In response to these pressures, the Council has identified a number savings initiatives (a combination of corporate measures, MTFP savings and Transformation Savings) the successful delivery of which will be critical to ensuring it is able to meet the challenges it faces and succeed in delivering against its strategic ambition.

	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	Total £m
Pressures, Improvements & Investments	£46.223m	£7.318m	£4.547m	(£0.330m)	£57.758m
Directorate Savings	(£16.790m)	(£7.730m)	(£0.734m)	(£0.325m)	(£25.579m)
Corporate Measures	(£29.433m)	£10.412m	£0.387m	(£4.021m)	(£22.655m)
Transformation Savings	£0.000m	(£10.000m)	(£4.200m)	(£3.200m)	(£17.400m)
<b>Net Pressure / (Saving)</b>	<b>£0.000m</b>	<b>£0.000m</b>	<b>£0.000m</b>	<b>(£7.876m)</b>	<b>(£7.876m)</b>

#### *OCC – Overall Financial Position 2018/22 (as at August 2018)*

Central to ensuring that OCC is able to respond to the financial challenges it faces, and for other pressures that are likely to develop in the future, is the need for the Council to develop an operating model that is efficient and effective, and facilitates a transformation in the way in which it delivers, or commissions, services for residents.

## In response to these challenges the Council has embarked on a journey to transform its operating model...

### Overview

Over the last 12 months the Council has embarked on a journey aimed at transforming its operating model in order to respond to the many challenges it faces.

- 1 Activity analysis**

To begin with the Council undertook an activity analysis to help it understand how staff effort was being deployed across the Council.
- 2 Operating Model Assessment**

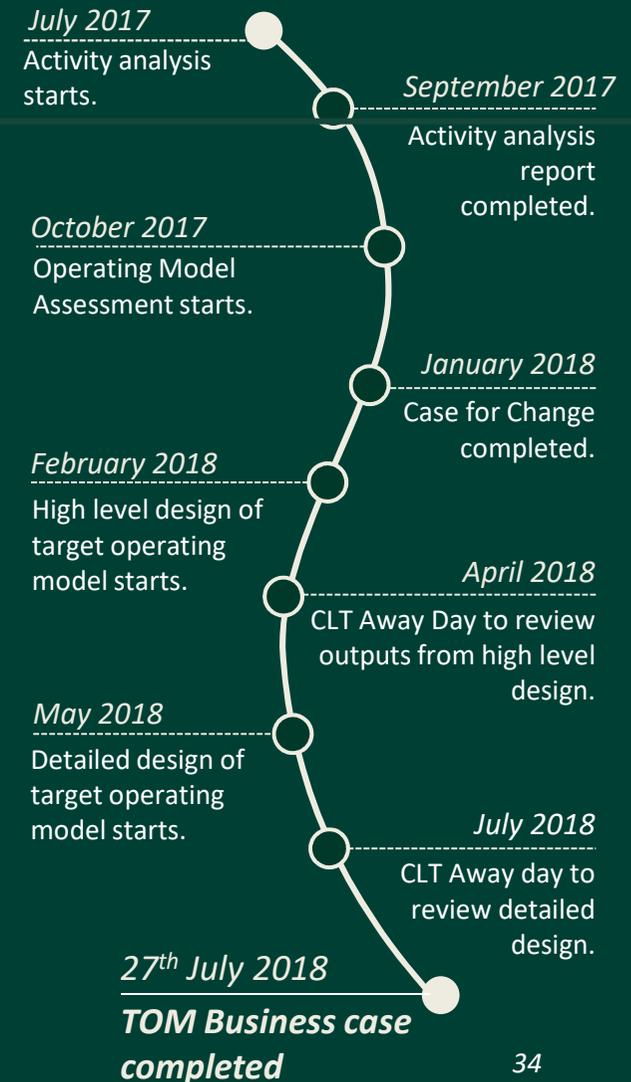
Building on the findings from the Activity Analysis the Council then completed an assessment of its current operating model culminating in a case for change.
- 3 High level design**

Following acceptance of the case for change the Council developed a high level design setting out what its target operating model could look like.
- 4 Detailed design**

Building on the high level design the Council then completed a subsequent phase of design work setting out how the target operating would work in the future.
- 5 TOM Business case**

Finally the high level and detailed designs were pulled together into a summary business case.

### The operating model transformation journey...



# The output from the activity analysis and the operating model assessment was a case for change setting out how the Council could operate in the future...

## The case for change

The operating model assessment identified a number of challenges with the way the Council is currently organised, including:



*The Council does not consistently demonstrate leading practice in the delivery of support services.*



*Decision making across the Council is not robustly informed by data and insight.*



*The Council has not fully exploited the potential of digital technology.*



*There is duplication and fragmentation of staff effort across all areas of the Council.*



*The Council is not clear on how it will achieve its strategic ambitions.*

Based on the findings from the operating model assessment, the case for change identified the following opportunities for how OCC could operate differently in the future:

### Business model themes

Place-based transformation and leadership	Unlocking the power of communities	Partnership & integrated working
---	------------------------------------	----------------------------------

### Operating model themes

Service provision and delivery models	Digital workforce - mobile/ agile working	Commercialisation & income
Customer management models	Procurement & commissioning	Enabling & Support Services
Strategic core/ BI & reporting	Role of the manager	Digital

## The case for change identified that, through operating differently, the Council could achieve the following benefits ...

### Benefits

The case for change identified that, through addressing these opportunities, OCC could achieve between £33m - £58m of saving made up of the following:

FTE Savings	Operating model transformation	It was estimated that OCC could achieve a minimum <b>£21m</b> of benefit, but that there was the potential to achieve more than this (up to <b>£33m</b> )
	Quick wins	
3 <sup>rd</sup> Party Spend	Strategic sourcing & process improvements	It was estimated OCC could achieve at least <b>£8m</b> of benefit, but there was the potential to go achieve more than this (up to <b>£17m</b> )
Income	Commercialisation	It was estimated OCC could achieve at least <b>£4m</b> of benefit, but there was the potential to achieve more than this (up to <b>£8m</b> )

Alongside the financial benefits shown opposite the case for change also identified that by addressing these opportunities OCC could achieve the following outcomes:

- Customers** *“Are enabled to resolve their own issues. Their experience of the Council will be on a level with what they experience in other parts of their lives and will live up to their expectations.”*
- Services** *“The Council’s critical services will better able to cope with future pressures and less likely to fail.”*
- Staff** *“Staff will feel empowered to help the Council deliver its ambitions.”*
- Communities** *“The transformation of the Council’s operating model will exploit the local advantages Oxfordshire possesses.”*

This would give the Council some choices:

*“Release cash to deal with existing financial pressures”*



*“Reinvest in alternative delivery models to achieve long term sustainability”*



## Alongside this the case for change recommended that developing a target operating model (TOM) would put OCC in the best position to achieve these benefits...

### Developing a target operating model

The case for change provided a deep understanding of both the issues facing OCC and the opportunities it has to change.

Its key recommendation was that through developing a **target operating model (TOM)** OCC could pull together all of the identified opportunities for change into a single, coherent, transformation programme.

#### What is an operating model?

An operating model is a term that is widely used and has a variety of interpretations.

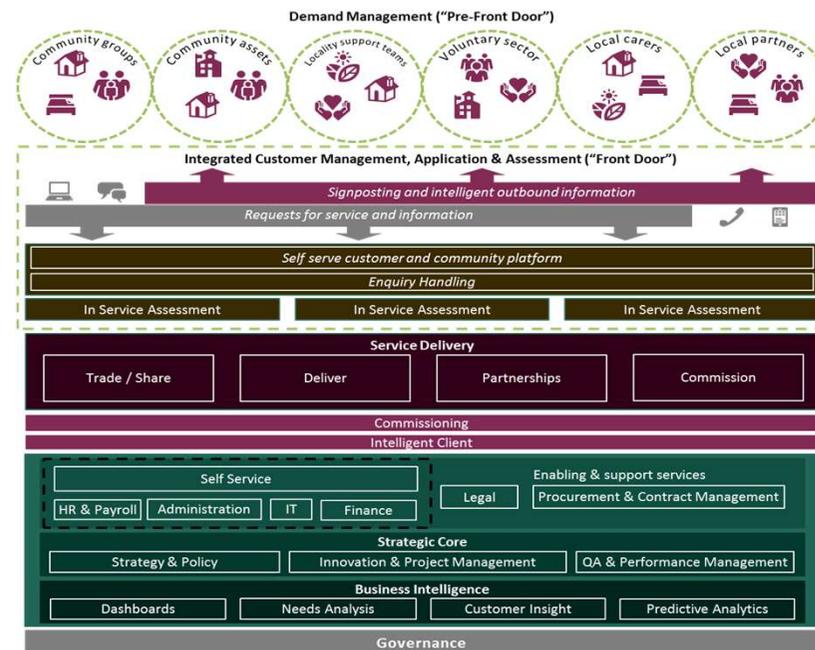
For OCC an operating model is a representation of how the Council uses its customer offerings, business capabilities and corporate structure to deliver the best possible outcomes for its residents in keeping with its council vision.

#### What is a target operating model (TOM)?

OCC currently has an operating model that the case for change identified as having a significant number of weaknesses leading to inefficiency, in-effectiveness and higher operating costs.

A TOM, purposefully developed and designed, will provide OCC with a design blueprint against which to build an organisation that is capable of providing all of the products and services that its customers require in a more efficient and effective way.

The case for change described at a high level what the Council's TOM could look like (shown below) and recommended that the Council undertake a phase of design work to develop out the TOM in more detail.



**OCC – Draft target operating model as included in the case for change**

## The design of a new target operating model for the Council was completed in two stages...

### Approach to designing the TOM

The design of the Council’s target operating model started in February 2018 and concluded in July 2018.

The work took place across two phases (high level design and detailed design), the purpose of which is set out below.

#### *High level design phase*

The high level design phase focused on...

- **Defining** the key inputs to the Council’s target operating model including customer personas, strategic parameters and the needs and characteristics of each of the nine localities within Oxfordshire.
- **Designing**, at a high level, the operating model components needed to enable the successful delivery of the in-scope business capabilities.
- **Describing** the benefits, outcomes and experience of the in-scope business capabilities.
- **Testing** the emerging design with a range of council staff involved in the current delivery of the in-scope business capabilities as well as with service areas to understand the implications of the emerging design.

#### *Detailed design phase*

The detailed design phase focused on...

- **Reviewing** the emerging design blueprints against the outputs from the engagement with staff and service areas.
- **Designing**, to an increased level of detail, the operating model components needed to enable the successful delivery of the in-scope business capabilities (focusing on how they will operate in the future).
- **Describing**, in further detail, the outcomes, experience and benefits of the new design for the in-scope business capabilities.
- **Testing** with staff and services to further test and refine the detailed design blueprint.
- **Planning** out the approach the Council will need to take in order to implement the detailed design.

## Design of each layer of the TOM was supported by a working group comprised of experienced officers and supplemented by additional engagement as required, including with members...

### Officer engagement with design process

Held at least one design session per week with each operating model layer working group, led by a member of the County Leadership Team.

Over **100**  
design sessions

Delivered seven cross Council workshops involving over 150 different members of staff from right across the Council.

**150** members  
of staff from across the  
Council.

Held three service impact workshops (one per directorate) for High Level Design plus further sessions for service areas in Detailed Design

**100+**  
members of staff from  
each directorate.

### Member engagement with design process

Fortnightly briefings with portfolio holder for transformation.

Monthly updates to extended political group leaders.

Nine briefings for members in their localities and an All Members Briefing.

*Broader engagement has also taken place through the Innovation Jumpstart approach, which is helping the Council to move to the ways of working needed for the new TOM. Staff from across the Council were asked to provide ideas for how the Council could do things differently, with several concepts then being tested and developed further.*

## Once the design of the TOM was completed the Council developed a revised financial case setting out the benefits it could achieve...

### Revised financial case

A revised financial case has been produced that sets out the following:

**1**

#### ***Target benefits***

An overview of the potential target benefits that could be delivered based on the TOM design.

**2**

#### ***Benefit levers***

A summary of the various benefit levers that have been applied as part of the design of the TOM.

**3**

#### ***Implementation costs***

A summary of the various costs required in order to implement the TOM design,

**4**

#### ***Technology costs***

A summary of the technology costs required to enable the TOM design.

**5**

#### ***Cost / benefit profile***

The overall cost / benefit profile for the TOM driven by the target benefits, implementation costs and technology costs.

**6**

#### ***Assumptions***

A summary of the key assumptions that underpin the financial case.

# The structure of this business case is shown below, which details the design developed by OCC setting out how it should operate in the future...

## Structure of this business case

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### 1. Target operating model

**As part of the case for change, completed in January 2018, OCC began to think about what it's TOM could look like...**

**Introduction**  
The case for change described at high level what the Council's TOM could look like (shown below).

The Council's High Level TOM is comprised of the following (all of which have been worked up in more detail during the development of this business case):

For the purposes of the design phase OCC has grouped together similar elements of its operating model into 'layers' in order to ensure that all commissioning and contracting are aligned in order to provide a consistent experience for Customers.

**Operating model layers** – The different parts of an organisation or a business that are required in order for that organisation or business to successfully provide a product or a service to its customers.

For the Council the layers of its TOM are made up of:

**Business capabilities** – The combination of people, processes, organisation, technology and information that the Council needs to deliver a specific customer for customers and support its organisational objectives, e.g. a finance function, customer contact centre, or HR function.

**Enablers** – The specific people, processes, technology, assets and information required in order to enable the delivery of a business capability (or capabilities) e.g. a website, finance system or accountants.

*OCC - Draft target operating model as included in the case for change*

### 2. Enablers

**Key enablers will be required to deliver the Target Operating Model and maximise the benefits that the Council could achieve through it...**

Key enablers required for the TOM

Enablers describe the supporting changes needed to create the right conditions for the target operating model to be implemented and sustained, maximising the benefits that the Council could achieve through it. They can be grouped into a number of categories.

The following enablers have been described as part of the layer by layer run through of the TOM (slides [4] - [6]) with further information available as part of the appendices to this business case.



The following enablers are described at an organisational level in a dedicated section of the business case. Where relevant, specific enabler requirements per layer are also highlighted in the TOM design, as well as the appendices.

Each enabler has been described using the following structure:

- Where are we today?** – What is the current state assessment of the council in regard to this enabler (from the Case for Change)?
- How will this change in the TOM?** – How will the enabler be different in the future TOM?
- What will this look like in practice?** – What will this change actually look like in the future TOM?

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### 3. Revised financial case

**The analysis has validated the benefits identified in the case for change...**

Benefit categories

It is estimated OCC could achieve £38m - £56m of potential benefits through 3 key areas:

1	FTE savings	Operating model transformation	Through implementing the TOM the Council could deliver between £22m - £38m of benefits. The level of capacity released will depend on the Council's ambition and the process made through contract and implement, but range of £15m - 30% FTE through a whole council redesign, should be achievable.	The design of the TOM includes the envisaged savings in the initial case for change, estimating that OCC could achieve c. £20m - £38m of potential benefits.
2	IT party spend	Strategic sourcing & process improvements	A wholesale review of procurement and contracts should yield significant benefits for the Council. Based on experience elsewhere and the work undertaken through the IT party spend review and Strategic Sourcing Plans (SSPs), it is estimated the Council could achieve at least £8m of benefits on third party spend (this in addition to the FTE savings identified as part of the Provision (due layer of the operating model)).	The CMA estimated that OCC could achieve £28m - £32m of potential benefits. The SSPs developed in the pilot effort to validate this through a specific example.
3	Income	Commercialisation	Based on experience elsewhere, there are a number of opportunities for non-developmental initiatives to drive additional income from the Council's services. This could include a review of fees and charges, service cost recovery, or other trading or commercialisation opportunities.	The CMA estimated that OCC could achieve a further £8m of potential benefits.

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### 4. Service impact & gap analysis

**The TOM has been reviewed by each service area in order to understand the impact on the service and the gap between current and future ways of working...**

**Service impact & gap analysis approach**  
Each service area (based on CIL members and their direct reports) had had 3 opportunities (see at the end of the high level design phase and one at the end of the detailed design phase) to review the emerging TOM design and comment on the potential impact of the proposed design on the service.

In addition to the end of the detailed design phase the service areas were also asked to complete the gap analysis (between the proposed way of working set out in the TOM and the current way of working within the service area. These gaps have been used to inform the composition and sequencing of each of the proposed releases set out in (S)S1).

**Service impact testing round 1 (High level design)**  
At the end of the high level design phase service areas were asked to review the high level design and RA rate a series of statements summarising the key changes arising from the TOM based on their impact on the service.

**Service impact testing round 2 (Detailed design)**  
At the end of the detailed design phase service areas were asked to repeat the RA rating exercise (based on the additional information provided) and to consider the gaps between the proposed future way of working and the current way of working within that service area.

Proposed change	Proposed change	Proposed change	Significant gap	Medium gap	Low gap
Proposed change would result in service revenue being able to fully deliver obligations due to...	Proposed change would result in service revenue being able to fully deliver obligations due to...	Proposed change would result in service revenue being able to fully deliver obligations due to...	Significant gap between current state and future state.	Medium gap between current state and future state.	Low gap between current state and future state.

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### 5. Construct and implement

**The Council will need to adopt the following 'construct and implement' methodology in order to successfully deliver the TOM...**

**An overview of 'Construct & Implement'**  
To implement the TOM and achieve whole council organisational change OCC will need to introduce change in steps, informed by the holistic design set out in this business case, so that changes are achieved gradually rather than through a 'big bang'. This means change is more likely to be successful and benefits are realised throughout the programme rather than at the end.

**Construct & Implement principles**

- Implementation of the TOM will require a gradual, rather than a relatively long period of time.
- Change must be made across a number of different areas and these must come together for the change to be coherent and for there to be a greater chance of new ways of working being adopted.
- The best way to ensure that change is successfully delivered in a manageable and controlled way is to introduce it in steps, rather than one 'big bang' implementation of the TOM based on regular change steps.
- While the change will be implemented through steps, and the change will be gradual, the overall change will be informed by a clear view of the holistic TOM design for OCC.
- Each step change the Council makes, with its members as a 'release'. Each release will bring together change across three areas – people, processes and technology.
- The technology that will be developed to support the changes – referred to as the 'Digital Platform' – will be produced using development methodology known as 'Agile'.
- Agile allows business requirements to be developed and completed in small increments as they become complete and ready for use. Using this approach, business change can be completed without delays or dependency on a long development process.
- Using this approach we will be able to get to a testable product faster, which allows time for refinement and improvement before it is made available to the end users.



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### 6. Risks

**The following risks have been identified as part of the design of the Council's TOM (I)...**

Risk	Likelihood	Impact	Mitigation
Retention of key capabilities during a potential extended period of uncertainty and consultation.	M	H	<ul style="list-style-type: none"> <li>Ensure robust and open communication strategy and clear transition plans for each service area in place with owners assigned.</li> <li>Where possible, start recruiting for new roles immediately and explore all recruiting alternatives.</li> <li>Accelerate development opportunities for existing staff.</li> </ul>
The large scale of organisational change could impact the delivery of business critical activities.	H	H	<ul style="list-style-type: none"> <li>Clear ownership of transformation activity and management of BAU vs. transformation activities.</li> </ul>
End state ways of working and practices not being fully adopted and embedded within the services.	M	H	<ul style="list-style-type: none"> <li>Detailed implementation plans which are regularly tracked with risks and issues raised and mitigated.</li> <li>Clear communication and tracking of new ways of working.</li> <li>Focus on training and development of staff to enable them to fully adopt new ways of working.</li> </ul>
Cultures and behaviours do not change and subsequently the full benefits of new ways of working are not realised.	M	H	<ul style="list-style-type: none"> <li>Comprehensive change management and engagement plan with an approach to measure, report on and track a change in culture and behaviour.</li> <li>Effective communication throughout the programme.</li> <li>Clear buy in and sponsorship from all leaders within the Council.</li> </ul>
The required digital take up from residents for online services is not realised or taken too long to reach targets and generate the required efficiencies from the digital platform.	L	H	<ul style="list-style-type: none"> <li>Launch effective marketing and advertising campaigns alongside implementation, there will be an agreed time period between going live with technology and starting the benefits.</li> <li>Make effective provisions for Assisted Digital services.</li> <li>User experience to form key part of implementation to implement digital solutions that are simple easy to use and provide an excellent experience.</li> </ul>

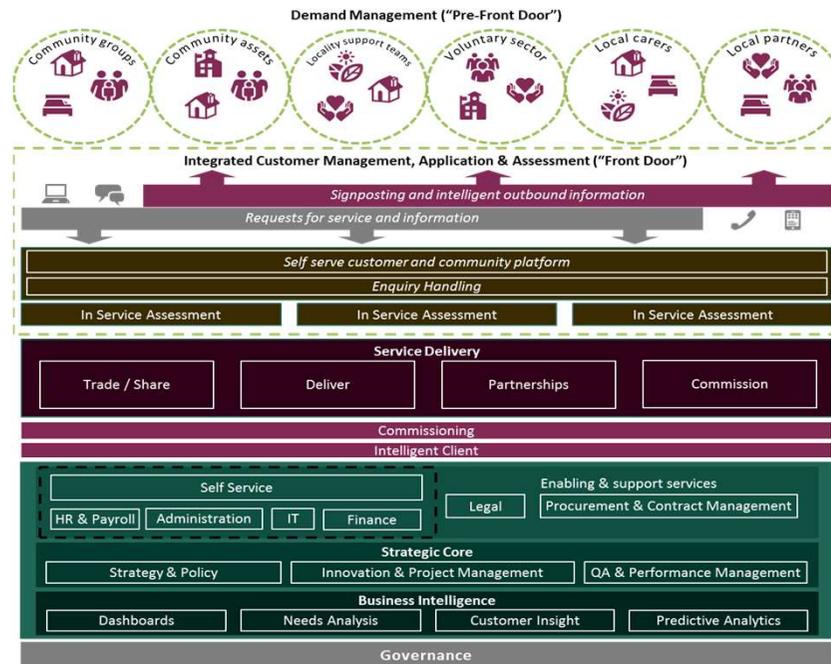
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## 3. Target operating model

## As part of the case for change, completed in January 2018, OCC began to think about what it's TOM could look like...

### Introduction

The case for change described at a high level what the Council's TOM could look like (shown below).



**OCC – Draft target operating model as included in the case for change**

The Council's high level TOM is comprised of the following (all of which have been worked up in more detail during the development of this business case).

For the purposes of the design phase OCC have grouped together similar elements of its operating model into **'layers'** in order to ensure that all commonalities and similarities are captured in order to provide a consistent experience for Customers.

**Operating model layers** – The different parts of an organisation or a business that are required in order for that organisation or business to successfully provide a product or a service to its customers.

For the Council the layers of its TOM are made up of:

**Business capabilities** – The combination of people, processes, organisation, technology and information that the Council needs to deliver a specific outcome(s) for customers and support its organisational objectives, e.g. a finance function, customer contact centre, or HR function.

**Enablers** – The specific people, processes, technology, assets and information required in order to enable the delivery of a business capability (or capabilities) e.g. a website, finance system or accountants.

## This section of the business case sets out the work the Council has undertaken to design its Target Operating Model...

### Designing the Target Operating Model

***a***

#### ***Key inputs to the TOM design***

The design of the Council's TOM has been informed by a number of key inputs.

These include: the Council's strategy, the requirement to be responsive to the needs and characteristics of the various localities within the County, and the needs and wants of Customers.

***b***

#### ***Design principles***

The County Leadership Team (CLT) developed a set of design principles that have been used to guide the design of the TOM.

In addition to this each working group developed a set of layer specific design principles as well.

***c***

#### ***Layers of the TOM***

To support with the design process the Council's high level TOM was divided up into 'layers' in order to ensure that all commonalities and similarities between business capabilities are captured in order to provide a consistent experience for Customers.

***d***

#### ***The 'Front Office'***

This sub-section provides a summary of those layers of the operating model that are focused on interactions with the Council's customers.

These are: Pre-front door, Customer management and Customer assessment.

***e***

#### ***The 'Back Office'***

This sub-section provides a summary of those layers of the operating model that primarily provide capabilities to other areas of the organisation.

These are: The Provision Cycle, Enabling & Support Services, The strategic capability and Business Intelligence.

## 3a. Key inputs to the target operating model design

## The design of the Council's TOM has been informed by the following key inputs...

### Key inputs

It is critical that the Council's TOM is informed by an understanding of its customers, its strategic vision and the needs and characteristics of the physical place it serves.

As part of the design of the TOM, consideration has been given to each of these key inputs:



#### **Strategy**

The Council has a clear strategic ambition and vision for the type of local authority that it wants to be, as set out in the 2018-2021 Corporate Plan.

From this a set of strategic parameters have been developed that have been used throughout the design process to test and challenge each and every emerging design concept in order to ensure that it aligns with the Council's ambition and vision.



#### **Place**

Consideration has also been given to the needs and characteristics of Oxfordshire as a place and the various localities within Oxfordshire.

The Council is clear in its ambition to become more of a place based authority, which is responsive to the needs and characteristics of local communities. This has led to a number of key decisions / choices that have been focused on as part of the design of the TOM.



#### **Customer**

'Customer' is used as an overarching term to refer to any person or group of people that is part of the Council or interacts with it in some way.

It is recognised that there is a diverse range of customers with many different needs and circumstances. In order to inform the design process, broad customer groups were identified and used to test, challenge and amend the design of each layer of the operating model and ensure that it remains customer focused.

Throughout the construct and implementation phase, significant further customer analysis and engagement across the full range of county council customers and service users will be required.

# *Strategy*

# The Council has a clear strategic ambition and vision for what type of local authority it wants to be and what it wants to achieve for residents...

## Strategic vision

————— *“Thriving communities for everyone in Oxfordshire”* —————

To achieve our vision, we will listen to residents so we can continuously improve our services and provide value for money.

### *Our priorities*



#### **Thriving communities**

We help people live safe, healthy lives and play an active part in their community.

We provide services that enhance the quality of life in our communities, and protect the local environment.



#### **Thriving people**

We strive to give every child a good start in life, and protect everyone from abuse and neglect.

We enable older and disabled people to live independently and care for those in greatest need.



#### **Thriving economy**

We support a thriving local economy by improving transport links to create jobs and homes for the future.

With this strategic ambition in mind, the Council has already begun to think about how its business model will need to change:

*“We will increasingly involve people who use services and their families to design, buy and evaluate the quality of those services”*

*“We will continue to move away from the traditional top-down service design and delivery model”*

*“More transactions will be digital. We will dispose of properties we do not need or generate an income from them. We will also work with partners and central government to join up local services”*

## From this a set of strategic parameters have been developed which have been considered as part of the development of the Council's TOM...

### Linking the TOM to the Council's strategic direction

These parameters for the TOM ensures it will help members and staff at all levels to realise the council's strategy.

...an **integrator** with joint operational commissioning functions with other public bodies, commissioning with 'one voice'. Increasingly the Council will act as the fulcrum through which other public bodies as well as itself commission outcomes.

This may mean having less direct control, but improved influence, while also needing investment in developing the capabilities of partners.

...a **co-ordinating council**, shaping markets and providing the tools, capability and platform for residents, businesses and others to become more self reliant.

This may mean brokering provision and enabling access to solutions, without necessarily providing them yourself. A clear procurement and market management strategy is required.

...in line with the co-ordinating council principle there will be a move to relying more on **influencing and focusing commissioning on strategic priorities and outcomes**.

This may mean developing a more strategic intelligence, policy and commissioning capability.



...a **community-led approach** where the Council and its partners will provide strategic oversight with budgets and operational commissioning increasingly delegated to a local level.

This may mean the focus is on developing capability to eliminate the need for council involvement in localised decisions as communities help themselves.

...a decisive focus on the areas in which the council has the **opportunity to trade and grow**, where it offers potential for **revenue and enhanced customer service**.

This may mean agreeing a framework for defining a limited number of priorities with a high chance of generating returns and investing in their success, not spreading capacity too thinly.

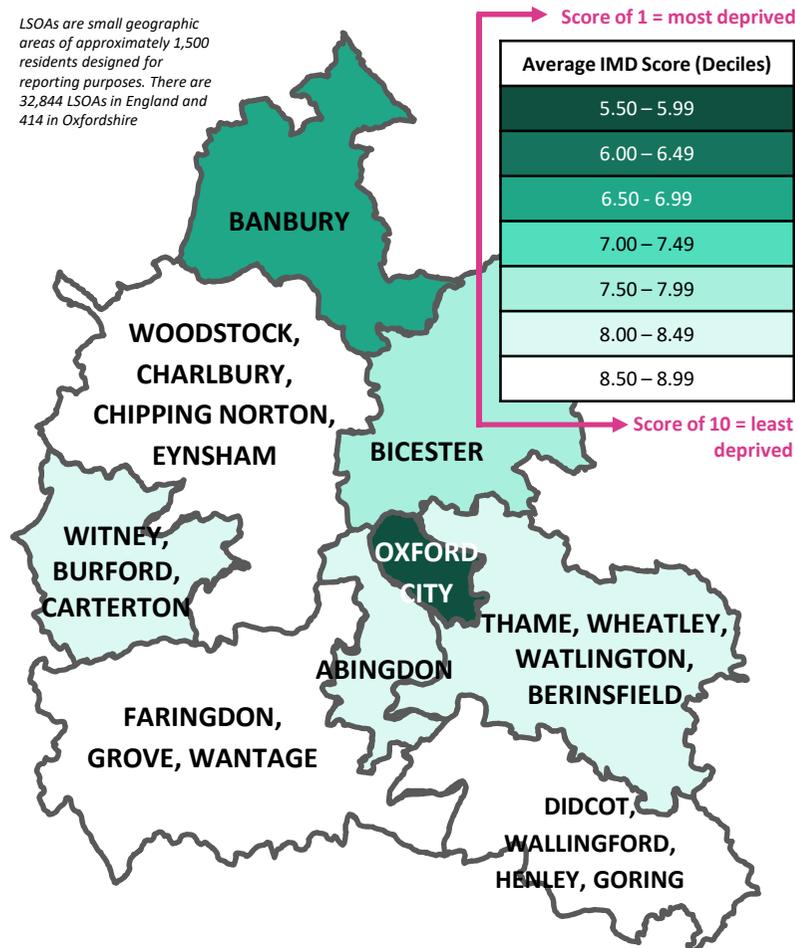
*Place*

# Consideration has also been given to the key needs and characteristics of Oxfordshire as a place...

\*Further detail on the needs and characteristics of Oxfordshire as a place is available at Appendix A.

## Key needs and characteristics of Oxfordshire

LSOAs are small geographic areas of approximately 1,500 residents designed for reporting purposes. There are 32,844 LSOAs in England and 414 in Oxfordshire



Oxfordshire is the 4<sup>th</sup> least deprived county in England. However levels of deprivation differ vastly between measures and between areas of the county.



Oxfordshire is the 3<sup>rd</sup> least deprived county in England in terms of income, almost a whole decile less deprived than its CIPFA nearest neighbours.



Oxfordshire is the 3<sup>rd</sup> least deprived county in England in terms of employment, with 54% of LSOAs in the 20% least deprived nationally.



Oxfordshire is the 4<sup>th</sup> least deprived county in England in terms of education, with 66% of LSOAs less deprived than the national average.



Oxfordshire is the 18<sup>th</sup> most deprived county in England in terms of barriers to housing, over a decile more deprived than its CIPFA nearest neighbours.



Oxfordshire is the 20<sup>th</sup> most deprived county in England in terms of geographical barriers to services, worse than the national average but close to the CIPFA average.



Oxfordshire is the 3<sup>rd</sup> least deprived county in England in terms of health. 85% of LSOAs are less deprived than the national average.

## As well as how far the Council wishes to go in terms of being a place based local authority...

### Place based aspirations

Thinking about the needs and characteristics of Oxfordshire as a place has identified some key choices facing the Council in terms of the role it wants to play within the community.

OCC aspires to be...	<b>A more place-based authority</b>
...and has described how it will be more place-based in its approach:	<ol style="list-style-type: none"> <li>1. Residents are experts in their own lives - they are the best to identify outcomes, inform service design and help themselves within their community.</li> <li>2. We will design processes around the user and their experience, enabling self-service at every opportunity.</li> <li>3. Accountability will sit at the most appropriate structural and community level</li> </ol>
...therefore OCC needs to make some important choices over it's place-based approach:	<ul style="list-style-type: none"> <li>★ Will OCC's service offer be the same in each place?</li> <li>★ Will OCC deliver services in the same way in each place?</li> <li>★ How will OCC work with partners in places?</li> <li>★ What will be the extent of local decision making?</li> </ul>

***OCC's stated ambition is to be more place-based to meet geographical variation in priorities and demand for services. The design of the TOM seeks to enable the council to be flexible and responsive to different needs while remaining efficient and consistent overall. While fundamental elements of the TOM will not need to be varied across localities, specific policies, priorities and practice in service delivery may be tailored to meet circumstances in different localities.***

# *Customer*

## What we mean by ‘customer’ ...

### Defining ‘customer’

Due to the nature of local government and the wide range of services it provides and co-ordinates, people will have many different backgrounds, needs, motivations and attitudes which will influence how the Council as an organisation will operate. Throughout this business case, ‘customer’ is used as an overarching term to refer to any person or group of people that is part of the Council or interacts with it in some way.

The interpretation of ‘customer’ is much broader and flexible than a traditional definition of someone involved in a transactional exchange of goods and services. In some circumstances, a person may not have a choice in interacting with the Council, such as services making an intervention as a result of statutory responsibilities or the Council being the sole provider of the required service. There may also be other alternative terms used in relation to different customers – for example, ‘service user’, ‘client’, ‘service recipient’ or ‘end user’ – which may be more suitable due to the context or type of interaction.

Regardless of the specific term used, the aim and principles will remain the same in describing the purpose, value and role of the operating model in servicing the customer and meeting their needs.

### OCC Customer Segments

While it is recognised that the Council has a very wide range of customers, each with very different needs and wants, it is necessary to group similar customers together in order to develop the Target Operating Model. They help to identify key characteristics, preferences and requirements that can inform the design process. The Council has therefore looked at six broad customer groups, also known as segments:



*Resident*

*Lives in  
Oxfordshire*



*Member*

*Governs OCC*



*Staff*

*Employed by  
OCC*



*Partner*

*Works with  
OCC*



*Business*

*Works in  
Oxfordshire*



*Visitor*

*Visits  
Oxfordshire*

Consideration of these customer segments has been used in designing each element of the TOM to ensure it is focused on delivering value for all customers of the Council.

## How the customer segments have been used...

\*Further detail on the customer segments and associated personas is available at Appendix B.

### Using customer segments in the TOM design process

The customer segments have been used in a variety of ways throughout the development of the TOM:

#### Personas

Personas were created as fictitious archetypal characters that represent the needs of each customer group. They identify the users' motivations, expectations and goals responsible for driving their relationship with Oxfordshire County Council. They provided a reference to consider what the TOM would do and how it would work for each segment.



#### Testing elements of the design

Throughout the design workshops and discussions, the customer segments provided a focus point for developing new ways of working and constructive challenge regarding the TOM. As key elements of the design emerged for each layer and the overall TOM, the customer segments were used to test how it would work for each group.



#### Developing customer offers

The influence and impact of each customer segment was considered when developing how each layer of the TOM would work. This helped to set out the customer offer of each layer by defining who its main customers are, their requirements of the layer and the approach for how these will be delivered.



#### User stories

The anticipated benefits and improved outcomes for key customer segments have been identified for each layer of the TOM. User stories describing what the future looks like for customers were also developed to illustrate the positive impact of implementing the TOM.



*When the Council proceeds to construct and implement the TOM, it will need to directly engage with its customers and consider their requirements in further detail. This will ensure it has the flexibility and robustness to meet the wide-ranging requirements of its diverse customer base.*

## 3b. Design principles

## The Council has developed a set of design principles that have been used to guide the development of the TOM...

### What are design principles

- Design principles are the “overarching truths” that guide practice and determine the ‘target’ organisation we need to be. They must be adhered to throughout the transformation
- Principles are not service specific - they set the direction for the whole Council.
- There will be a number of “elements” that characterise each principle in unambiguous terms that the Council understands.

### ***How have design principles been used in the development of the Council’s TOM?***

- An overarching set of design principles were set out for the Council’s Target Operating Model.
- In addition, a series of specific design principles were developed for each individual layer of the TOM. They are derived from the overarching principles, but contains specific guidance that is specific to the nature and purpose of that layer.
- Each aspect of the TOM has been tested against the design principles to ensure that it supports / maintains the integrity of the overarching design and does not contradict the principles.
- It is recognised that not every element of the design supports every principle. Some elements of the design only support a few principles but most importantly they do not contradict any.



### ***Introducing design principles...***

### ***What do the design principles cover?***

- Customer Offering
- Processes
- Technology
- Information
- Organisational Structure
- People Capabilities
- Performance Management

## The overarching principles used to guide the design of the Council’s TOM are set out below...

### Overarching TOM design principles

 <p><i>Customer offering</i></p>	<ul style="list-style-type: none"> <li>Residents are experts in their own lives - they are the best to identify outcomes, inform service design and help themselves within their community.</li> <li>We will hold a ‘single record’ for each of our customers making it easier for us to understand our communities, manage demand and offer support/ intervention based on need.</li> <li>Councillors and staff help people and communities to support themselves</li> </ul>
 <p><i>Processes</i></p>	<ul style="list-style-type: none"> <li>We will design processes around the user and their experience, enabling self-service at every opportunity.</li> <li>We will be transparent about the ways in which we manage risk.</li> <li>There is a clear and open approach to how we manage and scrutinise what we do, including through councillors</li> </ul>
 <p><i>Technology</i></p>	<ul style="list-style-type: none"> <li>Systems, applications and infrastructure will be designed around business need, with a consistent approach to functional requirements.</li> <li>We will ensure that technology is always an enabler, not a hindrance.</li> </ul>
 <p><i>Information</i></p>	<ul style="list-style-type: none"> <li>Our decisions will be informed by sound business intelligence and data analytics</li> <li>We understand community needs and priorities, and gather intelligence from councillors</li> </ul>
 <p><i>Organisational structure</i></p>	<ul style="list-style-type: none"> <li>We will provide transparency, clarity and consistency on roles and expectations for councillors and staff across the organisation</li> <li>Accountability will sit at the most appropriate structural and community level</li> <li>We will consolidate strategic and common functions with a clear purpose, maintaining flexibility in local delivery</li> </ul>
 <p><i>People capabilities</i></p>	<ul style="list-style-type: none"> <li>We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.</li> <li>Councillors act as community leaders.</li> </ul>
 <p><i>Performance Management</i></p>	<ul style="list-style-type: none"> <li>We will measure the right things, through a consistent performance management framework, from corporate outcomes to individual performance.</li> <li>There is effective scrutiny and challenge from councillors.</li> </ul>

## 3c. Target operating model layers

## At the start of the process the Council confirmed that the Target Operating Model would be comprised of different layers...

### OCC TOM Layers

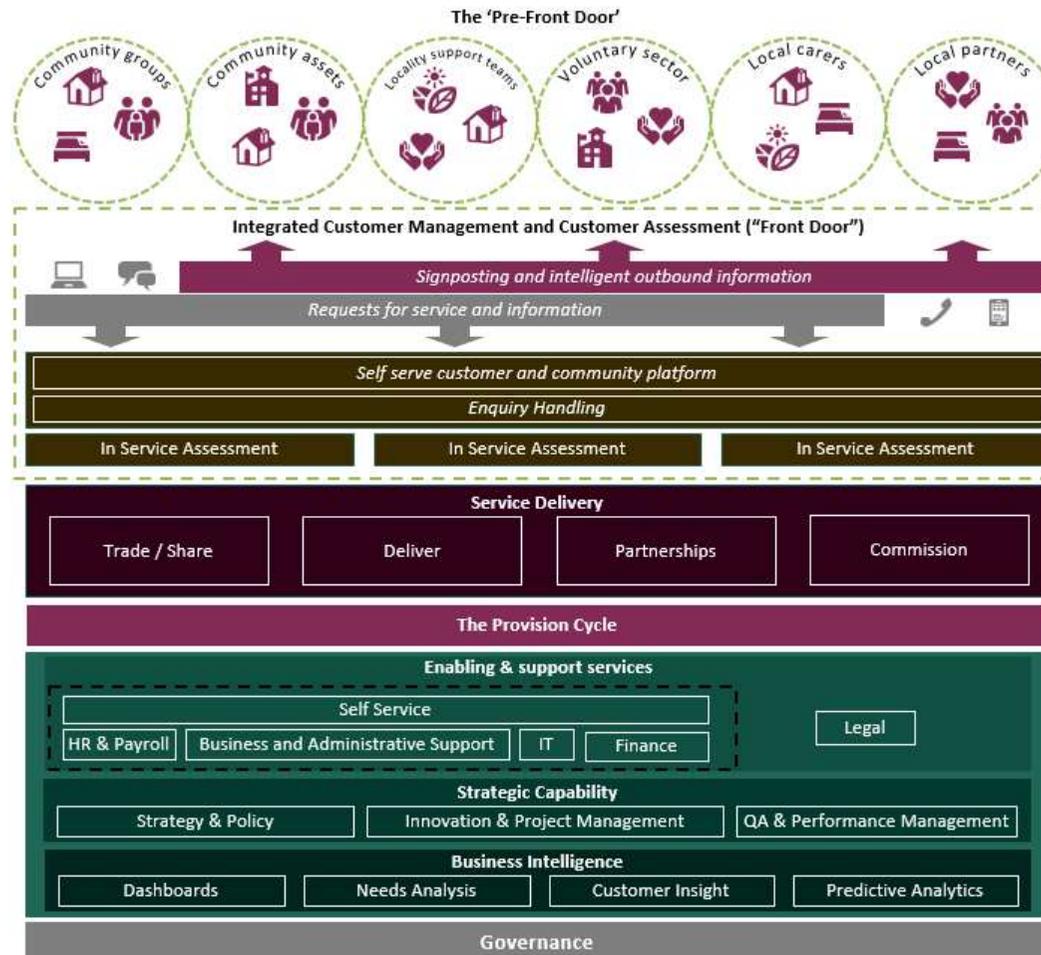
The Council has used cross-cutting 'layers' to design a Target Operating Model which maximises opportunities across the whole organisation, builds greater consistency and avoids fragmented silo thinking based around traditional service-based directorates. These layers are defined by their functional purpose for the organisation, cutting horizontally across services, as follows:

<b>Front Office</b>	<b>Pre-Front Door</b>	Individuals, communities, members, the council and partner organisations working together to build resilience, develop strengths and create opportunities in local areas, which helps to reduce the need for council services.
	<b>Customer Management</b>	The customer management layer contains all activities undertaken by the council that involve interaction with customers and/or have an immediate impact on service delivery to customers.
	<b>Customer Assessment</b>	The customer assessment layer contains activities that are a key part of many customer interactions with the council, with information being used to decide whether and how services are provided.
<b>Back Office</b>	<b>The Provision Cycle</b>	The Provision Cycle layer provides the framework of processes and activities through which the Council decides how best to meet an identified need or to achieve a specific outcome, including commissioning, contracting and the management of third party suppliers.
	<b>Enabling and support services</b>	The Enabling & Support Services layer provides services that are optimised to meet the needs of internal customers through process improvement, the use of enhanced digital systems and clear delineation of roles and responsibilities.
	<b>Strategic capability</b>	The strategic capability layer provides the capabilities that the Council requires in order to define its vision, high level strategy and objectives, as well as capabilities required to support, manage and review the realisation of each of these.
	<b>Business intelligence</b>	The business intelligence layer provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.

*In addition, **Service Delivery** relates to the actual provision of frontline services to customers. This has not been designed as an individual layer of the TOM, but the rest of the layers will involve change across all operational service areas to better enable and improve service delivery.*

## These layers and the Council’s high level TOM on a page were confirmed as part of the detailed design phase...

OCC High level TOM on a page



**For each layer of the TOM, a detailed design pack has been produced. These are summarised for each layer in the following sub-sections of this business case...**

**Overview of design pack output**

Each layer description in this section follows the format set out below with full detail of the design for each layer available at the relevant appendix.

Page 154

**1**

***What is the layer?***

A definition of the operating model layer.

**2**

***Why are we looking at the layer?***

The reasons for looking at the layer of the operating model as identified in the Case for Change.

**3**

***What is the Council's ambition for the layer?***

The Council's ambition for the layer as part of its TOM.

**4**

***What are the design principles governing the layer?***

The specific design principles governing the design of the layer.

**5**

***What will the layer look like in the future?***

A section describing what the layer will look like as part of the Council's TOM.

**6**

***How will the layer work in the future?***

A section describing how the layer will work in the future (including how it will work with the rest of the TOM).

**7**

***What needs to change in order to achieve this?***

A section summarising the key enablers and changes required to achieve the Council's ambition for the layer.

**8**

***What are the benefits of the layer?***

The benefits the Council can achieve through constructing and implementing the layer.

## 3d. Front Office

## What is the 'Front Office' ...

### The Front Office layers

The Front Office involves interactions with external customers, primarily residents but also partners, businesses and other organisations. It refers collectively to the top three layers of the Council's future operating model:

#### Pre-Front Door

The Pre-Front Door focuses on how the Council works with individuals, communities, partners and other organisations to empower residents to build resilience and help themselves. As well as improving experiences and outcomes, it aims to reduce customer contacts or service requests coming directly to the council.

#### Customer Management

Customer management refers to all activities undertaken by the Council that involve interaction with customers and/or have an immediate impact on service delivery. Initial contact with customers, signposting and receiving requests for information and/or services occurs at the 'Front Door'.

#### Customer Assessment

Customer Assessment is a key part of many customer interactions with the Council, with information being used to decide whether and how services should be provided. Assessments can be relatively simple, based on rules and 'binary criteria', or complex requiring professional expertise and judgement based on relative information.

### Purpose of the Front Office

The overall purpose of the Front Office is to understand the wants and needs of customers and fulfil these as appropriate. This will be achieved through proactive signposting to support outside the council, resolving at the point of contact or directing to operational service areas. The Front Office needs to balance experience of customers, efficiency for the council and outcomes for all in order to be fully effective.

The Front Office also plays a key part in working with and supporting Members with their case work and representation of constituents, helping them to get the right information and support through the Council.

There are considerable interdependencies between the three layers of the Front Office, as customers will flow through initial contact, assessment and engagement with operational service areas in different ways according to their circumstances. As a consequence, this overview first sets out the overarching principles and approach which underpins all three layers, providing the required integration and consistency for the future operating model. The design of each individual layer and its contribution within the 'Front Office' is then set out in more detail.

## What are the principles that underpin its future design...

### Front office design principles

 <i>Customer offering</i>	<ul style="list-style-type: none"> <li>• We will design our customer approach to embrace the digital age.</li> <li>• We will be proactive in the management of our customers.</li> </ul>
 <i>Processes</i>	<ul style="list-style-type: none"> <li>• Processes will be simplified, standardised and 'self serve' wherever possible.</li> <li>• Processes will be fit for the modern world, involving minimal touchpoints and bureaucracy.</li> </ul>
 <i>Technology</i>	<ul style="list-style-type: none"> <li>• We will seek innovative, new solutions to drive our transformation, where appropriate with technology supporting our customers to 'self serve'.</li> <li>• Our technology will enable a modern customer experience.</li> </ul>
 <i>Information</i>	<ul style="list-style-type: none"> <li>• We will adopt a 'customer account' approach where we will collect and store data once to personalise our services where possible.</li> <li>• We will use our data to identify trends and issues, to help improve our services, keep customers informed and target areas of concern.</li> </ul>
 <i>Organisational structure</i>	<ul style="list-style-type: none"> <li>• We will embed accountabilities at the right level (in consultations with our partners), to enable us to make the right decision, at the right level, at the right time.</li> </ul>
 <i>People capabilities</i>	<ul style="list-style-type: none"> <li>• We will empower our staff to take ownership of the relationship with customers and to drive the delivery of solutions.</li> <li>• We will encourage staff to be innovative in approach to delivering solutions whilst maintaining a consistent look and feel of interacting with the council.</li> </ul>
 <i>Performance Management</i>	<ul style="list-style-type: none"> <li>• We will empower and support our partners to utilise performance information to innovate, take measured risks and manage demand.</li> </ul>

# What will the Front Office look like in the future...

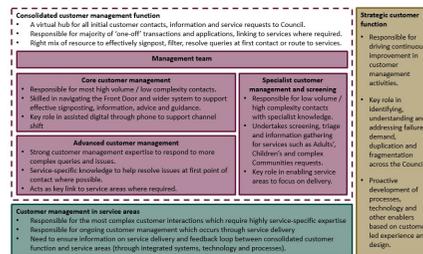
## Key characteristics of the Front Office

### Digital by design



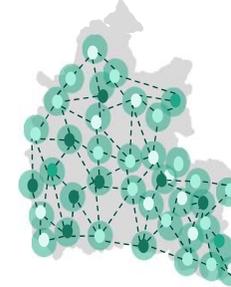
Development and promotion of channel shift opportunities across all service areas, with a particular focus on digital and self-service. This will be enabled by a simple digital customer portal, integrated systems and an assisted digital offer.

### Enhanced Customer function



An enhanced Customer function with the right mix of resources and service specialisms to effectively signpost, filter, resolve queries at first contact or route to operational service areas. This supports a consistent Front Door across the whole council to assist residents, Members and staff.

### Enabling service areas and communities



Links with the Pre-Front Door will help people to find solutions and create opportunities in their local communities. Operational service areas will be able to focus on more complex customers and service delivery, supported by streamlined processes and improved technology.

### How will the functional model for the Front Office work...

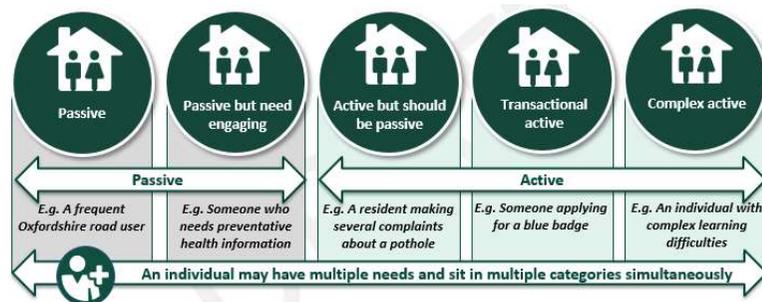
The future 'front office' will have streamlined channels of contact and consistent ways of working so that residents, Members, partners and businesses can interact with the council easily and effectively. Customer management and assessment activities will be consolidated wherever possible, with close collaboration between the Customer function and operational service areas to ensure the needs of customers are being met appropriately. Technology, systems and processes will be integrated between the front office and operational services, so that services can be delivered in the right way, staff can focus their efforts where they are most needed, and there is a seamless customer experience. By facilitating community action through the Pre-Front Door, the council will also promote more sustainable approaches to supporting and enabling Oxfordshire residents over the longer term.

## An approach tailored to meet a wide range of customers...

### Customer segments

The 'Front Office' design is primarily focused on residents as the main external customers interacting with the council.

The council's approach and customer offer for residents will be steered by how active they are in needing to interact with the council, as well as the complexity of their query or circumstances.



Other key groups interacting with the front office include:

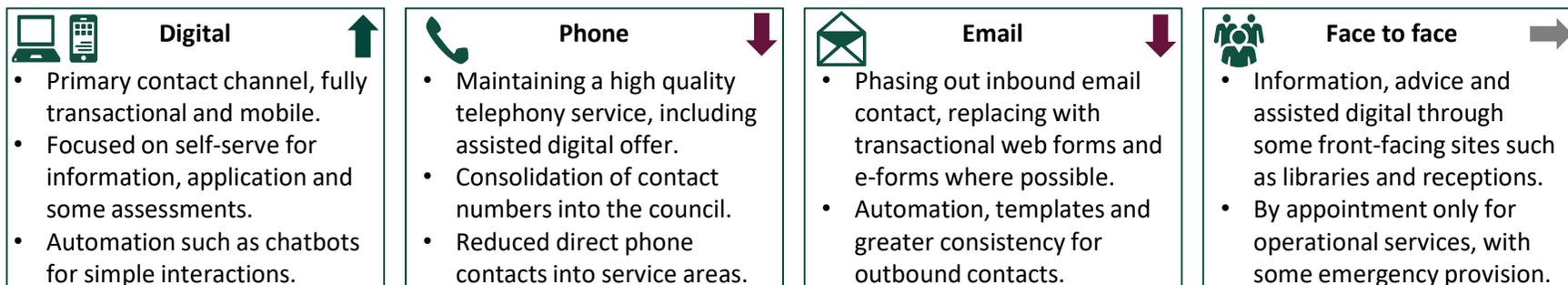
- Members contacting the front door for information and services on behalf of residents.
- Partners such as other local authorities, schools and health professionals.
- Businesses such as commissioned providers delivering goods and services for or on behalf of the council.



The same principles of self-serve, automation, simplicity and consistency as far as possible in contacting the council will be applied. This will be supported by digital technology such as customer portals and access to the right service areas where needed.

### Contact channels

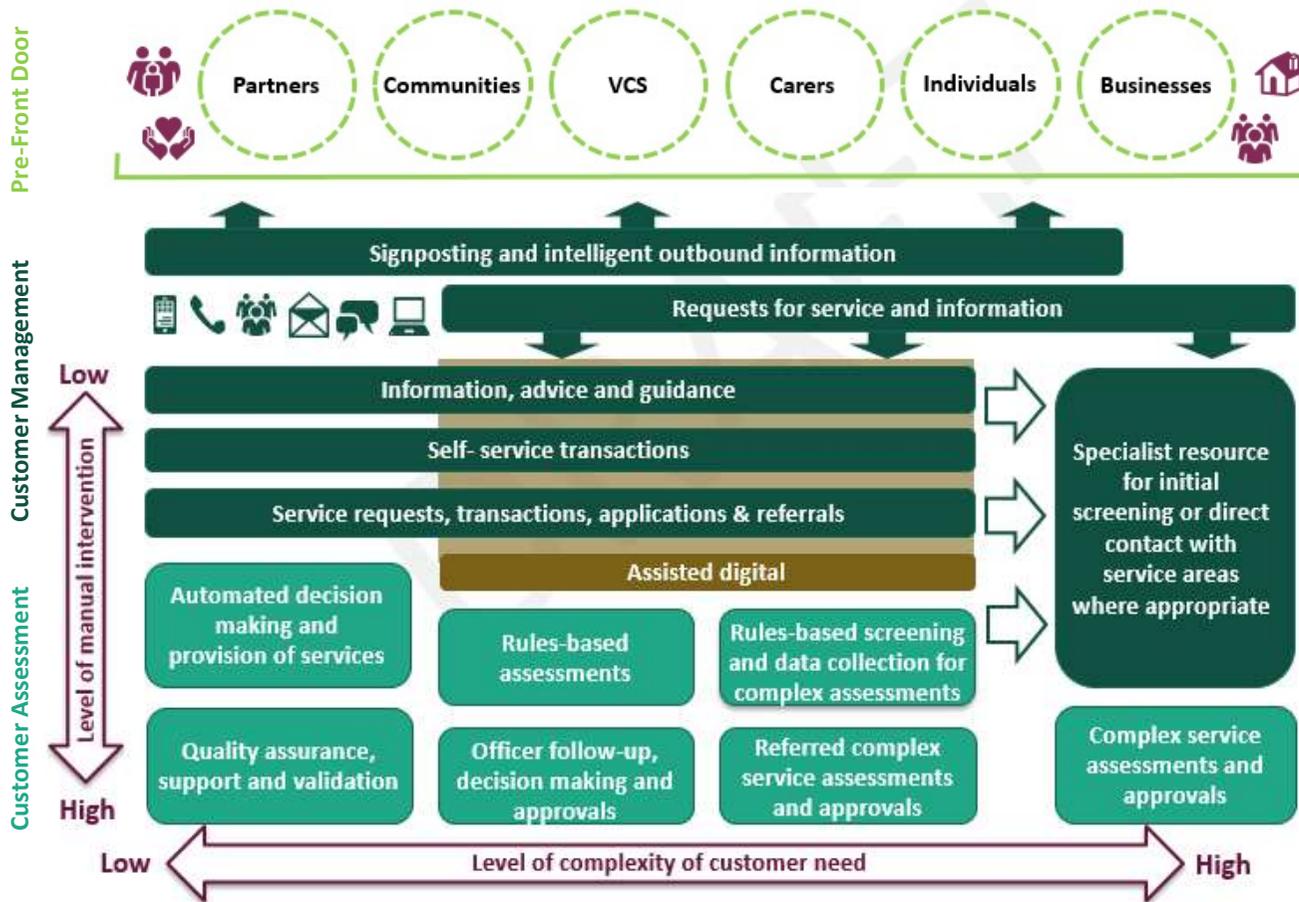
Increasing use of digital channels is key to the council's Front Office model, resulting in changes to other contact channels for customers.



## The functional model for the Front Office of the TOM...

### Functional model for the Front Office

The model below sets out how the key functions for the **Customer Management** and **Assessment** layers, linking into the **Pre-Front Door**, work together to form the Front Office for the council.



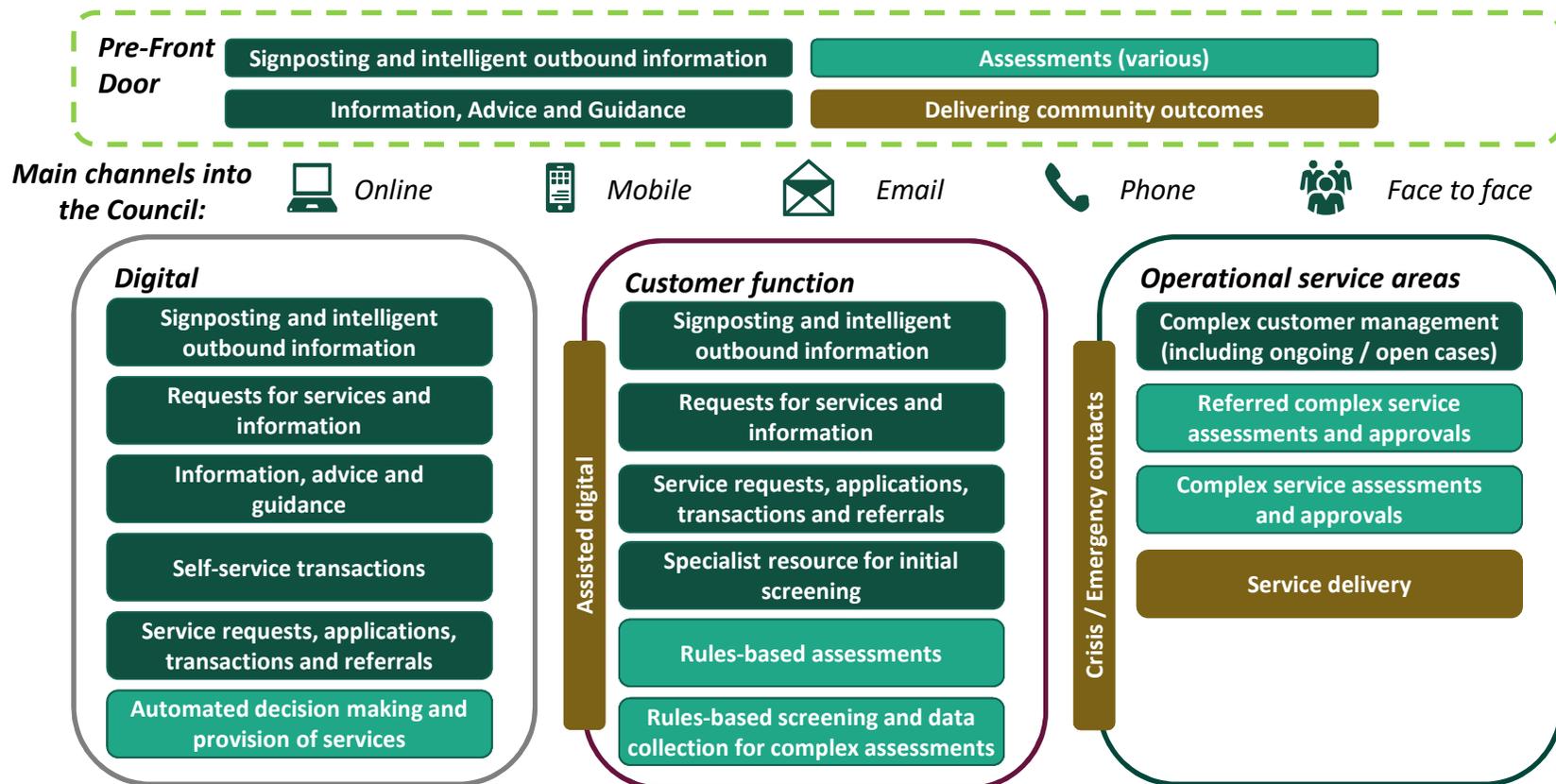
The Pre-Front Door will involve the council working with a range of external stakeholders to grow resilience and opportunities in communities. By strengthening support within communities and enhancing the role of prevention, this will improve resident outcomes overall and reduce the call on council services, which can then focus on the most complex needs.

Where customers do need to contact the council, the functional model highlights how the approach to customer interactions and the level of manual intervention will vary according to the level of complexity of customer need. Simple interactions will require less manual intervention through the use of automation and technology, with access to the appropriate specialisms for more complex interactions.

## How will Front Office functions be delivered in the future Operating Model...

### A blended approach to delivery

In order to effectively address the wide range of services types and customer needs that the Council supports, a **blended approach** to delivering Front Office functions will be required. The four main approaches are highlighted below, along with the **main functions** that they will undertake in the future Operating Model. The role of the Pre-Front Door, Digital and a Customer function will be developed and enhanced to better manage demand in a consistent and effective way, while complex customer interactions will continue to be met by operational service areas.



## What benefits can the Council achieve through this...

\* Further detail on the benefits case for the Front Office can be found in the Revised Financial Case and at Appendix F.

### Outcomes, experience and benefits\*



*An intelligent and integrated Front Office for the council will deliver **improved outcomes** for its customers.*

- ✓ Customers interacting with the council will receive the right support they need at the right time in a manner which best suits their circumstances.
- ✓ Customers will access appropriate information and services more easily and quickly, so issues do not escalate and take up more time and resources than initially required.
- ✓ Customer interactions and operational services will continuously improve as a result of better insight and understanding across the whole council of needs and demand.



*A **better experience** for external customers who interact with the council, as well as for staff.*

- ✓ Digital channels and simpler ways of working will make it easier for customers to access information and complete transactions at a time and place convenient for their lives.
- ✓ Customers will experience a seamless journey across service areas within the council as well as external partners.
- ✓ A consistent front door supported by the same principles and standards will ensure that customers have a positive experience regardless of how they contact the council.
- ✓ Operational staff will be able to focus on their professional roles and delivering services, instead of managing customer interactions and the associated administration.



***Benefits of £7.2m – £10.0m per annum** through channel shift and new ways of working for Front Office activities across the whole Council, with further benefits of between **£8.6m - £12.1m** across related Middle Office activities.*

- ✓ Through proactively helping customers to lower cost channels, reducing avoidable customer contact, improving processes and better utilising resources for customer management and assessment, the Council can achieve a reduction of between in the total effort it expends on Front Office activities.
- ✓ While not quantifiable at this stage, it is anticipated that the impact of the Pre-Front Door in building more resilient communities will also help the council to be more sustainable over the longer term.

## *Pre-Front Door*

# What is the Pre-Front Door...

## Definition

### What it is...

- Individuals, communities, Members, the council and partner organisations working together to build resilience, develop strengths and create opportunities in local areas.
- The council will act as a facilitator within and across Oxfordshire in order to support this vision.
- The role of the council will range across:



**Light touch  
strategic co-  
ordination**



**Proactive  
enabling  
support**



**Lead role in  
co-delivery**

### What it isn't...

- The council operating in a vacuum – *the Pre-Front Door design is a proposal to develop collaboratively with communities.*
- Trying to take the place of the multitude of individuals, groups and organisations that already do a huge amount of important work.
- Establishing a corporate central function responsible for 'Pre Front Door' activity.
- Duplicating what operational services are already doing in providing support and interventions to communities.

### Why do we need it...



*The council responds reactively to demand, resolving presenting needs which can be costly with less positive outcomes.*



*The council is currently viewed as remote and bureaucratic, with limited engagement with communities.*



*Different initiatives and approaches to working with communities are not as joined up as they could be across Oxfordshire.*



*Rising demand requires a new approach to helping communities to ensure sustainable services in the future.*



*There is a lack of shared knowledge & insight regarding local community needs and capacity.*



*There is no whole system approach to longer-term prevention solutions in Oxfordshire.*

## What will the Pre-Front Door do (i)...

### Existing examples of Pre-Front Door activity in Oxfordshire

There are a wide range of existing projects and initiatives delivered across Oxfordshire by communities which enable people to build resilience, develop strengths and create opportunities in their local areas. Many of these are supported in some form by the council, including through grants, additional resources and the use of assets. A number of examples are illustrated below.

#### Projects led by communities



- Volunteers running a wide range of Libraries and Museums services.
- Community Action Group leading work on climate change action.
- South Chilterns Path Maintenance Volunteers.
- Oxfordshire Community & Voluntary Action (OCVA) linking and providing training to volunteers.

#### Projects co-led by the council and communities



- Wellbeing employment service and the print unit providing employment and skills training for vulnerable adults.
- Community Wardens in local areas building community links.
- Community Safety activity including cycle safety training and Safe and Well visits.
- Oxfordshire Together providing advice and assistance to towns, parishes and volunteer groups for delivering local services.
- Thames Valley Environment Records Centre.

#### Projects led by communities with support from the council

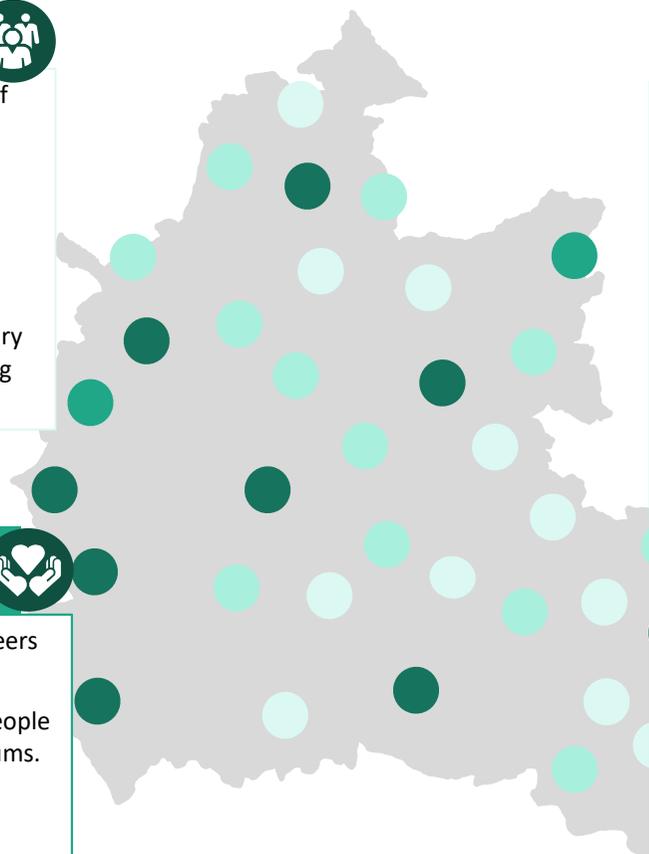


- Stay & Play sessions run by volunteers using OCC physical assets.
- Reminiscence sessions for older people operating from Oxfordshire museums.
- Commissioned dementia support services.

#### Projects led by communities with initial support from the council



- Scam awareness training and volunteer programme to help protect people from financial crime.
- Community Information Network providing information, advice and guidance for older people and vulnerable adults in Oxfordshire.
- Family Information Service providing information, advice and guidance to families.



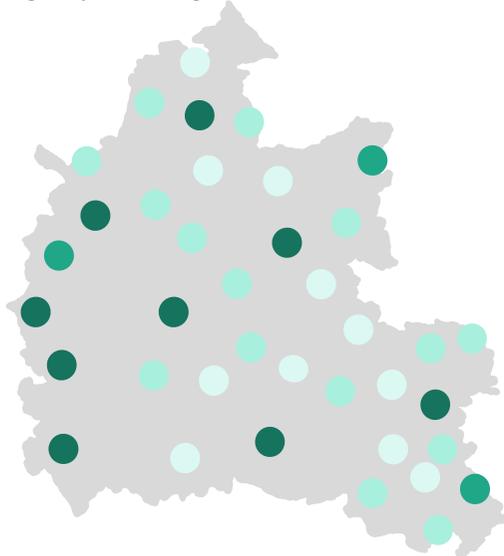
## What will the Pre-Front Door do (ii)...

### The role of the council in facilitating the Pre-Front Door

There are many strengths in the existing initiatives being undertaken across the county, utilising local knowledge and expertise in communities to understand assets, needs and how best to support them. However, there is an opportunity to build an even stronger Pre-Front Door, facilitated by the council working with communities and partners. A systemic approach to linking services and community initiatives together will collectively increase experience and learning, maximising impact. This can help the growth of resilient and thriving communities.

#### **Current projects & initiatives**

The current ongoing activity across the county, carried out by a range of individuals, groups and organisations.

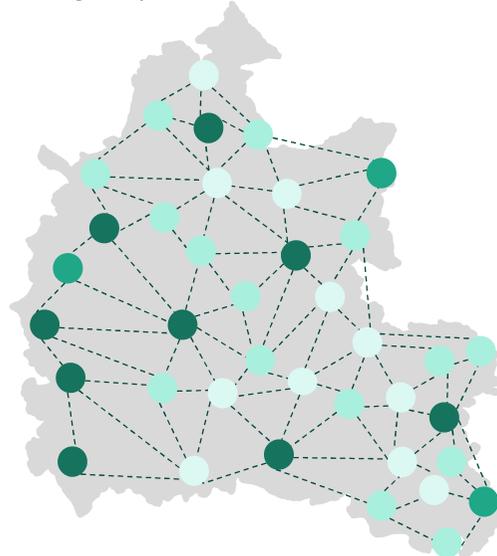


Projects led by communities with initial support from the council



#### **Connecting & enabling the Pre-Front Door**

Linking ongoing initiatives from across the county will allow for sharing and learning of other good practice.



Projects led by communities with support from the council

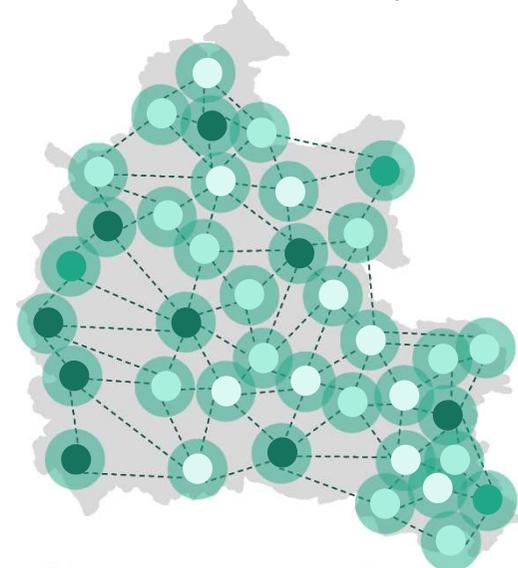


Projects co-led by the council and communities



#### **A strengths based Pre-Front Door**

Learning from each other and strategic use of resources help initiatives to grow, maximise and sustain their impact.



Projects led by communities

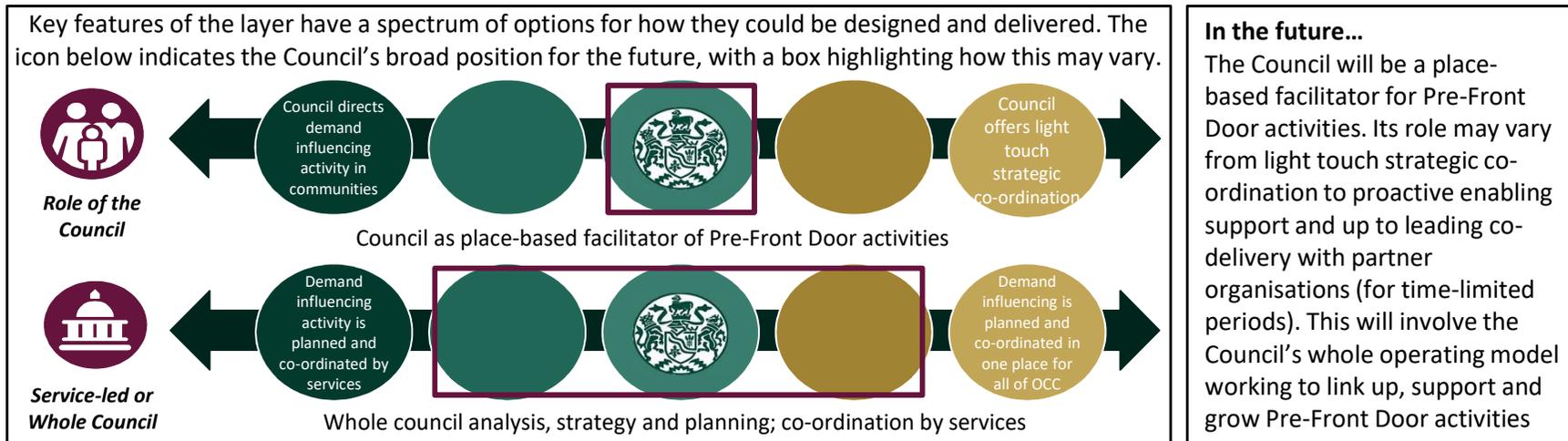


Connecting, sharing & learning — — — —

*These are illustrative examples*

## What is the Council’s future ambition for the Pre-Front Door...

### Future ambition for the Pre-Front Door



An overall ambition is that the council can become known for its vibrant and innovative approach to developing the Pre-Front Door, leading to recognition within the sector and beyond.

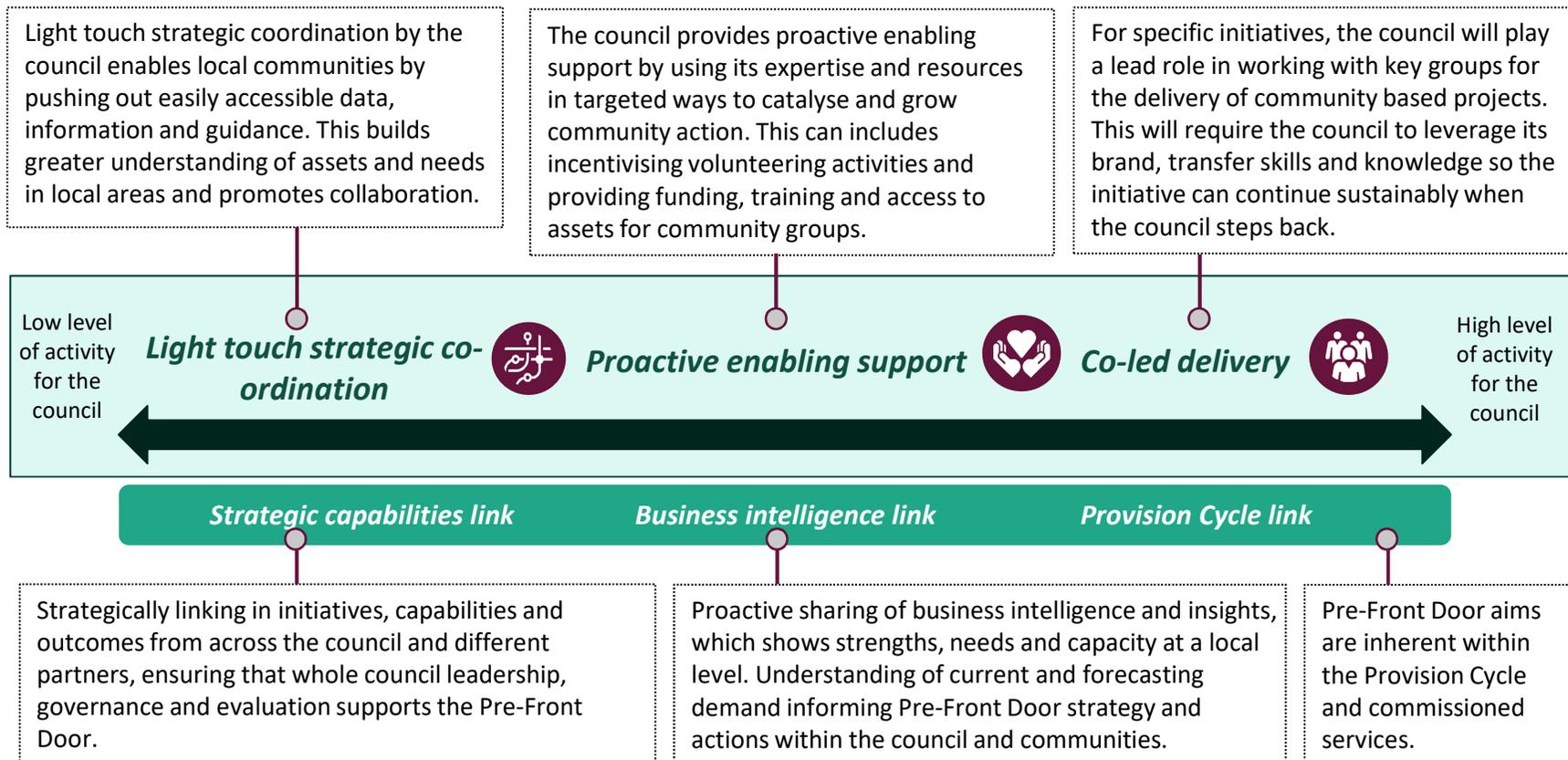
### Customer offer

 <p><b>Facilitating the right conditions</b></p> <p>The Council’s Pre-Front Door will facilitate the conditions for communities to create opportunities and solve problems locally for themselves.</p>	 <p><b>Empowering others</b></p> <p>The Council shall seek to maximise the role of individuals, community groups and partners in developing and sustaining thriving communities.</p>	 <p><b>Connecting resources</b></p> <p>The Council will use its unique position to better connect information, people and support across the Pre-Front Door to build resilience and empower individuals and communities.</p>
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## What will the Pre-Front Door look like in the future (i)...

### How the council's role in the Pre-Front Door will vary

Different types of activity will enable the Pre-Front Door and can be broadly grouped into the following six areas. The Council's role and level of involvement will vary according to the intended outcome and the capability and capacity of local communities.



## What will the Pre-Front Door look like in the future (ii)...

### How different functions contribute to the Pre-Front Door

Different functions within and connected to the council will play important parts in growing and promoting the Pre-Front Door:

**Members** are one of the first points of contact between residents and the Council, democratically accountable to residents of their ward. They directly serve the interests and needs of their community, acting as a voice, motivator and connector, adopting an 'asset based approach' to enabling communities.

**Communities** are at the heart of the Pre-Front Door. The ultimate goal is that communities are able to find solutions, are resilient and create opportunities for themselves. The ownership of Pre-Front Door activities by different communities will increase over time, supported to varying degrees by the Council.



**Co-ordination** across the whole council will connect Pre-Front Door activity, linking together existing activity & information, driving forward partnerships, functioning as an incubator, always maintaining an 'asset based' approach to building & supporting communities .

The **Front Office** will maintain comprehensive knowledge of the council, its services and wider support in Oxfordshire so best to signpost customers at the first point of contact.

**Service areas** will provide specific knowledge & expertise in their specialism and locality, maintaining relationships with specific partners and communities. They will enable others to develop specific skills in the process.

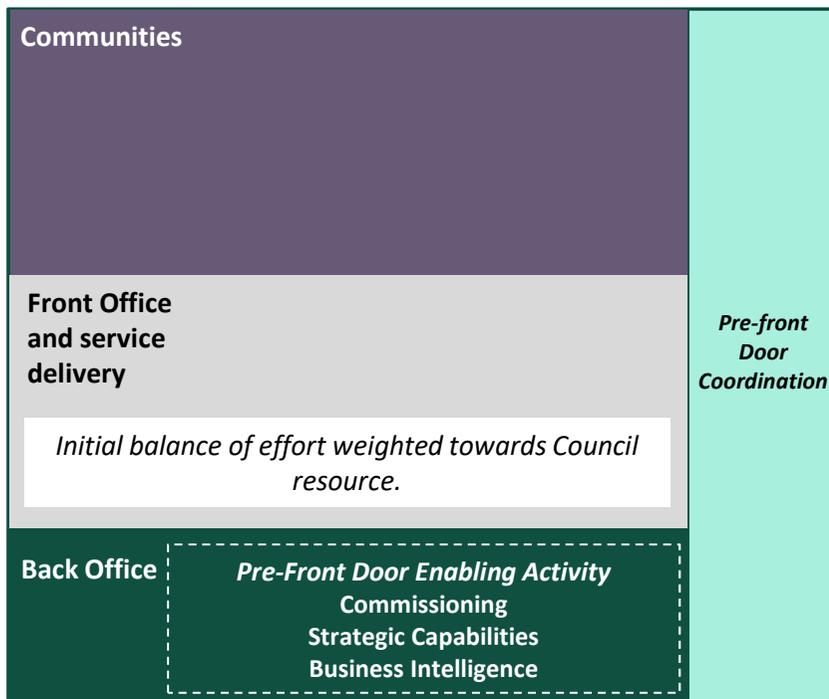
**Enabling functions** will provide information & insight to different areas of the business where Pre-Front Door activity is taking place, so that the business can make informed decisions and think strategically regarding Pre-Front Door activity.

## What will the Pre-Front Door look like in the future (iii)...

### Developing the Pre-Front Door over time

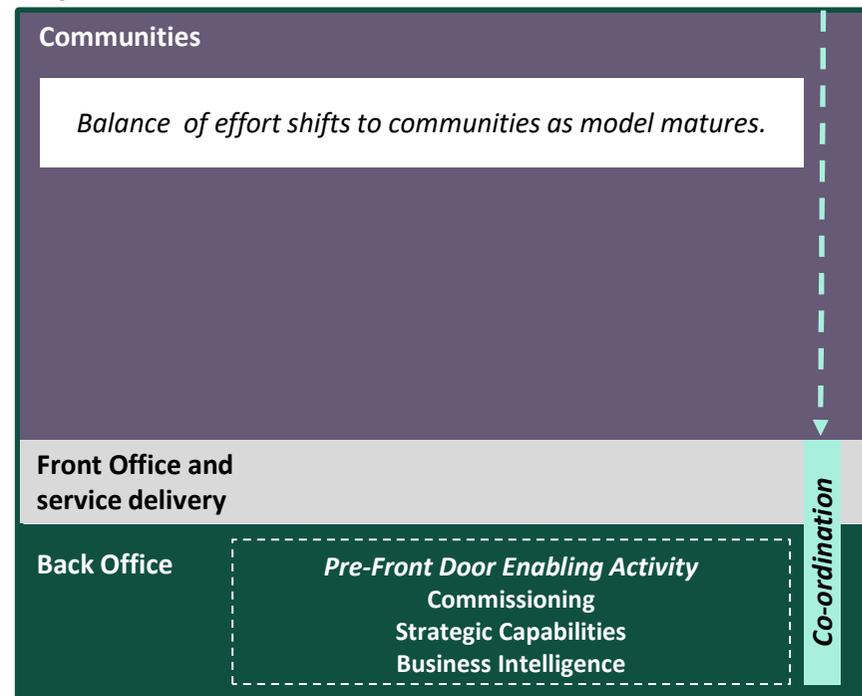
The council will need to consider how it can use its resources across the organisation and beyond to develop the Pre-Front Door, with the balance changing over time as community capacity and capability builds.

#### Stage 1: Set Up & Interim Model



Developing Pre-Front Door activity so that it is sustainable and effective will require more effort and investment from the council in the initial stages. Dedicated interim resource with a clear mandate, as well as linking up existing council resource, will support the necessary co-ordination.

#### Stage 2: To be state - Business as Usual

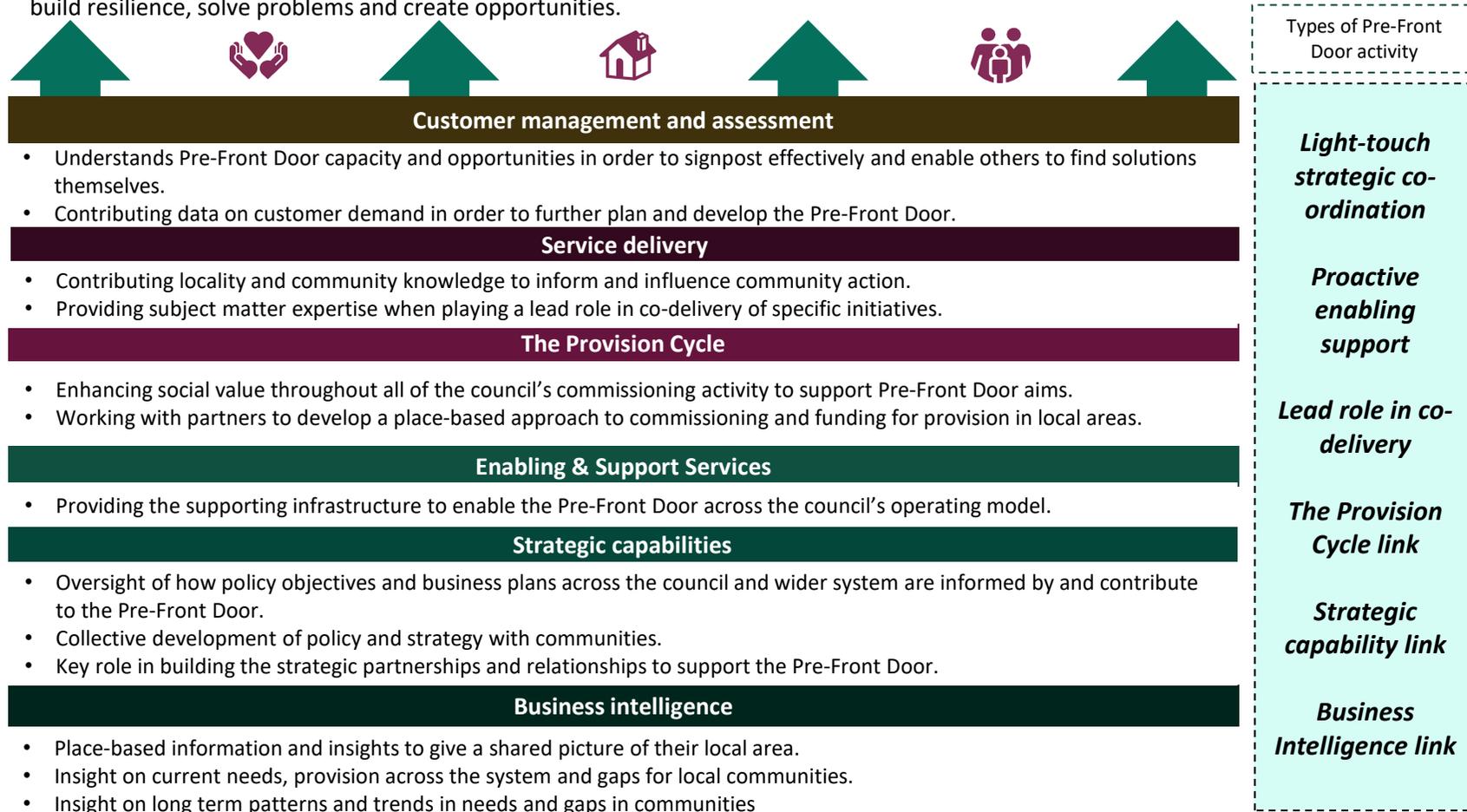


Beyond this interim model, however, the council will be able to step back allowing communities to be more self-sustaining, provided that the adequate support has been delivered and community networks are mature.

## How will the Pre-Front Door work with the rest of the council...

### The interaction model

Pre-Front Door activity will be woven through every layer of the operating model, so as to facilitate the right conditions for communities to build resilience, solve problems and create opportunities.

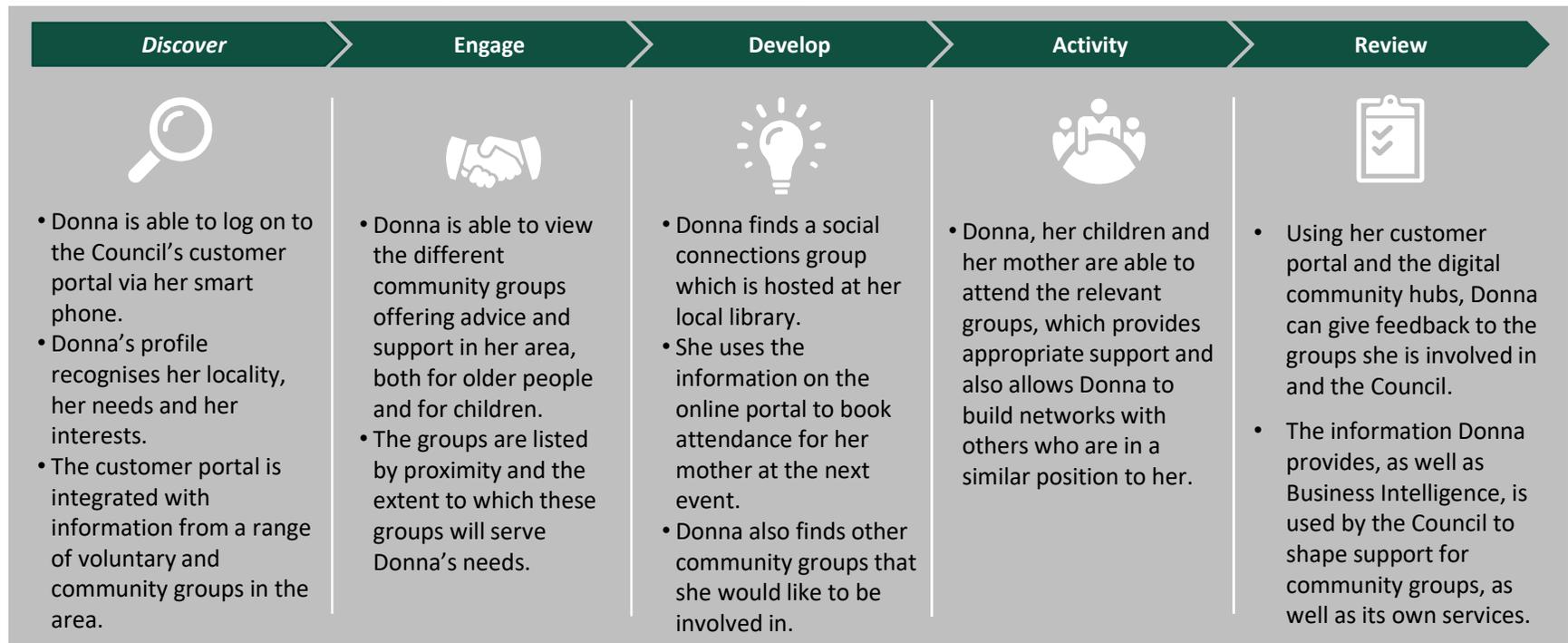


## What will the Pre-Front Door look like in practice...

\*Further user stories are available at Appendix C.

### An example user story\*

 <p><b>Donna</b> Donna is a working mother of 2 children, with an elderly mother Dorothy who is progressively less able to live on her own.</p>	<p><b>User story....</b> <i>'I want to easily understand what groups may be available in my local area to support my mum, my children and me.'</i></p>	<p><b>What does this user story show...</b></p> <ul style="list-style-type: none"> <li>• Appropriate, place-based information being available.</li> <li>• Highly functional online portal providing relevant information to the resident and ability to carry out actions.</li> <li>• Information gathering and feedback that can then be used by the wider Council .</li> </ul>
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## What needs to change in order to achieve this\* (i)...

\*A detailed explanation of each enabler required is available at Appendix C.

### Enablers\*

#### Strategy

- Co-development of a vision and proposals for the Pre-Front Door across Oxfordshire by the council, communities and partner organisations, building on this design concept.
- Agreed strategy for how the council as a whole can act as a place-based facilitator of Pre-Front Door activities.
- Strategy embedded in business plans and translated into operational practice with directorates and services.
- Increased community resilience and capacity overall to be measured by a suite of strategic indicators.

#### Governance

- Flexible and enabling governance which reflects the council's position as a facilitator rather than an accountable body.
- For specific projects, governance mechanisms will depend on risk and statutory accountabilities for any Pre-Front Door initiatives or activities being led or sponsored by the Council.
- Use of existing partnership networks to build collective ownership and oversight across Oxfordshire.
- More recognition and support for members in their local leadership role regarding the Pre-Front Door.

#### Process

- Streamlined and agile ways to try out pilots and new initiatives which support the ambition of the Pre-Front Door.
- Processes involved in running initiatives and programmes will vary and be owned by those responsible for delivering initiatives, which may be the council or communities.
- Clear, accessible technology enabled processes for residents to understand what opportunities and assets are in their community.
- Clarity on how the council steps back from Pre-Front Door initiatives it has been supporting once they are sustainable.

#### Technology

- Use of digital channels to signpost and connect people to Pre-Front Door opportunities.
- Access to digital community hubs which enable customers (residents, voluntary organisations etc) to understand what opportunities are available in their locality.
- A digital platform for council staff that consolidates and maps pre-front door activity and relevant projects in service areas.
- Ability for partners and community organisations to input data into systems to enable monitoring, support and other operational activities by OCC.

## What needs to change in order to achieve this\* (ii)...

\*A detailed explanation of each enabler required is available at Appendix C.

### Enablers cont. \*

#### Information

- Open-access approach to relevant council data for others to develop relevant support and services in local communities.
- Improved flexibility and visualisation of information, such as being able to cut data by different characteristics e.g. locality, demographics.
- Insight on current and future needs, provision and gaps across the system for local communities.
- Local knowledge, understanding and qualitative information provided by local communities and Members.

#### People & Structure

- Interim dedicated resource to co-ordinate and better connect Pre-Front Door activities across the Council but this would not be a permanent, consolidated function.
- Building greater understanding of staff who are engaged in facilitating Pre-Front Door activities across the council.
- Growing capacity and skills for community engagement and development across the council.
- Embedding Pre-Front Door principles and values into recruitment, induction and performance management to support shift in organisational culture.

#### Culture

- An organisational culture which puts the resident at the heart of everything, with every staff member thinking how they can enable the Pre-Front Door.
- Being prepared to take risks and be agile, learning from initiatives that do not work to improve the ones that do.
- A distributed leadership approach which is able to let go of control and empowers others in communities to do more.
- Thinking outside of service or organisational boundaries to develop a place-based identity and ways of working.

## How will the Council know the Pre-Front Door has been successful...

### Measures of success

There will be challenges in directly measuring the impact of the Council’s facilitation of the Pre-Front Door, due to long timescales for realising outcomes and difficulty in attributing them to interventions. However, for specific initiatives led or co-ordinated by the Council, there will be a clear and consistent approach to monitoring impact which is related to return on investment.

In addition, a broader range of indicators could be used when measuring the overall strategic value of developing the Pre-Front Door:

 <p><i>Efficiency</i></p>	<ul style="list-style-type: none"> <li>• Reduction in demand on council resources over time as more resilient communities prevent or delay the need for more expensive services, assistance and care.</li> <li>• Improved use of resources by better connecting initiatives and learning from experience.</li> <li>• Increased mobilisation of external resources to support local communities, including external grants and funds.</li> </ul>
 <p><i>Effectiveness</i></p>	<ul style="list-style-type: none"> <li>• Increased awareness across the council of Pre-Front Door activities in local communities, so is able to provide targeted support where appropriate. Learning and good practice is then shared and built upon.</li> <li>• More links between service areas and across other organisations to tackle priorities in local communities.</li> </ul>
 <p><i>Outcomes</i></p>	<ul style="list-style-type: none"> <li>• Increased community capacity and resilience, with local communities in control.</li> <li>• The voluntary and community sector report that they feel valued and enabled.</li> <li>• Improved reputation for the County Council, which is perceived as in-touch, responsive, collaborative and trusted.</li> </ul>
 <p><i>Experience</i></p>	<ul style="list-style-type: none"> <li>• Increased engagement by community groups and partners to find solutions and create their own opportunities.</li> <li>• Greater attachment and ownership of ‘place’ by individuals, community groups and partners, instead of perceiving divided organisational responsibilities.</li> <li>• Increased number of residents who can access information, opportunities and support in local communities without requiring direct council intervention, which may otherwise involve some delay and less local provision.</li> </ul>

## What benefits can the Council achieve through this...

\* Further detail on the benefits case for the Pre-Front Door can be found at Appendix C.

### Outcomes, benefits and experience \*



#### *Improved outcomes for residents and the council as a result of thriving communities*

- ✓ Residents are supported by those in the community who know them, their needs and their local context.
- ✓ Quality of information regarding resident need, existing initiatives, community & council assets is improved.
- ✓ Improved access to this information allows residents, members, partners & council staff to make smarter choices and support each other more effectively.
- ✓ There is a greater range of support at a local level which addresses gaps in the system.
- ✓ Proactive engagement and early intervention at a local level prevents the needs of individuals or places from escalating and becoming more difficult to solve.



#### *A better experience for residents, local organisations, members and council staff*

- ✓ Residents are connected and empowered to support their communities and help themselves.
- ✓ Close collaboration between the council, partners and communities is the expected way of working.
- ✓ The whole council is better able to support Members in their local leadership role to connect and enhance community action across Oxfordshire.
- ✓ The council is known nationally for facilitating its local communities in dynamic and innovative ways.



#### *Financial benefits could be made across the council and wider public services.*

- ✓ Demand on council services is diverted to others who are enabled to deliver outcomes in local areas.
- ✓ Prevention and early intervention through Pre-Front Door activities delays or reduces demand on council services.
- ✓ More effective use of resources by reducing fragmentation and duplication of activities by the council to enable communities.
- ✓ Greater local insight supports ongoing improvement of core council services, reducing failure demand.

***The Pre-Front Door represents an investment case for the Council. It will save money in the future, but has not been designed to release capacity in the short term (unlike the other layers of the TOM).***

# *Customer Management*

# What is Customer Management...

## Definition

### What it is...

- Customer Management captures all activities that involve interaction with customers and/or have an immediate impact on customer service delivery.
- It primarily focuses on initial contact with customers, signposting and receiving requests for information and/or services. It can be referred to as the 'Front Door'.



Enquiry handling



Processing requests and applications



Managing appointments

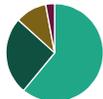
### What it isn't...

- Ongoing interactions with customers requiring services or support are considered to be inherent within service delivery, not part of customer management.
- Applying a blanket 'one size fits all' approach to all customers regardless of their needs or desired outcomes.
- Addressing information and service requests by staff as internal customers, which is covered by the Enabling & Support Services layer of the Target Operating Model.

### Why do we need it...

#### 500 FTEs

*We currently spend approximately 500 FTEs worth of effort on Customer Management activities, a greater proportion than comparator Councils*



*The majority of interactions through the customer service centre occur on the phone, with only 10% of interactions taking place online.*



*There is no consistent approach to Customer Management activities, resulting in a fragmented experience for customers.*



*Effective Customer Management upfront can help to avoid demand by resolving issues at first point of contact or keeping customers better informed.*



*The Council does not have a single, holistic view of demand or its customers across the services it provides.*



*Simplifying and streamlining customer management activities will enable staff to focus their efforts on more complex customers and service delivery.*

## What will Customer Management do...

### What is the role of Customer Management within the Council’s operating model?

The council’s operating model will be underpinned by an integrated Customer Management layer with standardised ways of working and streamlined channels of contact wherever possible. Its purpose is to ensure a consistent approach in experience and outcomes across the council while ensuring it meets the wide range of needs and circumstances in the customers it serves.

Customer Management			
Enquiry handling	Processing requests and applications	Managing appointments & payments	Customer management support
Provide information and advice	Apply for it	Book it	General administration
Signposting	Request a service	Pay it	Communications and social media
Proactive outbound information	Report it	Billing and receiving payments	FOIs, complaints and feedback
Enquiry screening and routing	Register it	Recording and data entry	Customer journey and experience
Recording and data entry	Appeal it	Close records	Customer intelligence and analytics
Close record	Recording and data entry		Predictive analytics
	Close record		

Customer Management involves interactions across all channels – online, email, phone, face to face – and across all service areas in the council.

The main Customer Management processes focus on initial customer contacts to fulfil requests for information or services. The detailed processes will vary according to complexity and service type, but consistency across the council will include:

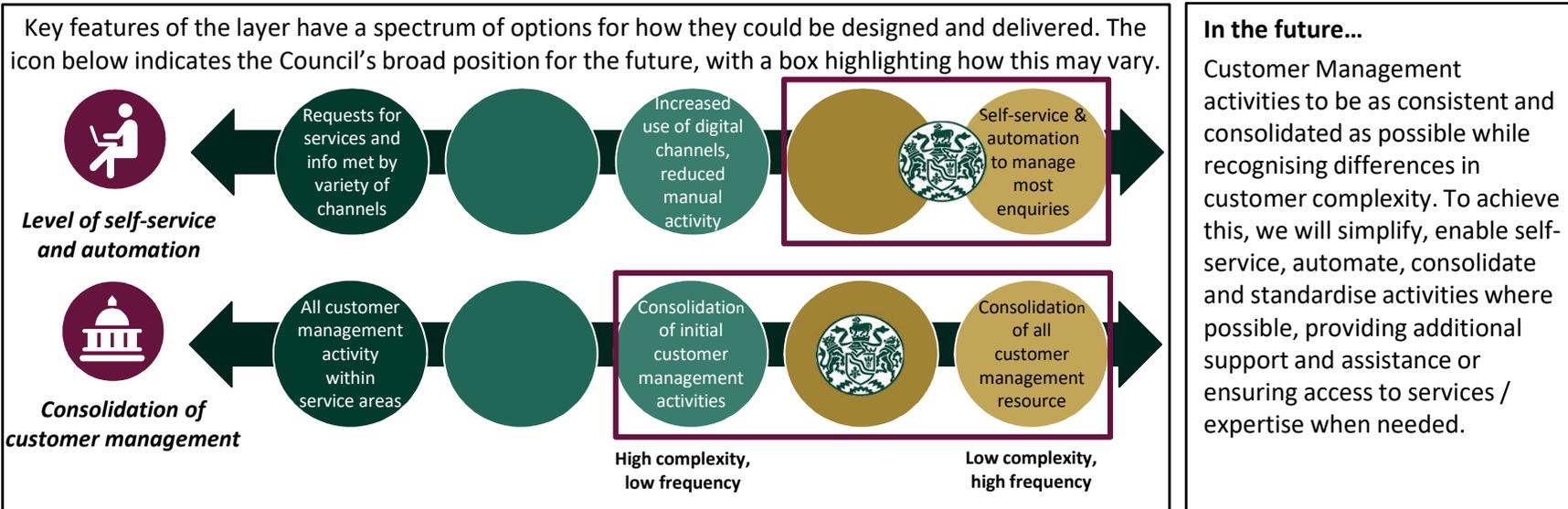
- Consistency of process regardless of channel;
- Automation and self-serve wherever possible;
- Use of one customer account / portal for transactions;
- Upfront information and eligibility to set expectations;
- Use of standardised systems integrated to operational service areas.

In addition, there are a range of strategic and transactional supporting processes that improve the efficiency and effectiveness of Customer Management, as well as Customer Assessment. These are linked to the Back Office layers but with a particular Customer focus which enables the council to be proactive in managing its customers.

<b>Key:</b>	<b>Process Level 0</b>	<b>Process Level 1</b>	<b>Process Level 2</b>
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## What is the Council’s future ambition for Customer Management...

### Future ambition for Customer Management



### Customer offer

 <p><b>Simple digital front door</b></p> <p>For the majority of residents, we will offer a simple, digital front door that minimises effort on behalf of residents and staff, whilst providing additional arrangements where required for residents with specific needs.</p>	 <p><b>Getting it right first time</b></p> <p>We will provide customers with a front door that delivers a timely and appropriate response that meets their needs, supported by effective links with the relevant services.</p>	 <p><b>Proactive and informative</b></p> <p>Our front door will keep residents informed with clear and regular information which is appropriate for their needs and circumstances.</p>
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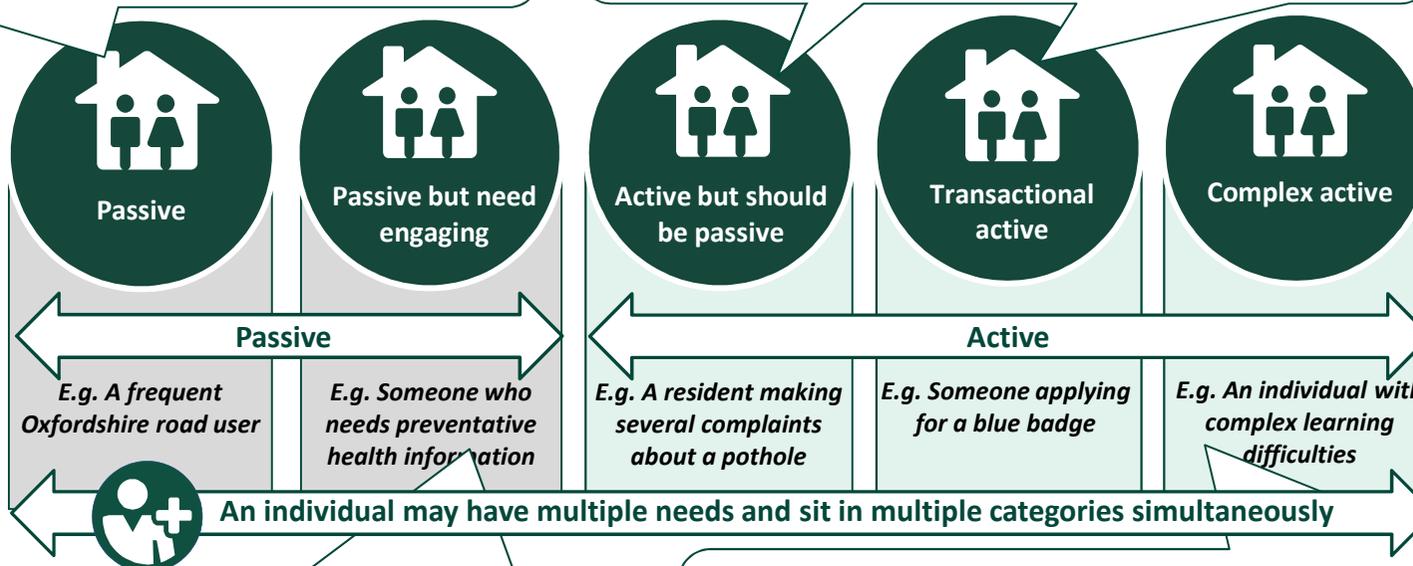
## What will Customer Management look like in the future (i)...

### A flexible customer offer for different circumstances

The Customer Management layer will need to support the needs and wants of a wide and diverse range of residents. How the layer operates will vary according to how passive or active residents are in their interaction with the council.

These residents are unlikely to need to contact the council independently. Through proactive information and social media, however, they will have a better understanding of what the Council does and where to go for information.

There will be automation, self-serve and consistency in approach as far as possible, available 24/7 through digital channels. Notifications and tracking of progress will avoid repeated requests. There will be an assisted digital offer to help where required.



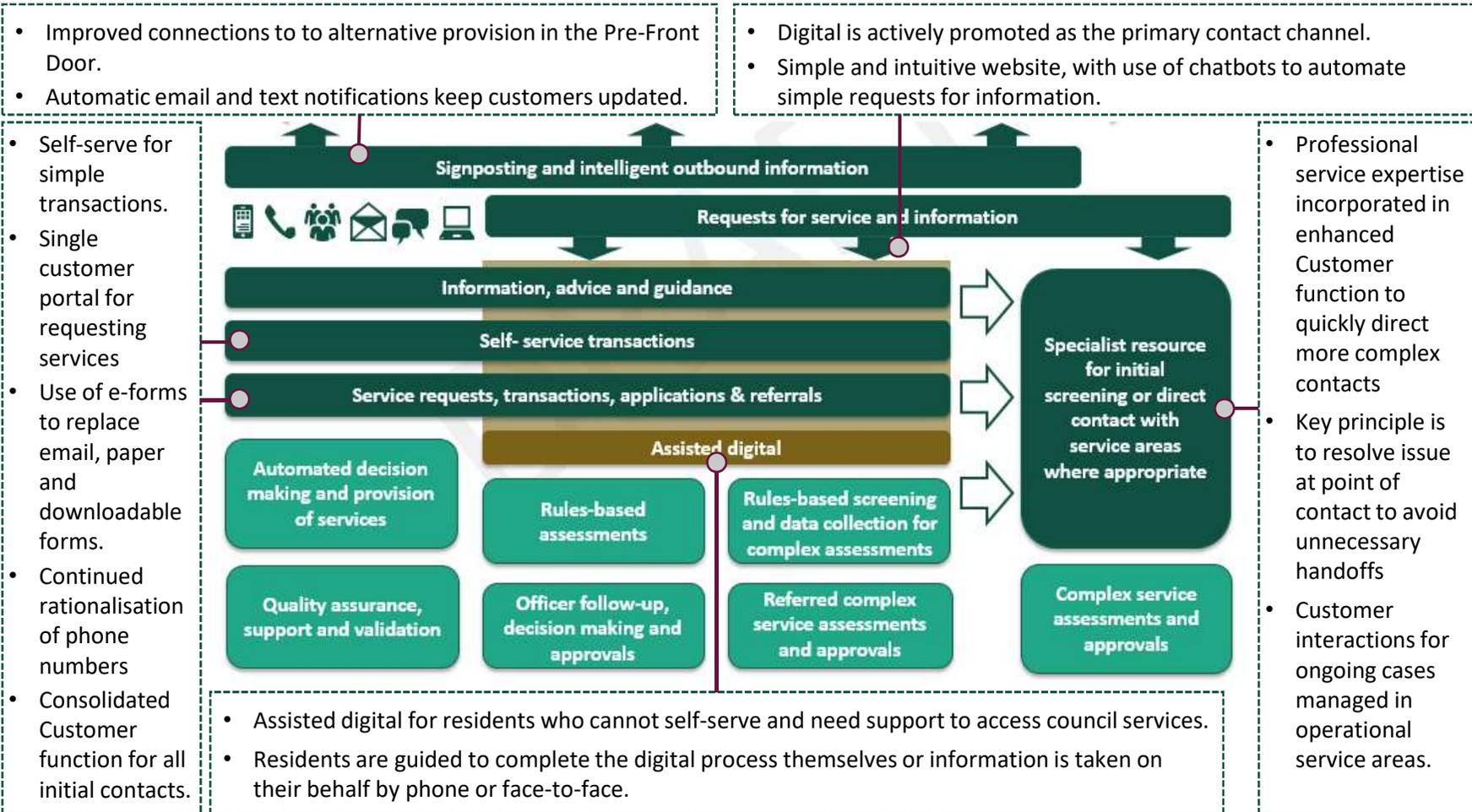
These residents will receive more targeted information and communications through council and partner channels on what services are available and where to get further information. Partners may signpost and direct this group to the council.

Customer contact will be managed in a way that is suitable for the individual, but aiming to provide resolution wherever possible at point of contact. Customers will be appropriately directed based on need and risk e.g. safeguarding concerns fast-tracked to specialist teams, minimising handoffs. Many contacts and referrals may come from partners or other professionals.

## What will Customer Management look like in the future (ii)...

### Key features of future Customer Management functions

Building on the Front Office model presented on slide 68, the following diagram highlights how Customer Management functions will be delivered.



## How will Customer Management work in the future (i)...

### Digital by Design

Digital by Design is a key pillar for the Front Office of the future operating model, with channel shift, a customer portal and assisted digital applied across all service areas.

There will be a proactive drive towards digital channels for the majority of customer interactions, minimising manual effort required for simple requests and transactions so officer time can focus on more complex customers. A key feature will be a customer portal with a single account that residents can use to easily access information and services.

- An easy-to-use customisable portal for the customer based on their personal situation and preferences.
- Access to all council services through portal, including all assessments which can be completed online.
- Selection of interests and preferred communication channel to personalise engagement with the council.



- Integration of front and Back Office systems to improve the customer experience and better enable service delivery by operational services.
- Interaction log keeps records of all prior contact, service requests and assessments carried out by the council to support a single view of the customer.

### Assisted Digital

Assisted digital is support for customers who can't use online council services on their own, including those that are offline (without access to the internet) and those with limited digital capability. While some customers will always need assisted digital support, a key aim is to increase the number of people who can use digital services by themselves.

It can take the form of guiding customers to complete the digital process themselves or entering information on their behalf, using face to face, telephone or webchat assistance.

Effective assisted digital is:

- Designed to meet well-defined assisted digital user needs
- Helps users build the skills and confidence to use online channels independently
- Is easy for users to find – at the times and places they need it
- Is trusted, free to use and easy to access

#### Face to Face



Available at key Council locations, such as libraries and receptions. Using own device, self-serve kiosks or desktop PCs.

#### Telephone



Can be guided over the phone to complete themselves or operator can register and then complete for customer.

#### Webchat



Can support the customer through the process when they are already online and require intervention / support.

## How will Customer Management work in the future (ii)...

### Using physical locations for customer contact

Lower cost channels such as digital will be actively promoted for the majority of residents. However, there will continue to be face-to-face customer interactions at the front door, particularly for more complex customers. A range of delivery models can be considered, involving varying degrees of integration of public services:

#### OCC future

In the near future through the operating model, designated libraries and reception desks will provide an enhanced face-to-face offer. They will focus on enabling future channel shift through effective digital assistance and query resolution where possible. Improved processes and digital platform will help staff to meet customer needs and signpost effectively. Some additional services could be delivered through these sites on a case-by case basis.

#### Long-term potential

Further strategic development and closer multi-agency working could lead to a more integrated place-based model of public services. This would aim to improve accessibility and experience for customers at a more local level. This is beyond the implementation of the operating model and would be dependent on the aspirations of other organisations.



#### Integrated place-based sites

- An integrated space for a wide range of public services across Oxfordshire.
- Sites incorporate access to and delivery of services by the county council as well as partners such as the Districts and Health.
- Acting as 'one-stop shops' for residents to meet a wide range of needs and circumstances.
- Delivered through a small number of hubs in key locations, based on analysis of demographics and needs.
- Supported by smaller satellite where needed.

#### OCC locality model

- Strategically located customer-facing sites provide an expanded customer offer of council services.
- Increased open access to sites for community events.
- Greater promotion of Pre-Front Door activities through sites.
- Assessment 'clinics' and additional service delivery at designated hubs by appointment.

#### Enhanced as-is

- Current locations better enabled to provide effective information, advice and guidance across the council using improved tools and technology.
- Consistent assisted digital offer.

#### Current model

- Libraries and reception desks as main customer-facing locations.
- Personalised service but staff have limited tools and information to meet a range of customer queries.
- Inconsistent customer offer.



## How will Customer Management work in the future (iii)...

### An enhanced Customer function

An enhanced Customer function will consolidate resources to undertake customer management activities. This will complement ongoing customer interactions in service areas and support a consistent front door for customers across the whole council, regardless of contact channel. The box diagram below represents how key responsibilities will be delivered in the future.

#### Enhanced Customer function

- A virtual hub for all initial customer contacts, information and service requests to the council.
- Responsible for majority of 'one-off' transactions and applications, linking to services where required.
- Right mix of resource to effectively signpost, filter, resolve queries at first contact or route to services.

#### Management team

##### Core customer management

- Responsible for most high volume / low complexity contacts.
- Skilled in navigating the Front Door and wider system to support effective signposting, information, advice and guidance.
- Key role in assisted digital through phone and webchat to support channel shift.

##### Advanced customer management

- Strong customer management expertise to respond to more complex queries and issues, plus work scheduling to support operational delivery
- Service-specific knowledge to help resolve issues at first point of contact where possible.
- Acts as key link to service areas where required.

##### Specialist customer management and screening

- Responsible for low volume / high complexity contacts with specialist knowledge.
- Undertakes screening, triage and information gathering for services such as Adults', Children's and complex Communities requests.
- Key role in enabling service areas to focus on delivery.

#### Strategic customer function

- Responsible for driving continuous improvement in customer management activities.
- Key role in identifying, understanding and addressing failure demand, duplication and fragmentation across the Council.
- Proactive development of processes, technology and other enablers based on customer-led experience and design.

#### Customer management in service areas

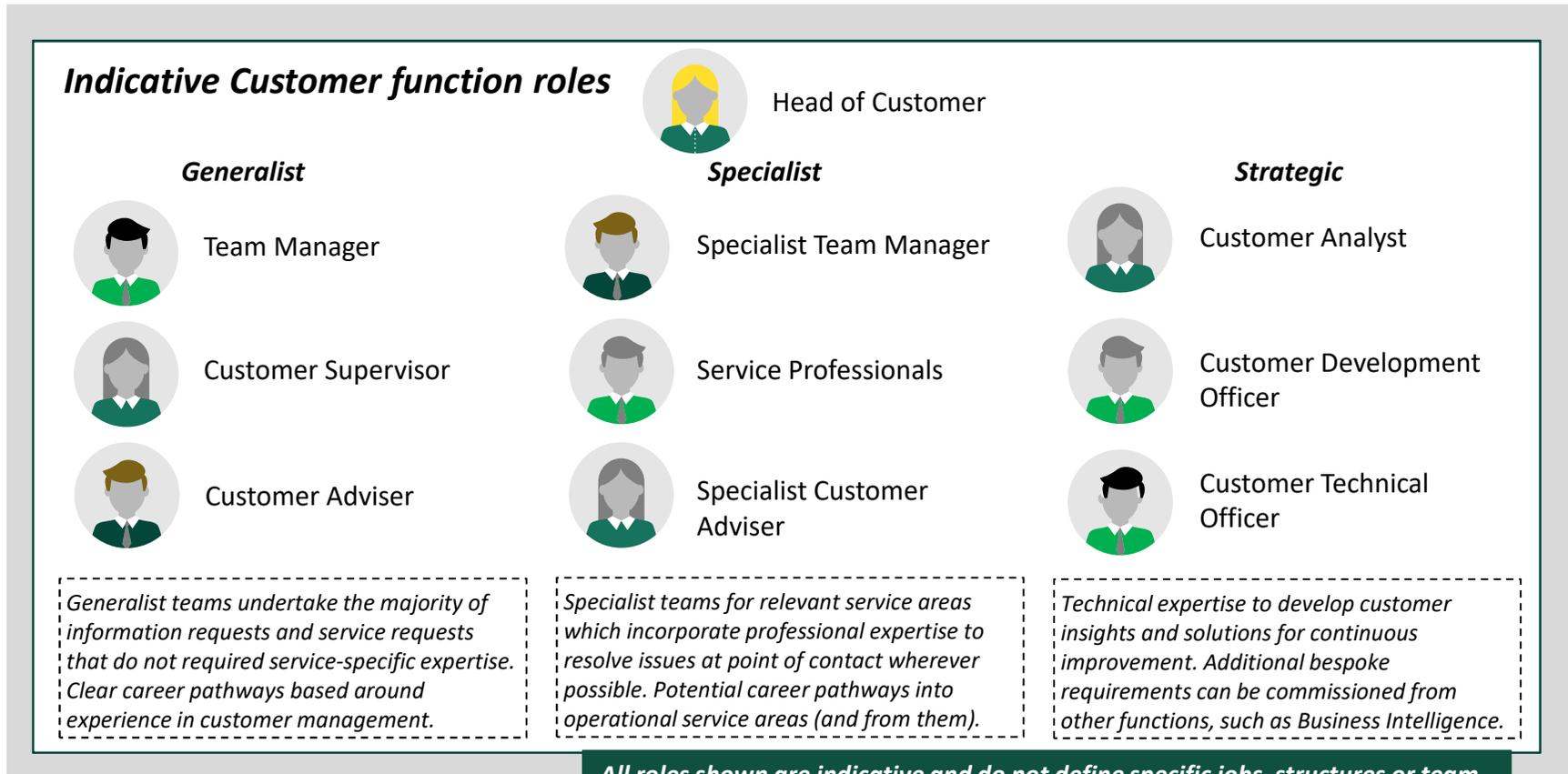
- Responsible for the most complex customer interactions which require highly service-specific expertise.
- Responsible for ongoing customer management which occurs through service delivery.
- Need to ensure information on service delivery and feedback loop between consolidated customer function and service areas (through integrated systems, technology and processes).

\*Further detail on the roles set out below is available at Appendix D.

## How will Customer Management work in the future (iv)...

### Enhanced Customer function roles \*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for the enhanced Customer function, undertaking Customer Management and Assessment activities as appropriate. The balance and structure of these roles across a virtual hub and service areas will be determined during the construct phase.

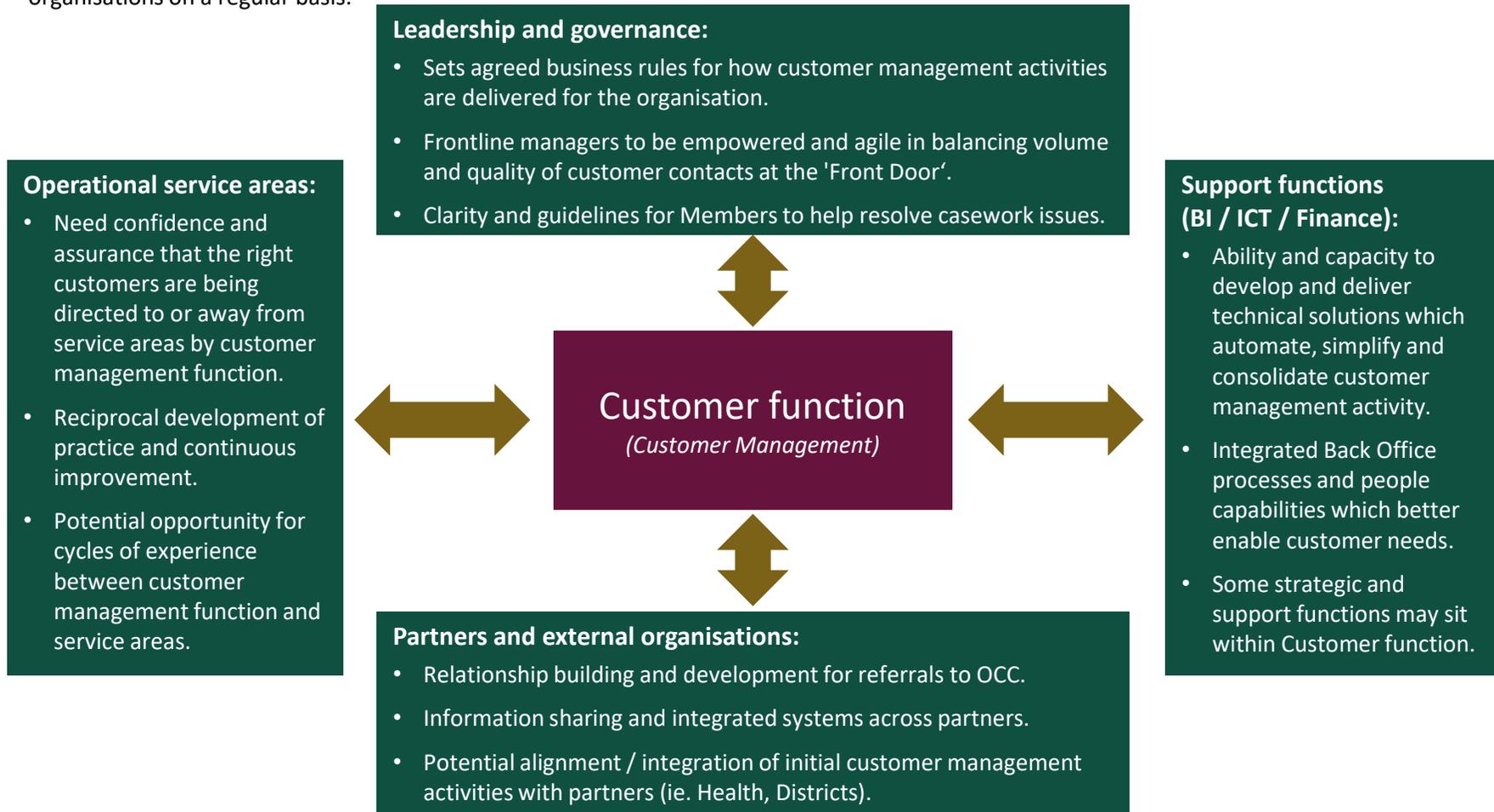


**All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).**

## How will Customer Management work with the rest of the Council...

### The interaction model

The consolidated Customer function will be required to engage, interact and develop links with other parts of the Council as well as wider organisations on a regular basis.



## What needs to change in order to achieve this\* (i)...

\*A detailed explanation of each enabler required is available at Appendix D.

### Enablers\*

#### Strategy

- Agreed OCC Customer Strategy, detailing the Council’s customer offer for accessing information and services that it provides.
- Consistent policies for the ‘front door’ in line with the strategy
- Promote low-cost digital channels for all service areas, with ongoing rationalisation of telephone numbers and face-to-face contact for simple information requests and transactions.
- A consistent approach to Assisted Digital across the council, providing additional support for more complex customers to use these channels where required.

#### Governance

- Cross-Council compliance and oversight with its agreed Customer Strategy.
- Clear navigation and guidance at the front door for members.
- Effective oversight and quality assurance shared between Customer function and operational service areas.
- Appropriate delegation of decision making to frontline managers in the Customer function.
- Potential alignment and/or integration of customer management functions with other public sector partners.

#### Process

- Consistency in customer management processes regardless of contact channel, which will enable better alignment and integration with systems.
- Clearly defined processes for the Customer function to be undertaken on behalf of operational service areas.
- Simplification and automation of customer management activities across all service areas, with a particular focus on minimising surrounding administrative processes.
- Migrating initial contact handling activity by telephone and online from service areas into the Customer function.

#### Technology

- A digital portal for customers (residents, businesses etc) which enables online transactions, payments and appointment bookings. This portal also keeps customers informed of the status of their requests and applications.
- Use of chatbots and Artificial Intelligence to automate simple information requests and transactions for OCC customers.
- Developing and enhancing the number of e-forms for applications and service requests which are integrated with line of service systems to minimise processing time and repeat contacts.

## What needs to change in order to achieve this\* (ii)...

\*A detailed explanation of each enabler required is available at Appendix D.

### Enablers cont. \*

#### Information

- Clear and consistent data will be captured on customer demand types, volumes and contact channels utilised.
- Smart customer segmentation and cross-council understanding of current and predicted customer demand will inform customer management activities and service planning.
- Ongoing insight on customer satisfaction and experience used to improve customer management processes or service areas.
- Use of real-time demand information and historic patterns to inform resource planning and continuously improve the customer function to reduce failure demand.

#### People & Structure

- Service-specific expertise brought into enhanced customer function to resolve issues at first point of contact if possible.
- Operational service areas to focus effort on more complex customer management requirements and service delivery.
- Overarching management structure to ensure clarity and consistency of customer management activities.
- Strategic customer focus that involves customer segmentation, and predictive analytics to proactively avoid failure demand.
- Links to Council's asset strategy and use of locations.

#### Culture

- Putting the customer first in terms of co-creation and development of the front door with customers in mind.
- Networking and joining up internally to understand the wider offer from a whole council perspective.
- Cross-council trust and collaboration where this is a split in responsibilities and accountabilities for customer interactions.
- Staff empowered by and confident in technology and digital platforms so as they can assist customers in channel shift.
- Reflective practice built across the whole council rather than in pockets to continuously improve customer interactions.

## How will the Council know it has been successful...

### Measures of success



#### Efficiency

- Increased use of self-service and lower cost channels which reduces the cost to serve through customer management activity.
- Increased speed of service for customers who have simple information requests and service transactions.
- Reduced demand on the council as a result of greater prevention and early intervention, resolving issues at first point of contact as far as possible and minimising repeated requests for information and services.
- Appropriate use of resources to undertake customer interactions according to the type and complexity of demand.



#### Effectiveness

- Customer management activity is consolidated around clear roles and responsibilities with a consistent approach across the whole council.
- Increased proportion of staff effort in operational service areas focused on service delivery and supporting more complex customers instead of customer management activities.



#### Outcomes

- Increased number of customers are connected to other organisations or support in local communities which best meets their circumstances.
- Simple information and service requests are addressed quickly with minimal effort by customers and council staff.
- Members are well-supported when contacting the council on behalf of their constituents.
- Operational service areas receive all the information they need from customer management activities to plan and deliver an effective service for the customer.



#### Experience

- Increased customer uptake and confidence in the use of digital channels, but utilising additional support or alternative access where this is not possible.
- Increased customer satisfaction, with feedback captured consistently and used to develop and improve customer management on an ongoing basis.
- Operational service areas report that they are confident and assured that relevant customers are entering their services at the right time.

# What will Customer Management look like in practice...

\*Further user stories are available at Appendix D.

## An example user story\*



**Peter Andrews**

Peter is a 42 year-old resident and an active user of Oxfordshire's roads.

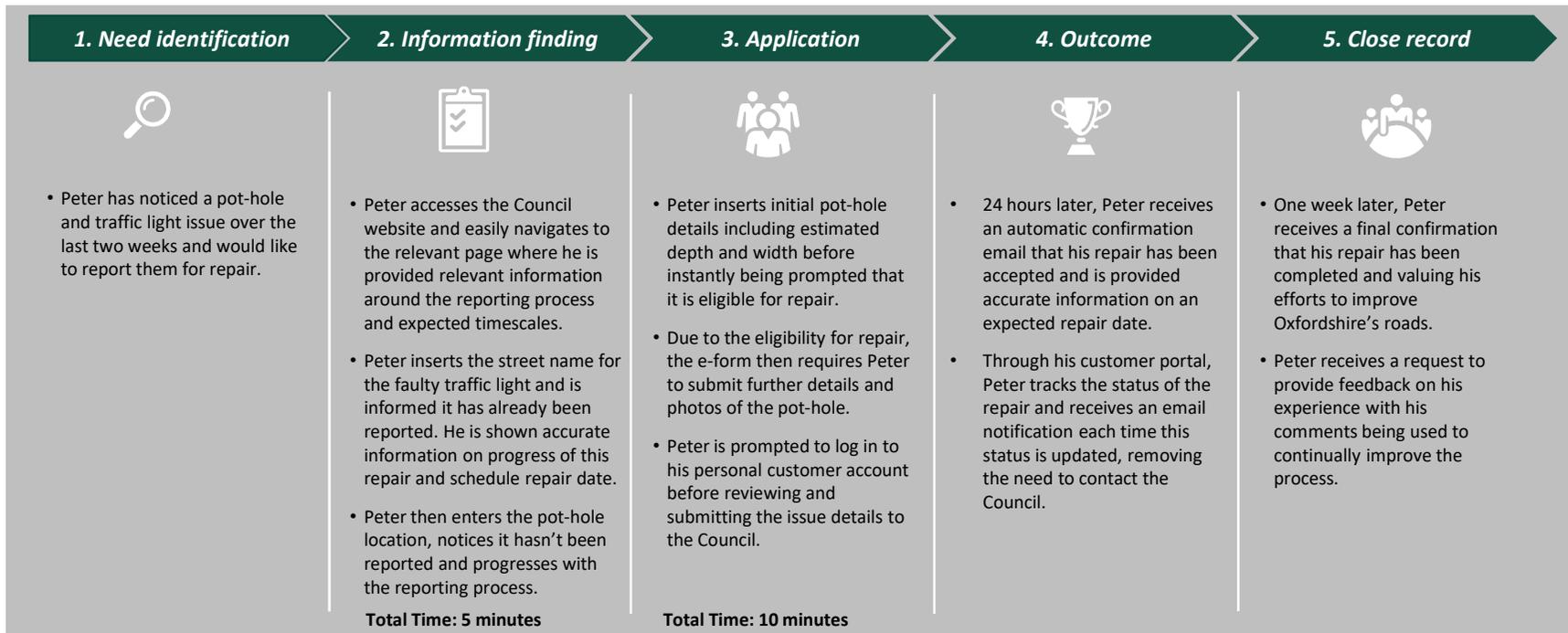
### User story...

*"Peter has noticed multiple street maintenance issues and would like to report these to the Council for repair."*

### What does this user story show...

- Simplicity and self-service functionality of a 'Report it' request.
- Reduction of duplication through upfront information for pre-existing issues such as the progress and outcomes.
- Automatic notifications providing progress updates and the ability to track progress through the digital portal.

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## What benefits can the Council achieve through this...

\* Further detail on the benefits case for Customer Management (as part of the Front Office) can be found in the Revised Financial Case and at Appendix F.

### Outcomes, experience and benefits\*



*Rethinking how customer management is undertaken will deliver **improved outcomes** for the Council and its Customers.*

- ✓ Customers will receive a response which is appropriate to their circumstances, which may be provided by the council or an alternative organisation.
- ✓ Greater consistency across the organisation in how customers interact and engage with the council.
- ✓ Improved clarity for council members and staff on responsibilities and connections across service areas and with partner organisations.
- ✓ Management of customers continuously evolves, informed by business intelligence and feedback from operational service areas.



*A **better experience** for external customers who interact with the council for information and services, as well as staff.*

- ✓ Customers can use digital self-service to access information and services at a time and place convenient to their lives.
- ✓ Customers will interact with knowledgeable staff able to resolve queries or route to the right service.
- ✓ Members will be well-supported in finding the right support for their constituents effectively and efficiently.
- ✓ Greater consolidation and professionalisation of customer management activities will mean operational service staff can focus on service delivery and customers who most need their support.



*Digital by Design and a Customer function contributes to the **overall financial benefits** from the Front Office.*

The key benefit levers which contribute to financial benefits through the Front Office include:

- ✓ Proactively pushing customers to lower cost channels
- ✓ Reducing avoidable customer contact with resolution at point of contact where possible
- ✓ Improving business processes and integrating systems to deliver end to end customer journeys
- ✓ Consolidating and better utilising resources for customer management.

This helps to reduce total effort expended on Front Office, and related Middle Office, activities.

# *Customer Assessment*

# What is Customer Assessment...

## Definition

### What it is...

- Customer Assessment is a key part of the Front Office, using information to decide whether and how services are provided.
- Rules-based assessments involve reviewing information against 'binary' criteria to make decisions.
- Complex assessments review information against variable factors, with decisions being based on professional opinion.



Eligibility checks



Assessment



Approval of services

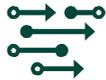
### What it isn't...

- A process which is undertaken in isolation from customer management activities or operational service areas.
- Applying a generic approach to determining need, eligibility and provision across a range of service types and customers.
- Undertaking checks of eligibility, needs or circumstances where it is not necessary.

### Why do we need it...

#### 268 FTEs

*We currently spend approx. **268 FTEs** worth of effort on customer assessment activities, a greater proportion than comparator councils.*



*Inconsistency and fragmentation of assessment processes across the council, with a number of handoffs and information requested multiple times.*



*Assessments can be excessive, with a risk averse approach requiring a disproportionate level of information from customers and significant staff time.*



*There is uncertainty for customers and staff about the status and outcomes of assessments.*



*Assessments are often conducted manually, with opportunities to automate assessment processes and introduce greater use of self service.*



*A proportionate approach to assessments based on risk, quality and cost will release staff capacity to focus on service delivery.*

## What will Customer Assessment do...

### What is the role of Customer Assessment within the Council’s operating model?

Customer Assessment is closely integrated with Customer Management as part of the Front Office, with several requests that are dealt with at point of contact with the council also requiring an assessment to test eligibility and type of service required. Its purpose is to ensure that customers can access the right type and level of service to meet their circumstances at the right time as effectively and efficiently as possible.

Customer Assessment			
Eligibility checks	Assessment (Non-complex)	Assessment (Complex)	Approval of services
Knowledge gathering	Knowledge gathering	Knowledge gathering	Decision making
Initial screening	Rules-based assessment	Complex assessment	Outcome notification
Eligibility decision	Determine service provision	Determine service provision	Routing to service provision
Routing for assessment	Recording and data entry	Recording and data entry	Decision appeals
	Quality assurance and support	Quality assurance and support	Close record
		Officer follow up / intervention	
		Ongoing case management / review	

For all assessments, eligibility checks determine entitlement to receive or request a service, with upfront information helping to manage demand and expectations.

Assessments to determine extent of eligibility can be broadly categorised into two:

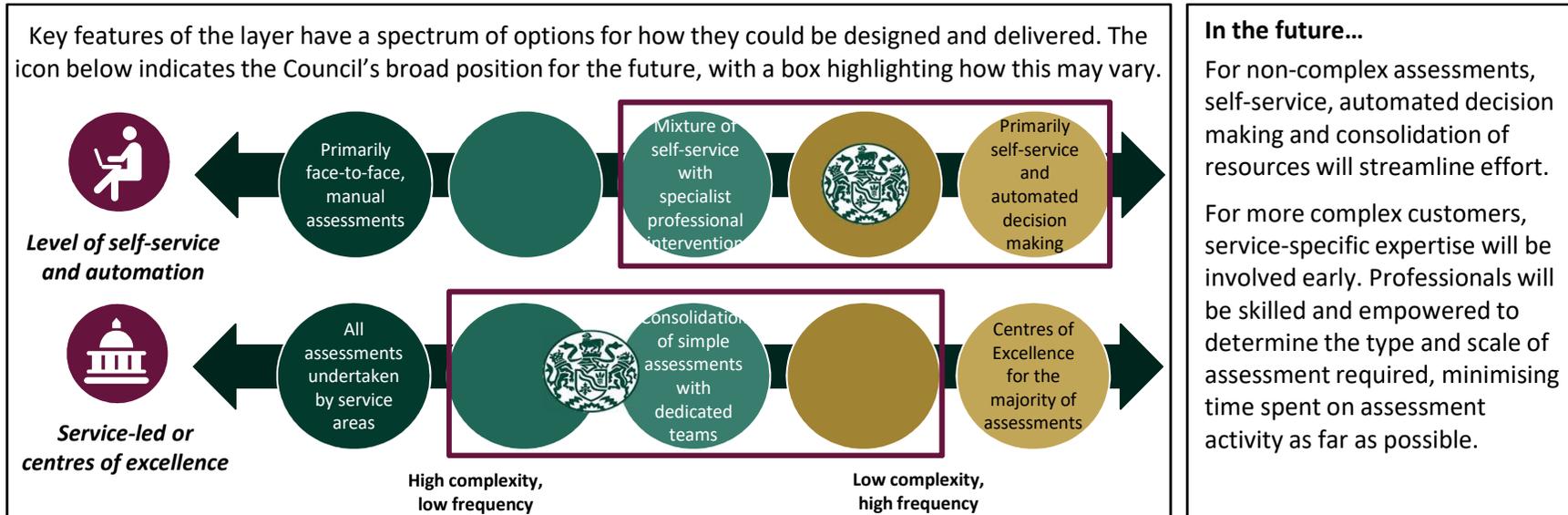
- **Non-complex assessments:** These are rules-based and relatively transactional, with information reviewed against ‘binary’ criteria to make decisions and limited additional judgement needed.
- **Complex assessments:** These assessment involved information being reviewed and judged against a range of variable factors, with decisions being based on professional opinion

The core processes for assessments are the same but the level, complexity and requirements will vary depending on the customer and service type. There will be consistency and use of automation as far as possible to streamline assessment processes, with divergence as required for more complex circumstances.

<b>Key:</b>	<b>Process Level 0</b>	<b>Process Level 1</b>	<b>Process Level 2</b>
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## What is the Council's future ambition for Customer Assessment...

### Future ambition for customer assessment



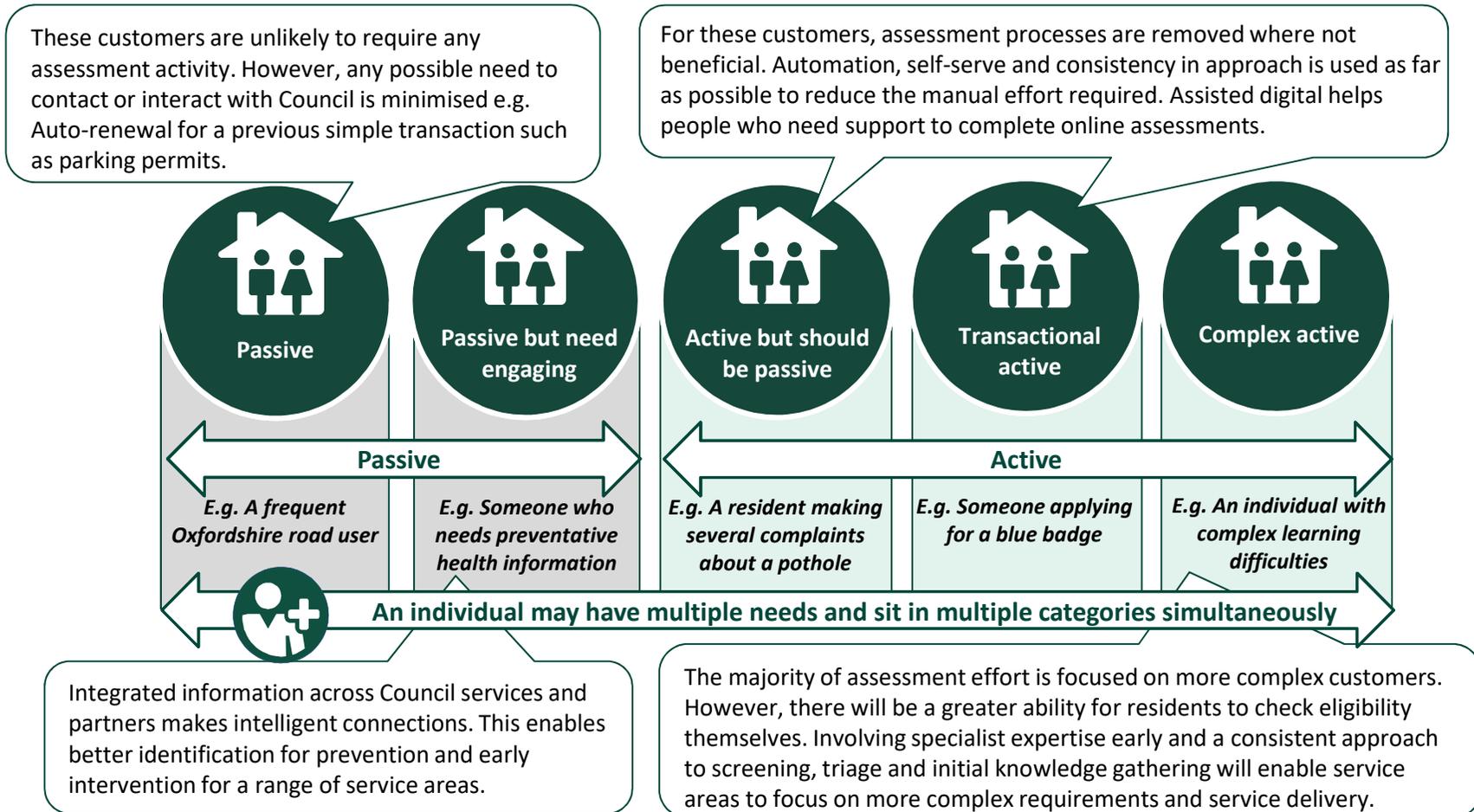
### Customer offer

 <p><b>Proportionate</b></p> <p>Assessments will be proportionate and offered at the right place at the right time, including the use of self-service options, all appropriate to the customer's circumstances.</p>	 <p><b>Informed throughout</b></p> <p>Customers will be assessed in a timely and appropriate manner, being informed of progress and with outcomes explained.</p>	 <p><b>Quality and fairness</b></p> <p>We will be customer-centred in our assessments with a focus on quality, fairness and achieving the right outcome, which will improve overall experience, effectiveness and efficiency.</p>
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## What will Customer Assessment look like in the future (i)...

### A flexible customer offer for different circumstances

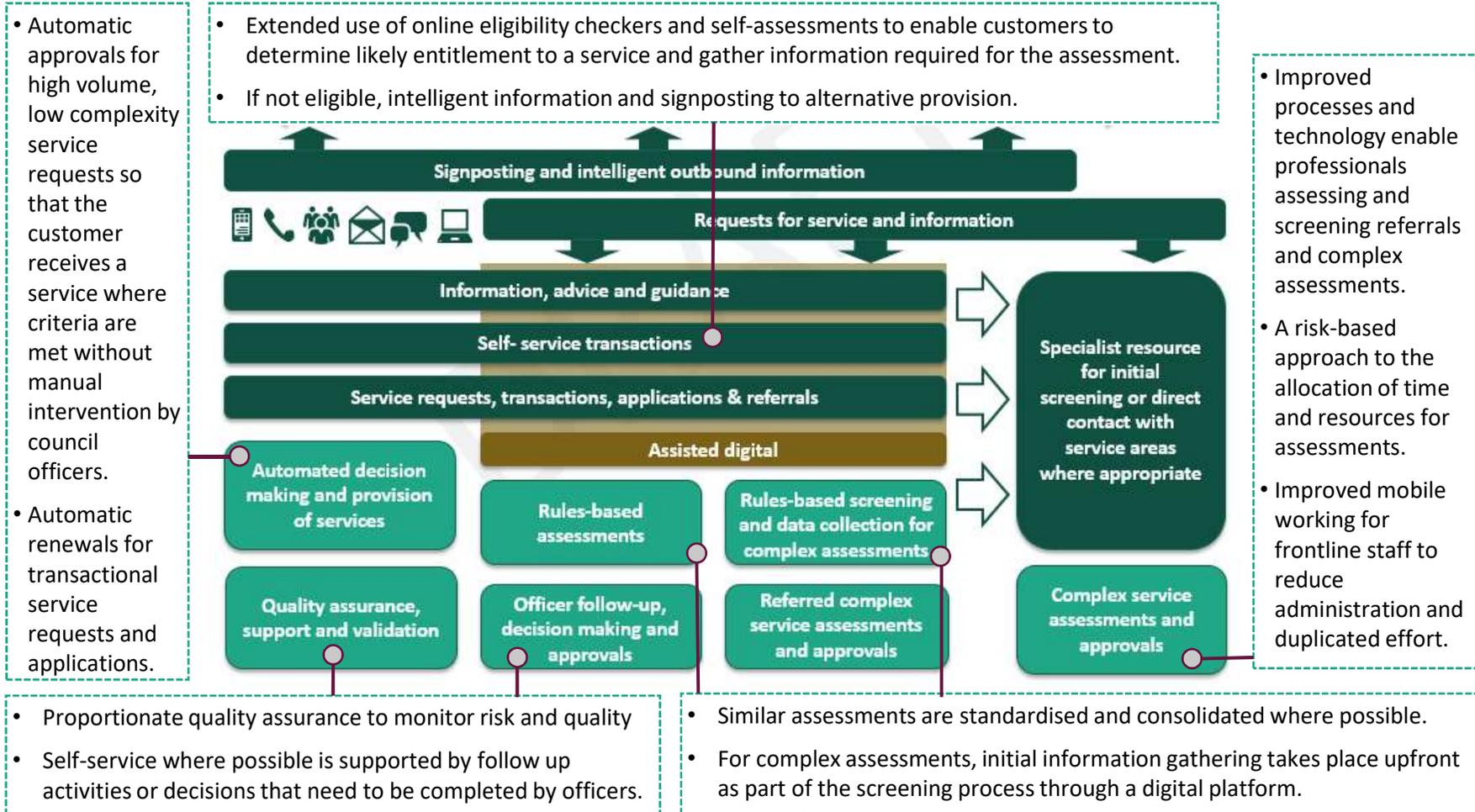
As with Customer Management, the approach to assessment will vary according to the needs and wants of a wide and diverse range of residents.



## What will Customer Assessment look like in the future (ii)...

### Key features of future Customer Assessment functions

Building on the Front Office model presented on slide 68, the following diagram highlights how Customer Assessment functions will be delivered.



## How will Customer Assessment work in the future (i)...

### Digital by Design



#### ***Automation***

For rules-based assessments, processes to determine eligibility and provision of services where defined criteria are met can be undertaken automatically when an application is made online. Key potential applications include the issuing of parking permits, transport passes and blue badges within clear circumstances. This will require integration of front and Back Office systems across the OCC digital platform, as well as robust quality assurance to monitor impact.



#### ***Customer-focused self-assessments***

Customers will undertake more self-assessments on digital channels to increase their involvement in eligibility checking and assessment processes. Self-assessments will be easy to access and understand with effective links and flags to operational service areas to capture needs appropriately. Where relevant, a focus on existing strengths can allow additional service provision to build on these assets and enable signposting to alternative forms of support through the Pre-Front Door.



#### ***Shared data across partners***

We will take a leading role, working with key partners such as Health, in enabling customer information to be accessible in an appropriate and secure manner to support a holistic view of service users. This will help improved collective planning and delivery of services.

### Mobile workforce

Many assessments will require a range of information and professional judgement on complex situations, including assessing physical environment. Staff will be better digital enabled to undertake these assessments more efficiently and effectively



#### ***Alternative channels for assessments***

The use of phone, Skype and photographs can be used to undertake some assessments remotely in appropriate circumstances, such as where risk is low or conditions are stable. This streamlines the assessment process for the customer and removes staff travel time.



#### ***Enabling technology***

Mobile enabled technology will allow frontline staff to better complete assessments on the move, as well as improving engagement with customers (such as social workers completing assessments with families on visits). Speech-to-text technology can also help to capture notes from an assessment, minimising additional effort for the staff member to write up notes back in the office.



#### ***Improved connectivity and access to systems***

Enabling better internet connectivity for frontline workers by using MiFi dongles, tablets with 4G or wifi hotspots, or making use of offline functionality, will support access to key line of business systems and reduce duplication in rekeying information.

## How will Customer Assessment work in the future (ii)...

### An enhanced customer function

Alongside Customer Management activities, the enhanced customer function will also undertake some assessment activity. Most complex assessment activity will take place in service areas but will not have to repeat initial screening or information gathering performed by the Customer function wherever possible. The box diagram below represents how key responsibilities will be delivered in the future.

#### Enhanced Customer function

- Where possible, assessments automated or shifted to online channels to reduce manual involvement.
- Where assessment is required as part of initial contacts to the council, this undertakes many non-complex assessments, eligibility checks and initial information gathering for complex assessments.

#### Management team

##### Core customer assessment

- Key role in assisted digital to support customers with self-assessments and determining eligibility.
- Limited role in undertaking assessments for services.

##### Advanced customer assessment

- Lead role where assessments need officer follow up and intervention, quality assurance or validation.
- Right capabilities and knowledge to assess and determine eligibility and entitlement, or escalate and route quickly to services.

##### Specialist customer assessment

- Undertakes screening, triage and information gathering for services such as Adults' and Children's.
- Includes right specialist expertise who can make professional judgements on appropriate interventions / re-directing of customer.

#### Strategic customer function

- Responsible for driving continuous improvement in customer assessment activities.
- Key role in identifying patterns and trends in assessments outcomes and root causes to be more proactive in influencing demand.
- Works to establish links and learning between assessment types across service areas to build insight and influence planning.

#### Customer assessment in service areas

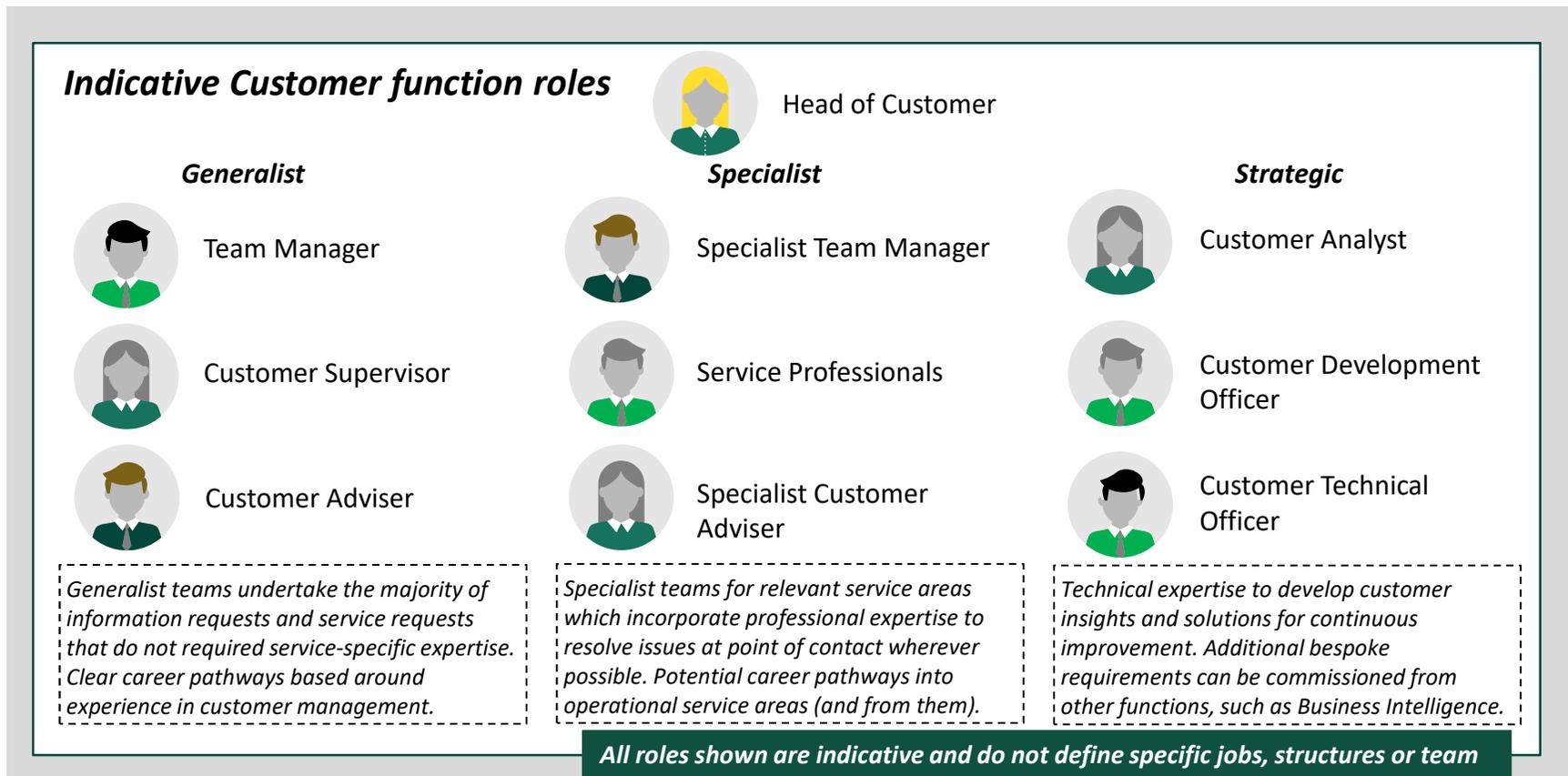
- Responsible for complex assessments which require highly service-specific expertise, particularly where statutory responsibilities need to be fulfilled.
- Services will also undertake re-assessments and reviews, applying technology and a more streamlined approach to ensure assessment activity is proportionate to circumstances.
- Ongoing development of more consistent approaches to common areas of assessment across service areas to reduce duplication and fragmentation of effort and information.

## How will Customer Assessment work in the future (iv)...

\*Further detail on the roles set out below is available at Appendix E.

### Enhanced Customer function roles \*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for the enhanced Customer function, undertaking Customer Management and Assessment activities as appropriate. The balance and structure of these roles across a virtual hub and service areas will be determined during the construct phase.

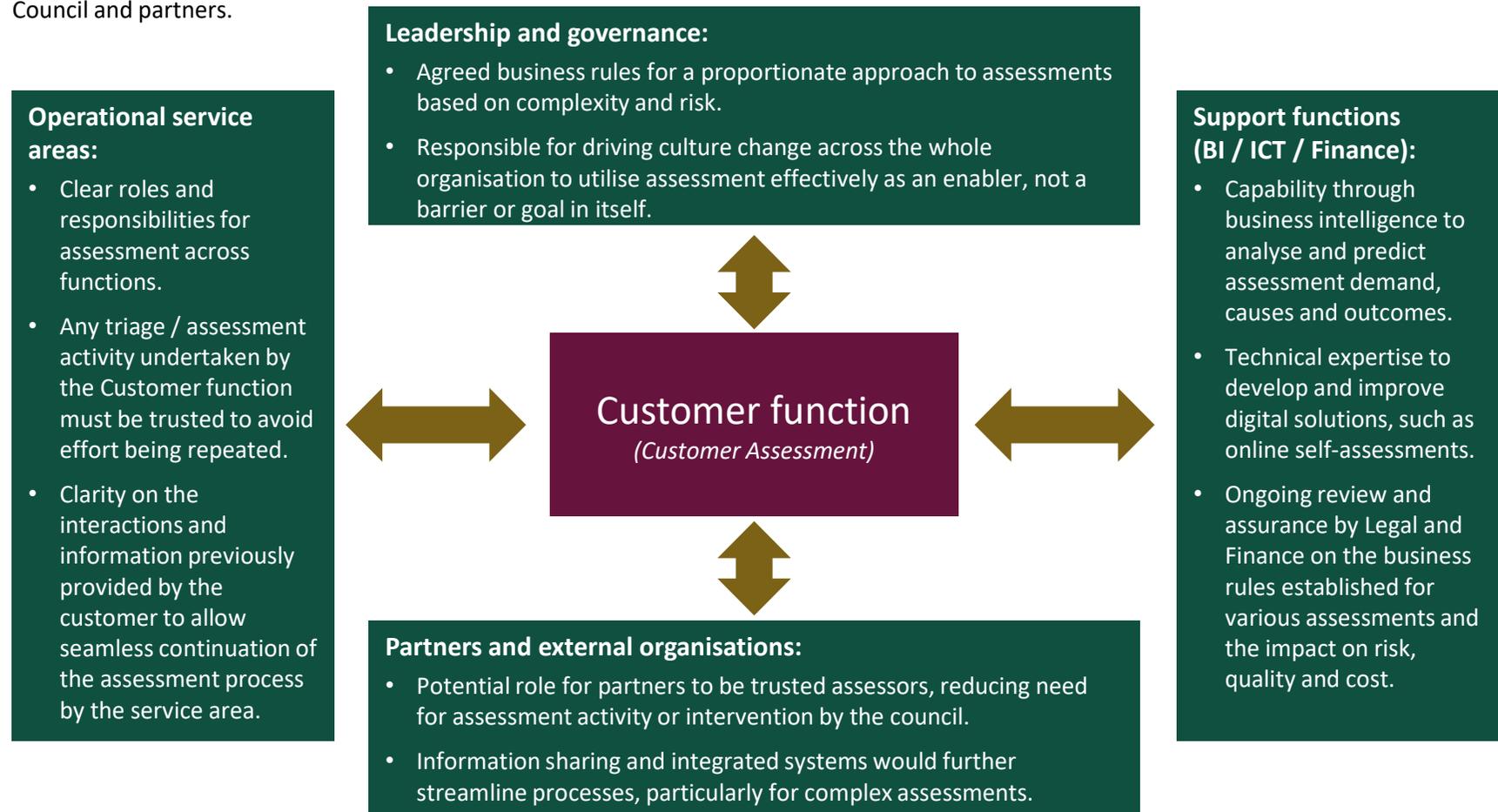


**All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).**

## How will Customer Assessment work with the rest of the Council...

### The interaction model

Assessment activity undertaken by the enhanced customer function will require close engagement and collaboration with other parts of the Council and partners.



## What needs to change in order to achieve this\* (i)...

\*A detailed explanation of each enabler required is available at Appendix E.

### Enablers\*

#### Strategy

- Establish clear policies and business rules based on complexity and risk which determine when and how assessments are undertaken, aiming to minimise assessment activity and maximise service delivery by the council or other parties.
- Development of partnership working across Oxfordshire so shared data and knowledge informs assessments, providing a more holistic view of the customer and a seamless response to their circumstances.
- Changes to operational practice which remove unnecessary assessment activity and promote self-assessments.

#### Governance

- Organisational will and agreement to provide services automatically without assessment in defined circumstances (e.g. parking permits; blue badges) with retrospective quality assurance such as spot checks, audits etc.
- Appropriate delegation of decision making to frontline managers to determine level and intensity of assessments required.
- Oversight and quality assurance to ensure statutory requirements for assessments are sufficiently met in relation to Adults' and Children's Services.

#### Process

- Clear upfront information on eligibility, process and timescales to keep customer informed and updated.
- Reduced handovers and gaps between contact, assessment and service being delivered in order to support an effective and timely response.
- Simplification and consolidation of processes to streamline complex assessments.
- More agile decision making, including passporting into a service where there is a clear need or trusted referral, to increase effort on service delivery instead of assessment.

#### Technology

- Integration of technology and systems to support a single view of the customer across all service areas which will underpin assessment activity.
- Customer-focused design of digital platforms and supporting infrastructure to expand and enhance the use of online eligibility / self-assessment tools.
- Improved use of technology and connectivity for staff to undertake assessments on the move and reduce duplicated effort once back in the office.
- Use of photos / Skype to shift assessment to remote channels.

## What needs to change in order to achieve this\* (ii)...

\*A detailed explanation of each enabler required is available at Appendix E.

### Enablers cont. \*

#### Information

- Strong identity management to support single view of the customer and help to determine eligibility for other services across the Council and partners.
- Improved access (where appropriate) to customer data across the council and partners to improve efficiency of assessments.
- Improved operational information for managers to better map demand to capacity and track workflows, timeliness and other performance indicators.
- Insight and predictive analytics on assessment outcomes and root causes of demand to improve practice and service planning.

#### People & Structure

- Staff who undertake rules-based assessments to act as navigators and connectors to other council services if appropriate, including escalation if further expertise is needed.
- Specialist expertise to be involved early for complex assessments to effectively screen, triage and route demand, avoiding issues and duplication further downstream.
- Frontline managers to be empowered and agile in balancing quality and quantity of assessments.
- Capability to link assessments for similar needs or services to improve the customer experience and reduce duplication.

#### Culture

- Empowering and encouraging all staff to adopt a risk based approach to assessment and decision making, supported by strong and supportive managers.
- Confidence to trust the work that has been done by others and have the discipline to build on assessments rather than redoing them.
- Creating opportunities for customers to self-assess, take responsibility and do things for themselves where possible.
- Working with partners to share the right information, take responsibility and be proactive in working towards joint goals.

## How will the Council know it has been successful...

### Measures of success



#### Efficiency

- Reduced demand as a result of greater prevention and earlier intervention, customers receiving right level of support when appropriate and removing repeated contacts for further information, status updates or support.
- Reduced steps and handoffs in assessment processes with no duplication of information gathering, screening or other relevant assessment activity.
- A greater proportion of staff effort is focused on direct service delivery with customers and minimised for assessment activity.



#### Effectiveness

- Increase in the number of assessments completed within appropriate timescales as a result of more streamlined processes and technology.
- Greater flexibility of resource across the enhanced Customer function and operational service areas to respond flexibly to seasonable peaks in demand, such as school admissions and social care referrals in winter.



#### Outcomes

- Improved service outcomes and reduced failure demand as operational services are better able to provide the right type and level of support or intervention.
- Fewer customers return for additional or similar assessments as they receive support which is appropriate to their circumstances when they need it.
- Fewer complaints and appeals due to greater clarity for customers on the assessment process and reasons for decision.



#### Experience

- Customers report that they have been assessed promptly, fairly and with dignity.
- Customers have realistic expectations of their potential eligibility and service response through upfront information and self-assessments tools.
- Customers do not have to repeatedly tell their story or provide information in order to support an assessment.
- Assessment process is seamless with minimal delays and customers are kept informed on timescales and status.

## What will it look like in practice...

\*Further user stories are available at Appendix E.

### An example user story\*



*Rose Johnson*

Rose is a 75 year old local resident who would like to apply for a parking permit.

#### User story...

“I have recently moved to Oxfordshire and would like to sort out parking for my car.”

#### What does this user story show...

- A resident’s experience of an ‘Apply for it’ process with a rules-based assessment.
- The role and value of assisted digital.
- Effectiveness of automation in rules based decision making and self-service eligibility.

#### 1. Need Identification



- After recently moving to the area, Rose decides she would like to apply for a parking permit.
- Rose accesses the Council’s website and easily find the correct page to apply.
- If Rose was not fully confident with using the website, she could call a customer adviser at the Council who would use the same platform and coach Rose to use digital channels next time.

#### 2. Information Finding



- The application page includes all relevant information on the cost, timescale and criteria around applying for a parking permits.
- Rose logs in to her customer account before progressing with her application.
- After checking a few simple criteria, Rose progresses to the application e-form.

#### 3. Apply for it



- Rose’s personal details from her account are pre-populated into the application e-form and she completes the remaining fields.
- A web-chat from a customer service agent pops up noticing Rose is having issues completing a few fields. With their support, Rose is able to correctly complete and submit the application.
- Rose receives a text notifying her that she will hear a response within 24 hours.

**Total application time:** 20 min

#### 4. Outcome



- 24 hours later, Rose is informed her application was accepted, she pays via the online portal and her parking permit is issued.
- Rose is informed her parking permit will be auto-renewed each year provided she confirms there is no changes in her circumstances.

#### 5. Review



- The following year, Rose receives a text requesting that she confirms there has been no change in address and circumstances.
- Rose confirms with a single text that her circumstances have not changed and her permit is automatically renewed and re-issued.

## What benefits can the Council achieve through this...

\* Further detail on the benefits case for Customer Assessment (as part of the Front Office) can be found in the Revised Financial Case and at Appendix F.

### Outcomes, experience and benefits\*



*An agile, proportionate approach based on complexity and risk will deliver **improved outcomes** for the Council and its Customers.*

- ✓ Quicker decisions and provision of support where required across all service areas (or signposted to alternative provision if not eligible).
- ✓ Complex assessments which are proportionate and informed by appropriate expertise ensures the right service is provided in the right way.
- ✓ Greater involvement of customers through self-assessment.
- ✓ Customers may not receive the outcome they want or expect from an assessment, but they will recognise the process has been prompt, transparent and fair.



*A **better experience** for external customers who request or require services or support from the council.*

- ✓ Customers can self-assess and check eligibility, status and outcomes of their assessment in quick and simple ways.
- ✓ Assessments will capture a proportionate amount of information to the service being requested.
- ✓ Customers will not have to provide the same information multiple times to be assessed.
- ✓ Streamlined route through assessment to service provision.
- ✓ Efficient and effective assessments will allow a greater focus on service delivery, motivating operational staff.



*Digital by Design and a Customer function contributes to the **overall financial benefits** from the Front Office.*

*The key benefit levers which contribute to financial benefits through the Front Office include:*

- ✓ Automating non-complex assessments and greater user of self-assessments
- ✓ Removing duplication of effort in assessment activity, such as screening and information gathering
- ✓ Simplifying processes and systems for quicker assessments and decisions
- ✓ Using the right mix of resources to undertake assessments and handover into operational services.

*This helps to reduce total effort expended on Front Office, and related Middle Office, activities.*

## 3e. Back Office

## What is the 'Back Office'...

### The layers of the Back Office

The Back Office is primarily comprised of those business capabilities that interact with and provided enabling support to internal customers (staff and members). It collectively refers to the bottom four layers of the Council's TOM:

#### Provision Cycle

The Provision Cycle layer provides the framework of processes and activities through which the Council decides how best to meet an identified need or to achieve a specific outcome.

#### Enabling & Support Services

The Enabling & Support Services layer provides the Council with Enabling & Support Services that will be optimised to meet the needs of internal customers through process improvement, the use of enhanced digital systems and clear delineation of roles and responsibilities.

#### Strategic capability

The Strategic Capability layer provides the business capabilities that the Council requires in order to define it's vision, high level strategy and objectives, as well as the high level business capabilities required to support, manage and review the realisation of each of these.

#### Business intelligence

The Business Intelligence layer provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.

### Purpose of the Back Office

The overall purpose of the Back Office is to provide those areas of the Council that deliver products and services to external customers with the enabling services they require in order to operate (e.g. HR, Finance, Legal, ICT, Business Intelligence). In addition the Back Office also contains those business capabilities that set, support and monitor the delivery of the Council's strategy and that work with service areas to help them determine the most appropriate way to meet a customer need or requirement.

There are considerable interdependencies across the Back Office layers therefore this overview sets out the overarching principles and approach which underpins all four layers, providing the required integration and consistency for the future operating model. The design of each individual layer and its contribution to the Back Office is then set out in more detail.

## What are the principles that underpin its future design...

### Back Office design principles

 <i>Customer offering</i>	<ul style="list-style-type: none"> <li>• We will embrace the 'digital age' in the way in which we engage with our customers.</li> <li>• We will provide transparency, consistency and clarity of expectations of the strategic offerings</li> </ul>
 <i>Processes</i>	<ul style="list-style-type: none"> <li>• Our processes will be <b>simplified, standardised</b> and 'self serve' wherever possible.</li> <li>• Our processes will be designed around controlling risk rather than eliminating it.</li> <li>• We will be 'intelligent clients'.</li> </ul>
 <i>Technology</i>	<ul style="list-style-type: none"> <li>• We will use business intelligence and policy analysis to understand our technology requirements.</li> <li>• We will ensure staff have the right technology to support management of information and efficient and effective delivery of services to our customers.</li> <li>• We will <b>rationalise, standardise and link our applications</b> to support new ways of working.</li> </ul>
 <i>Information</i>	<ul style="list-style-type: none"> <li>• We will collect and store data once, <b>sharing between departments</b> where appropriate.</li> <li>• Our staff will have access to standardised performance information and reports (in real time where possible), to ensure consistency across the organisation.</li> <li>• We will use business intelligence to improve the way in which we use our information.</li> </ul>
 <i>Organisational structure</i>	<ul style="list-style-type: none"> <li>• We will <b>embed accountabilities</b> at the right level to enable us to make the right decision, at the right level, at the right time.</li> </ul>
 <i>People capabilities</i>	<ul style="list-style-type: none"> <li>• We will <b>empower our staff</b> to take ownership of the relationship with customers and to drive the delivery of solutions.</li> <li>• We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.</li> </ul>
 <i>Performance Management</i>	<ul style="list-style-type: none"> <li>• We will measure the right things, through a consistent performance management framework, from corporate outcomes to individual performance.</li> <li>• We will empower and support our partners to utilise performance information to innovate, take measured risks and manage demand.</li> </ul>

## What will the Back Office look like in the future...

### Key characteristics of the Back Office

#### Consistent across the whole Council



The Back Office will provide internal and external customers with a set of consistent business capabilities that are delivered on a 'whole council basis'. Existing silos will be broken down and Back Office capabilities will be consolidated and standardised where appropriate.

#### Enabling



The Back Office will deliver a responsive and high quality service to customers. The menu of products and services delivered by the Back Office capabilities will be developed in partnership with customers and will be regularly reviewed to drive a cycle of continuous improvement.

#### Powered by technology



The Back Office will be powered by technology. This will provide customers with easy access to the tools, information and insight they need in order to deliver against the Council's strategic objectives.

#### How will the functional model for the Back Office work...

The future Back Office will have standardised and consistent processes that are delivered on a whole Council basis so that the siloed, fragmented and duplicative ways of working identified in the case for change are eliminated. Back Office capabilities will be consolidated wherever appropriate, with close collaboration between Back Office capabilities and service areas in order to ensure that the needs and wants of service areas are being managed and met. Technology, systems and processes will be streamlined and consideration will be given to the most appropriate channel through which to deliver Back Office capabilities (Self-service; dedicated business partners supporting activities for service areas; specialist corporate hub leading activities which can take place on a whole council basis).

## An approach that drives consistency and efficiency but recognises specialist requirements where they exist...

### Customer segments

The Back Office design is primarily focused on internal customers (members and staff) as the main customer segments interacting with the business capabilities in the Back Office. The Back Office offer to its customers will primarily be focused on **consistency and efficiency** but will recognise **specialist needs / requirements** where they exist.



#### Members

The Back Office will ensure that members have access to the insight and information they need to make, review and scrutinise decisions.

It will also support the role of members in setting the overall direction of the Council as well as ensuring that members are clear on who they can talk to within the Council about key issues and case work.



#### Staff

The Back Office will provide staff with the direction, guidance and enabling services they need to deliver services to external customers. Services will be delivered through multiple channels and will be standardised wherever appropriate however access to specialist / professional support will also be available.

### Functional model

Increasing use of self service and business partnering is key to the council's Back Office model, driving consistency / efficiency and lowering cost wherever appropriate.

#### Self service

- Wherever appropriate Back Office capabilities will be self service (powered by the appropriate technology).
- Scrutiny will be applied to all non-self service activity to determine if it can be shifted to this model.

#### Business partnering

- For more specialist / professional Back Office capabilities there will be increased use of business partnering to drive the development of professional skills / career paths across the Back Office.

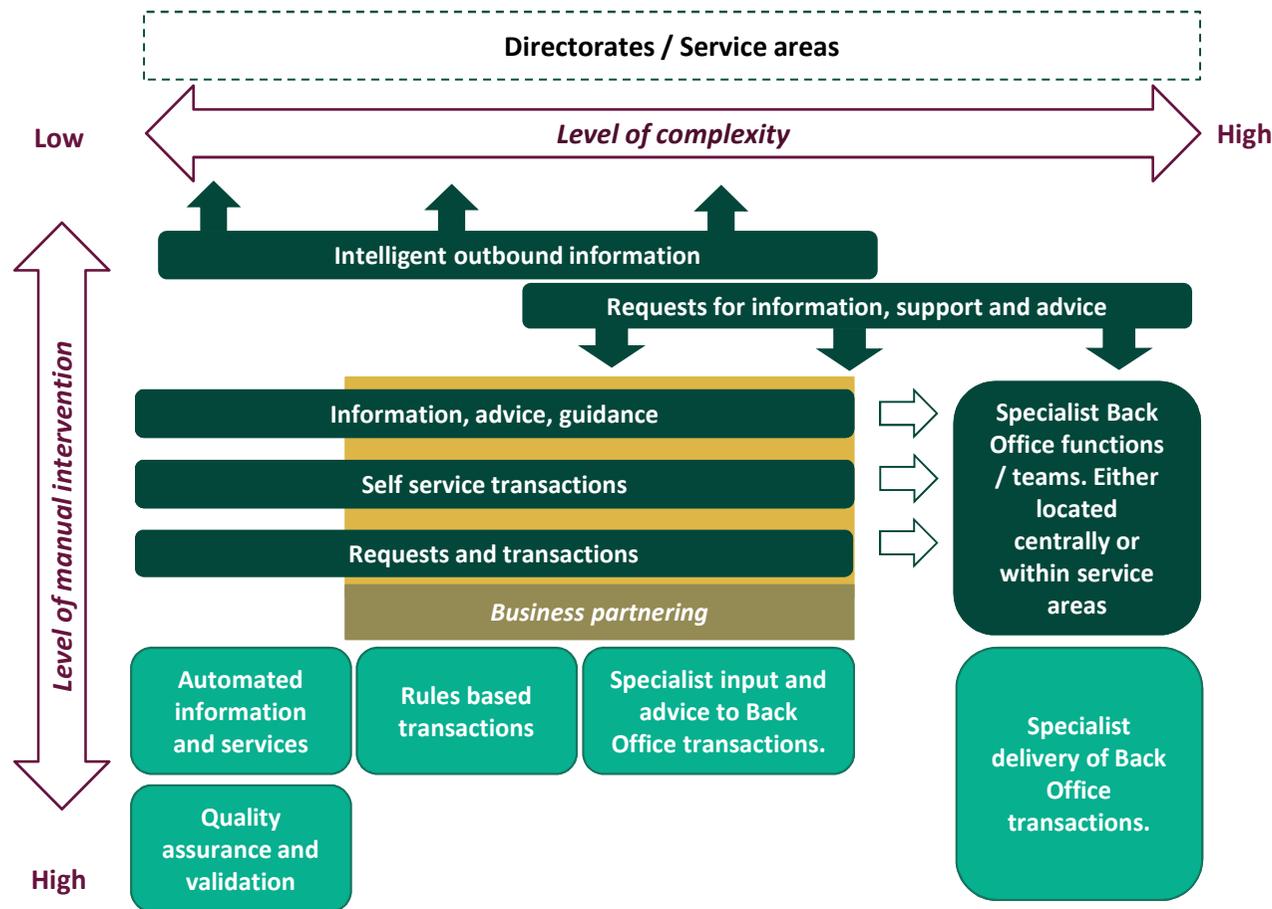
#### Embedded Back Office support

- Scrutiny / challenge will be applied to all embedded Back Office support to challenge service areas over whether this could be delivered through alternative, lower cost models (where appropriate).

## The functional model for the Back Office of the TOM...

### Functional model for the Back Office

The model below sets out how the key functional elements of the **Provision Cycle, Enabling & Support Services**, the **strategic capability** and **business intelligence** combine together to form the Back Office for the council.

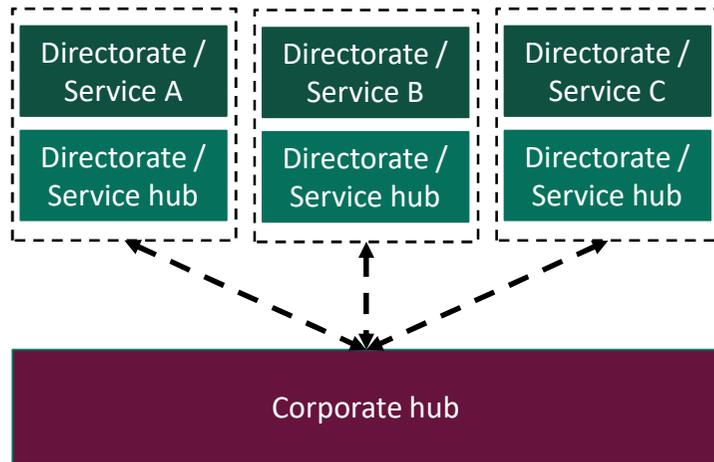


- The functional model for the Back Office will be based on the principle of self service and self sufficiency wherever appropriate. This will be driven through investment in technology and the use of intelligent outbound information.
- Where customers do need specialist support for a Back Office process, a business partnering model will be the preferred delivery channel calling on corporate resources where needed (e.g. Business Administration support).
- Where requirements are more complex, specialist Back Office teams will be used (either located as a corporate hub or, where appropriate, with service areas).

## Introducing the hub and spoke model

### How will the hub and spoke model work in the council

For some business capabilities in the back office, a hub and spoke model will consolidate and co-ordinate resources at different levels to effectively deliver Council functions. The model will be applied in different ways according to the purpose of each function.



*This visual is indicative and the number of directorate/service hubs will vary according to function.*

Overall, using a hub and spoke model supports consistency across the whole organisation while assuring flexibility and expertise for specific directorate or service areas where needed. There are three key features of the model:

- **Corporate hub:** This type of hub leads on activities which can take place on a whole council basis. It also sets clear policies, processes and procedures to ensure a consistent approach across the whole organisation.
- **Directorate / service hubs:** These hubs lead on activities requiring specific expertise and understanding of a directorate / service, interacting with the wider service area. The hubs consolidate related activity for their respective areas, where appropriate, and are aligned with the consistent approach set by the corporate hub.
- **Spokes:** The hubs must be connected by the flow of activity, information and ideas, enabled by effective processes and technology. This exchange might also be facilitated by Business Partners. Spokes are critical for effective collaboration between hubs so they work collectively together.

### Different hubs will take the lead in different areas

The role and scale of the corporate and directorate hubs will vary by the different functions. In order to establish the right balance between hubs and their connecting spokes, the following principles will be considered during the Construct and Implement stage:

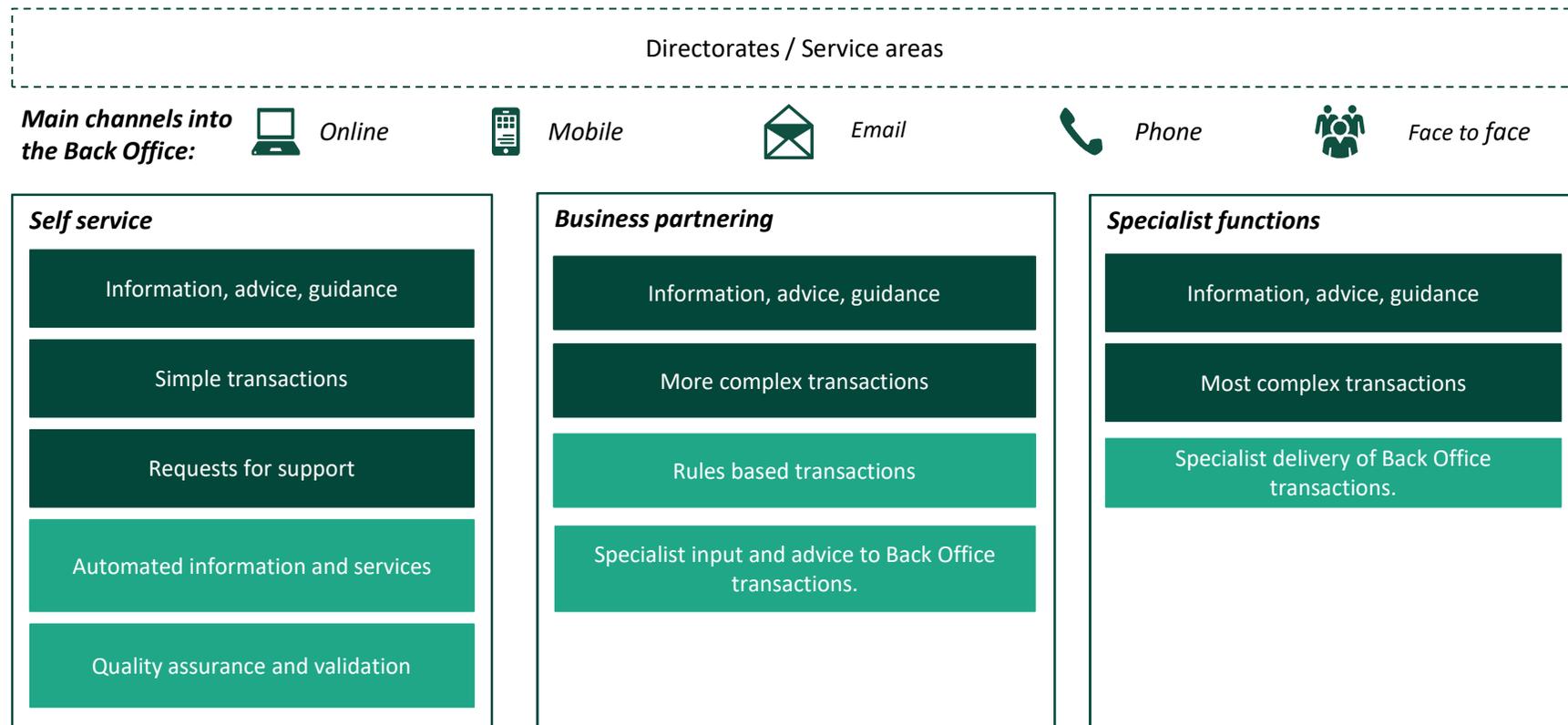
- **Enhance functional expertise** – Corporate hubs will consolidate resources, where appropriate, to grow functional expertise that can operate across the whole council and build best professional practice.
- **Maximise cross-council co-ordination** – The balance between the hubs will reduce fragmentation and enable more cross-cutting opportunities and use of resources across the whole council.
- **Responsive to service needs** – All hubs will be able to deliver against and adapt to the requirements of operational service areas while maintaining agreed levels of consistency across the whole council.

## How Back Office functions will be delivered in the TOM...

### A blended approach to delivering Back Office functions

In order to effectively address the wide range of services types, requests and needs that service areas across the Council require from the Back Office, a **blended approach will taken** to delivering these function in a consistent manner.

The three main approaches are highlighted below, along with the **main functions** that they will undertake in the TOM.



## What benefits can the Council achieve through this...

\* Further detail on the benefits case for the Back Office can be found in the Revised Financial Case and at Appendices G - J.

### Outcomes, experience and benefits\*



*A simplified and consistent Back Office will deliver **improved outcomes** for Council staff and members.*

- ✓ Customers interacting with the Back Office will receive the right support they need, through a convenient channel and within a time frame that they understand.
- ✓ Customers can access appropriate information and services more easily and quickly, so issues do not escalate and take up more time and resources than initially required.
- ✓ The offer from the Back Office to services will continuously improve as a result of better insight and understanding across the whole council of needs and demand.



*A **better experience** for staff and members who interact who are customers of the Council's Back Office.*

- ✓ Digital channels and simpler ways of working will make it easier for staff and members to access information and complete transactions.
- ✓ Staff will experience a seamless journey across Back Office functions powered by appropriate technology and simple processes.
- ✓ Staff will have a clearer understanding of the service offer available to them from Back Office functions and where to go when they need support with more complex queries and transactions.



***Benefits of £5.4m – £7.9m per annum** through moving to a standardised model for Back Office functions and consolidation of effort where appropriate.*

- ✓ Through moving to a standard and consistent model for the delivery of Back Office functions the Council can eliminate much of the inefficiency, duplication and fragmentation of effort highlighted in the case for change.
- ✓ In addition, through consolidating effort spent on Back Office functions, where appropriate, the Council could achieve a reduction in effort of between 129 – 177 FTE per annum.

# *Provision Cycle*

## What is the Provision Cycle...

### Definition

#### What it is...

- The Provision Cycle refers to the framework of processes and activities through which the Council decides how best to meet an *identified need* or to achieve a *specific outcome*, including commissioning, contracting and the management of third party suppliers.
- The Provision Cycle is comprised of the following business capabilities:



Commissioning



Procurement



Contract  
Management

#### What it isn't...

- The Provision Cycle is not a 'one size fits all' approach to making decisions about how the Council will provide products and services. It will adapt to circumstances, particularly in situations involving discussion and decision making with external partners.
- A decision making capability in of itself. The Provision Cycle provides the framework through which services can make decisions. It does not remove accountability or responsibility from services.

#### Why do we need it...

**111 FTEs**

We currently spend approx. **111 FTEs** worth of effort on the Provision Cycle.



We have a lot, **4,300**, of low value suppliers where we are only spending an average of **£17.8k per year**.



The effort we spend on the Provision Cycle is **highly fragmented** across directorates, services, teams and roles.

**164,000 Transactions**

We process over **164,000 transactions** relating to the Provision Cycle each year.



We spend approximately **£400m** on goods and services from over **4,500 external suppliers** each year.



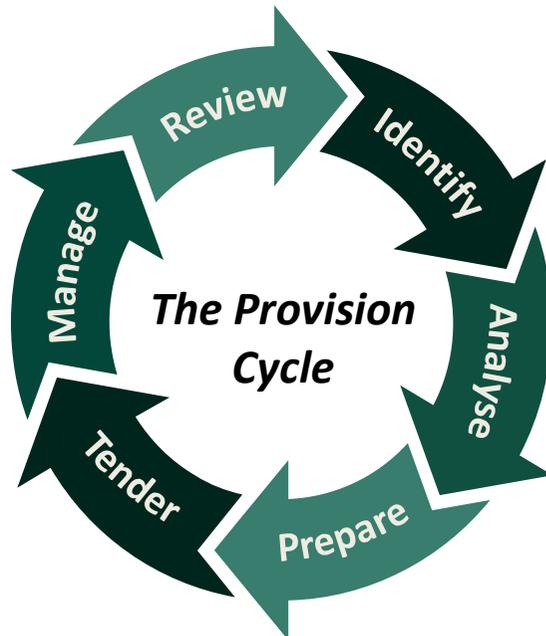
We **do not have a consistent approach** to managing the delivery of the 'Provision Cycle' across the Council.

## What will the Provision Cycle do...

### What is the role of the Provision Cycle within the Council's operating model?

The Provision Cycle provides a consistent framework of business processes and sub-processes through the completion of which the Council makes decisions about how it will deliver and manage the products and services it requires in order to achieve its strategic objectives.

A description of the level 2 business processes delivered across the Provision Cycle is shown opposite.



***A visual representation of the Provision Cycle....***

### ***Level 2 business process delivered through the Provision Cycle***

#### ***Identify***

*Identification of a need to achieve a specific outcome (Council, Directorate, Service, Team)*

#### ***Analyse***

*Analysis of the options available to achieve the required outcome. Decision through appropriate governance on course of action, such as to commission, provide in-house or alternative model.*

#### ***Prepare***

*Preparation of required documents and materials.*

#### ***Tender***

*Execution of tender process if required for chosen option.*

#### ***Manage***

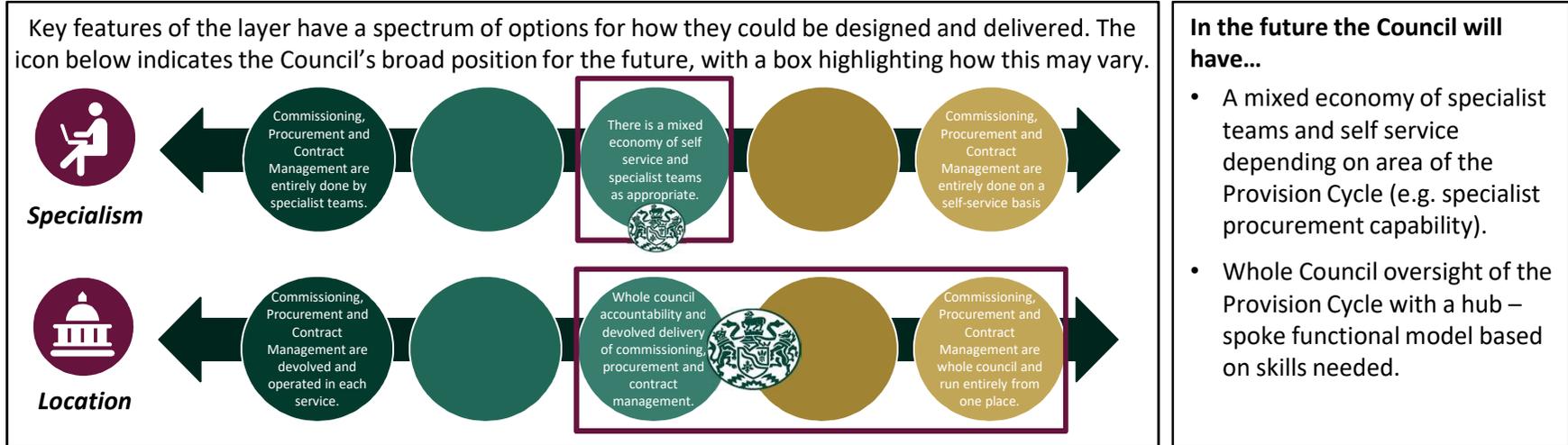
*Management of the contractual arrangements.*

#### ***Review***

*Review of whether the chosen option has achieved the outcome.*

## What is the Council's future ambition for Provision Cycle...

### Future ambition for the Provision Cycle



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### Customer offer

 <p><b>Members</b></p> <p>The Provision Cycle will ensure that officers engage with members when considering how to meet identified needs and outcomes.</p>	 <p><b>Staff</b></p> <p>The Provision Cycle will enable staff to make informed decisions about how to provide, and manage, products and services to residents.</p>	 <p><b>Businesses</b></p> <p>The Provision Cycle will enable the Council to provide businesses with clear and consistent messages about the strategic commissioning direction of the Council.</p>	 <p><b>Residents</b></p> <p>The Council will consult residents on changes to services which are commissioned to meet their needs, considering co-production work where appropriate.</p>
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## The following design principles have been used to drive the design of the Provision Cycle as part of the Council's TOM (i)...

### Provision Cycle design principles



#### Customer offering

- We will embrace the 'digital age' in the way in which we engage with our customers.
- We will work with our customers, where appropriate, to identify needs, describe outcomes and design services.
- We will hold a 'single record' for each of our customers (including partners and businesses) that will make it easier for them to work with us.



#### Processes

- We will design processes around the user and their experience, enabling self-service at every opportunity.
- Our processes will be simplified, standardised and automated wherever possible.
- Our processes will be designed around managing risk rather than eliminating it.



#### Technology

- Systems, applications and infrastructure will be designed around business need, with a consistent approach to functional requirements.
- We will be less reliant on property and paper for the delivery of services to our customers.
- We will rationalise, standardise and link our applications to support new ways of working.



#### Information

- The decisions we make will be informed by sound business intelligence and data analytics
- We will collect and store data once, sharing between departments where appropriate.
- Our staff will have access to standardised performance information and reports (in real time where possible), to ensure consistency across the organisation.

## The following design principles have been used to drive the design of the Provision Cycle as part of the Council’s TOM (ii)...

### Provision Cycle design principles cont.



*Organisational  
structure*

- We will embed accountabilities at the right level to enable us to make the right decision, at the right level, at the right time.
- We will provide transparency, clarity and consistency on roles and expectations across the organisation.
- We will consolidate strategic and common functions with a clear purpose, maintaining flexibility in local delivery.



*People  
capabilities*

- We will empower our staff to take ownership of the relationship with customers and to drive the delivery of solutions.
- We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.

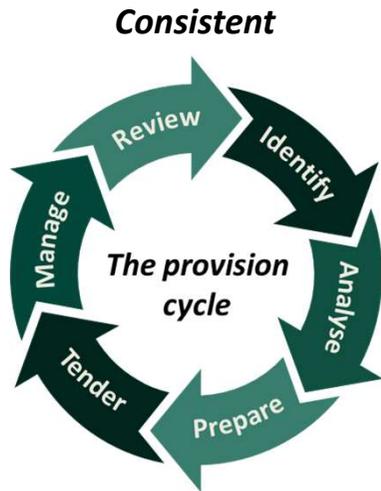


*Performance  
Management*

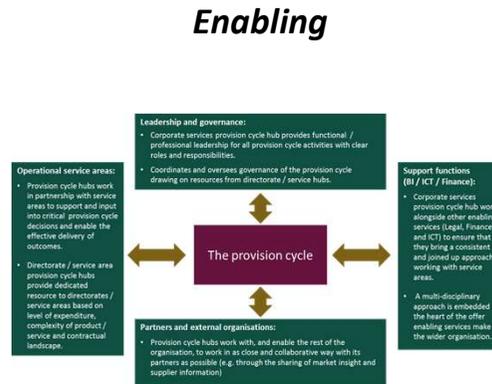
- We will measure the right things, through a consistent performance management framework, from corporate outcomes to individual performance.
- We will empower and support our partners to utilise performance information to innovate, take measured risks and manage demand.

## What will the Provision Cycle look like in the future (i)...

### Key characteristics of the Provision Cycle in the future



*Provision Cycle activities are delivered in a standardised and consistent across the whole of the Council.*



*The business capabilities within the Provision Cycle will provide end users (both within and outside the Council) with a responsive and quality service.*

**Powered by technology**



*Technology will be at the heart of the future Provision Cycle providing end users with easy access to the tools, information and insight they need to make the right decision about how to meet the needs of the Council's customers.*

**How will the functional model for the Provision Cycle work...**

The Provision Cycle, delivered on a consistent whole Council basis, will enable the Council to achieve its ambition of having a consistent, leading practice, framework for making decisions about how to deliver and manage the many complex products and services it requires in order to achieve its strategic objectives.

## What will the Provision Cycle look like in the future (ii)...

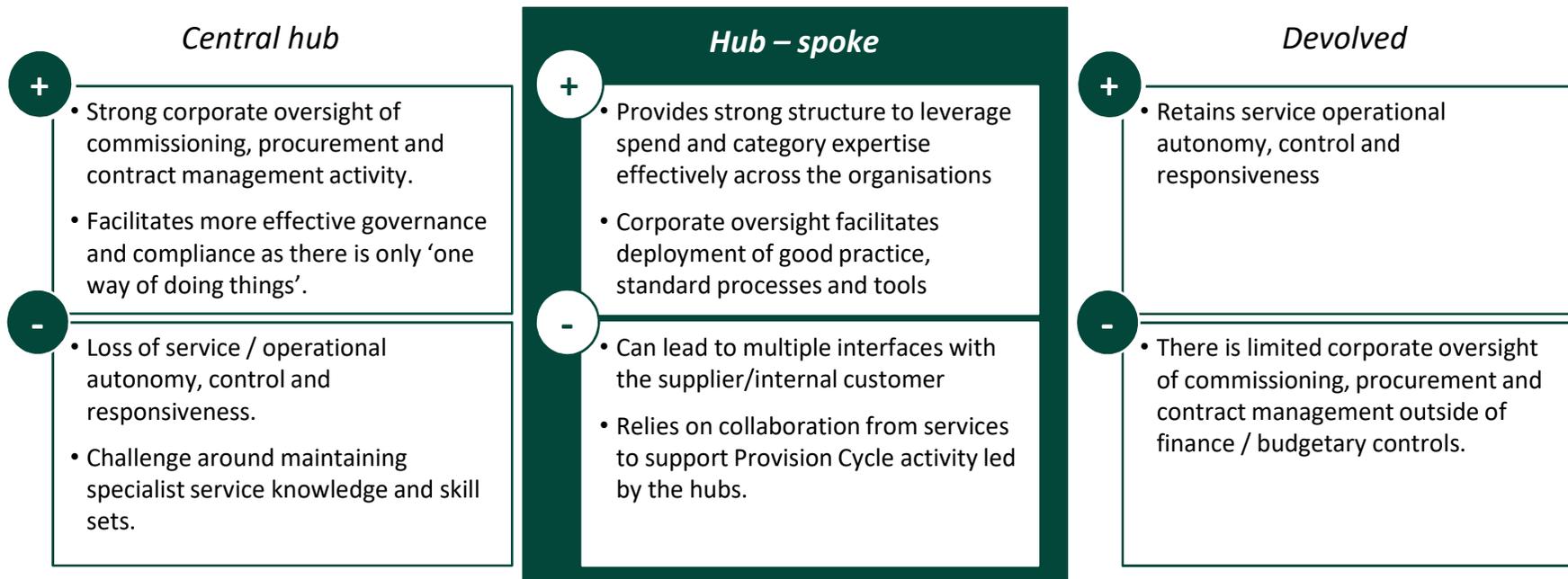
### Centralised, hub – spoke, or devolved?

The placement of the business capabilities that make up the Provision Cycle within the organisation is important if stakeholders are to have the confidence that the proposed model will provide them with the responsive, high quality service, that they need in order to meet the needs of the Council’s customers.

Even with consistent processes, enabling technology and the right people with the right skills, if the business capabilities are not properly aligned to the service areas they support, their impact and purpose becomes harder to realise.

Three organisational models were considered, each with pros and cons, with the **hub – spoke** model being preferred as this was considered to offer the best way to achieve the Council’s ambition for the Provision Cycle.

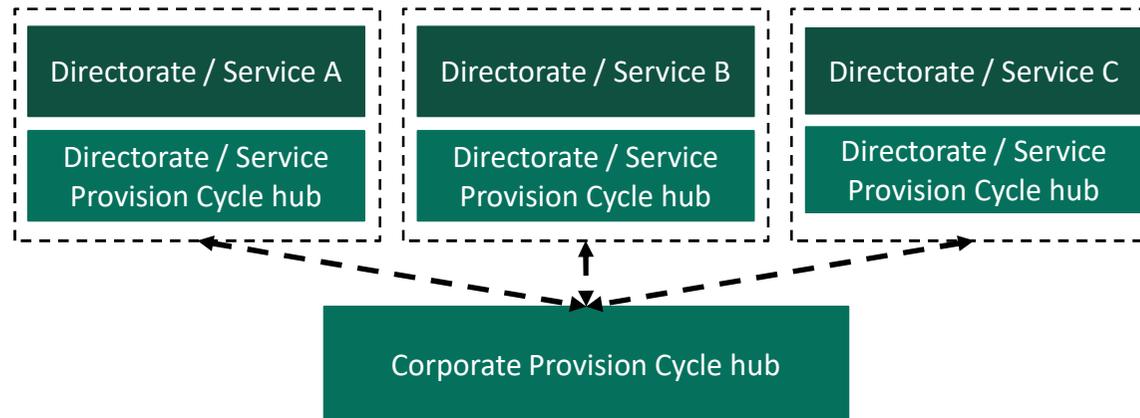
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 Preferred option

## How will the Provision Cycle work in the future (i)...

### The functional model for the Provision Cycle



#### Corporate Provision Cycle hub

- Provides functional / professional leadership for all Provision Cycle activities with clear roles and responsibilities.
- Provides standard policies, processes, procedures and templates for Provision Cycle.
- Coordinates and oversees governance of the Provision Cycle drawing on resources from directorate / service hubs to make timely decisions on appropriate course of action.
- Leads on those activities within the cycle that can be delivered on a whole Council basis (e.g. spend analytics, tendering etc).
- Coordinates engagement with other Enabling & Support Services as required (e.g. Finance, Legal, ICT).

#### Directorate / service Provision Cycle hub

- Provides dedicated Provision Cycle resource to directorates / service areas based on level of expenditure, complexity of product / service and contractual landscape.
- Consolidates, where appropriate, Provision Cycle activities taking place within directorate / service areas.
- Works to the Provision Cycle policies, processes, procedures and templates set by the corporate Provision Cycle hub therefore driving consistency across the Council.
- Roles and responsibilities are clearly defined and are consistent with the professional / functional model set by the Corporate Hub.
- Line management can be provided by Directorate / Service area or it can be provided by the Corporate Provision Cycle hub.

## How will the Provision Cycle work in the future (ii)...

\*Further detail on the right sizing methodology is available at Appendix G.

### Sizing the effort required\*

Through the application of benchmarks, such as those published by CIPS and Gartner\*, we are able to apply a **ratio of addressable spend against the FTE required to manage those activities** as a starting point for right sizing the effort required to deliver the Provision Cycle in the Council's TOM.

This benchmark is generally accepted as approx. **£10 - 15m of addressable spend per procurement and contract management FTE\***

### Applying the benchmark

The spend analysis completed as part of the operating model assessment identified that...



We have an addressable spend of **approx. £400m** per year with external suppliers.

**50%+**

Of this expenditure is classified as **Adults, Childrens or Healthcare.**

**50%**

Of our **top 20 suppliers by spend** classified as **Adults Social Care.**

Applying the **£10 - 15m addressable spend per FTE** to the Council's **£400m addressable spend baseline** gives a target **FTE of approx. 27 - 40.**

### Populating the hubs

Taking the Council's current addressable spend we are able to identify that the Council has **3 broad categories of expenditure** and that the target Provision Cycle FTE could be apportioned accordingly.



**Health & Social Care**  
**£280m**  
**19 - 28 FTE**



**Place, infrastructure & environment**  
**£80m**  
**5 - 8 FTE**



**Corporate Services**  
**£40m**  
**3 - 4 FTE**

Further analysis will be required during the construct phase to confirm the category structure and agree the distribution of effort across the proposed directorate / service hubs and the corporate services hub.

Detail on the different roles that will be required to successfully deliver the Council's ambition for the Provision Cycle is shown on the next slide.

## How will the Provision Cycle work in the future (iii)...

\*Further detail on the roles set out below is available at Appendix G.

### Provision Cycle roles \*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for the Provision Cycle. The balance and structure of these roles across the corporate Provision Cycle hub and the directorate / service hubs will be determined during the construct phase.

#### *Indicative Provision Cycle roles*



Head of Provision Cycle



Category Manager



Strategic Contract Manager



Sub-Category Manager



Strategic Contract Officer



Sub-Category Officer



Strategic Contract Support Officer

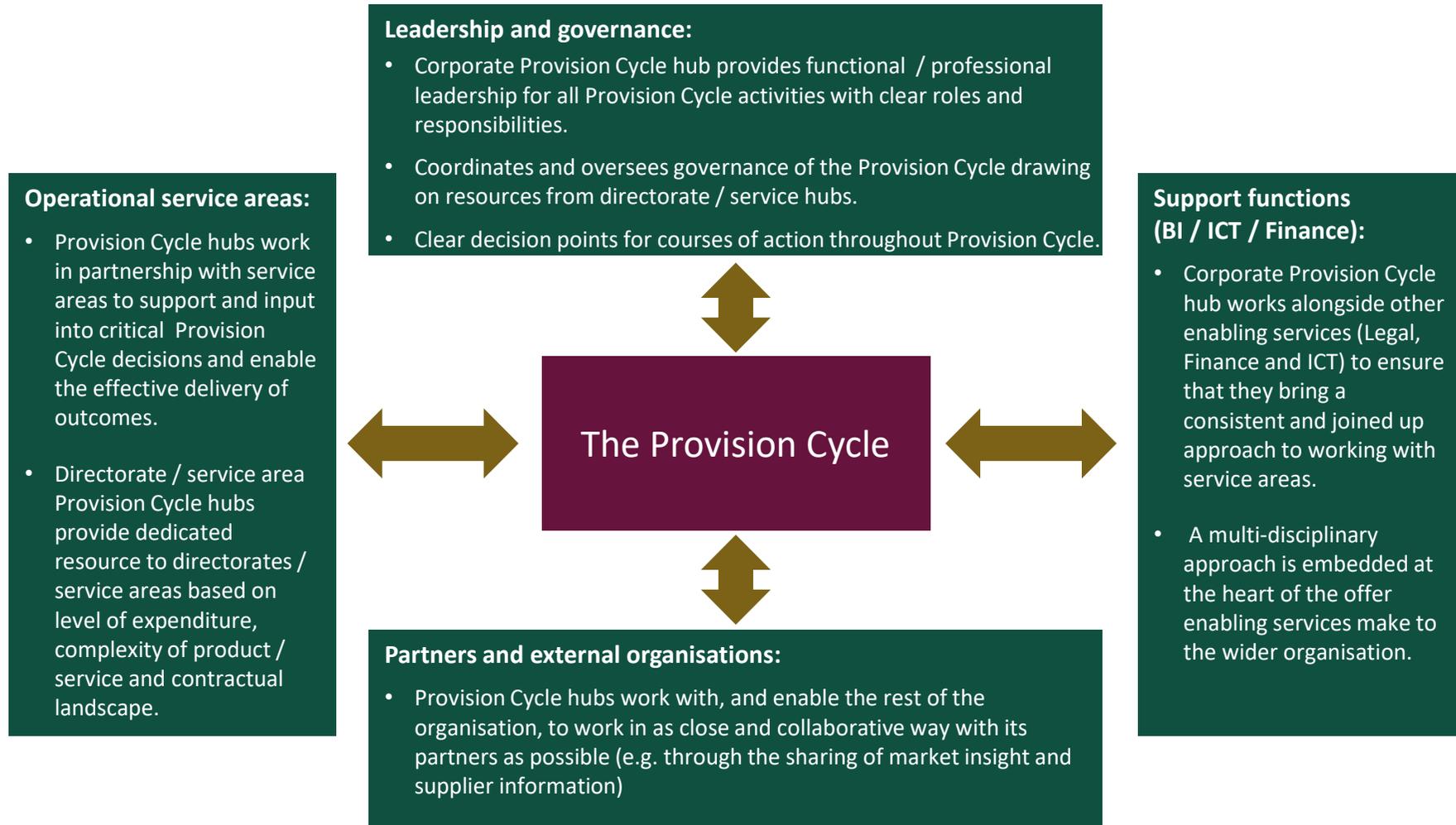


Sub-Category Support Officer

*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will the Provision Cycle work with the rest of the Council...

### The interaction model



## What needs to change in order to achieve this (i)...

\*A detailed explanation of each enabler required is available at Appendix G.

### Enablers\*

#### Strategy

- A documented Provision Cycle strategy, signed-off at cabinet, is needed to guide activity across the organisation.
- Category sourcing strategies need to be in place for all major categories of spend.
- The role of the Provision Cycle across the organisation will encompass advanced value levers like demand management, design and specification, make vs. buy, transportation and supplier performance management.
- Clear and consistent strategies for when the Provision Cycle involves discussion and decision making with external partners

#### Governance

- Policies and procedures need to be in place governing activity across the cycle. These need to be reviewed and examined regularly to ensure best practices are employed.
- Benefits and savings reported through the Provision Cycle need to be regarded as accurate and trusted by senior management.
- Regular audits will need to take place to monitor compliance with actions to address non-compliance taken.
- Standard reporting will need to be produced monthly to identify off contract and non contract spend.

#### Process

- Simplified and standardised processes are required that drive whole organisational involvement at the earliest stage of product/service development.
- A formal contract management framework, integrated within the Provision Cycle strategy, is needed.
- Continuous improvement must be a core feature of all supplier management tasks and must feature in all major contracts held by the organisation.

#### Technology

- eSourcing applications need to be deployed to support across the Provision Cycle.
- Payment performance must be measured and reported across operational units and actions taken to address issues.
- The benefits delivered through the Provision Cycle must be clearly understood and benefit management tools must be routinely used across the organisation.

## What needs to change in order to achieve this (ii)...

\*A detailed explanation of each enabler required is available at Appendix G.

Enablers cont. \*

### Culture

- An organisational culture that recognises that there is a 'collective responsibility' for determining how the needs and wants of customer are met.
- A compliance oriented culture where expectations are clear around the processes and activities that services must undertake when determining how to deliver products / services.
- A value focused and collaborative culture where leaders are proactive in seeking support and challenge from other areas of the organisation to inform Provision Cycle decisions.
- Being prepared to take risks and be agile, learning from initiatives that do not work to improve the ones that do.

### People & Structure

- An appropriately sized Provision Cycle organisation structure needs to be in place to support the Provision Cycle strategy.
- Category teams must be in place for all major spend categories. There needs to be flexibility within structure to move junior resources between teams and allocate resources to support projects.
- Co-located Provision Cycle resources must support specific operational needs.
- Regular communications should be provided to the organisation providing updates on new suppliers/contracts, supplier performance issues, supply market news and changes to processes and procedures.

### Information

- Data needs to be available in a single database and common business information tools must be accessible to users, e.g. dashboards to monitor organisation actions.
- Where appropriate data should be consolidated so that applications receive master data from a single source.

## How will the Council know it has been successful...

### Measures of success



*Efficiency*

- The Provision Cycle provides the Council with a consistent, leading practice, set of processes and activities for deciding how to meet, and manage, a recognised need.
- Financial, performance and contractual data are all used to challenge the organisation to provide services in the most efficient way while maintaining quality.
- The Council is able to allocate resources to those areas of the business that have the greatest need based on spend, risk, demand etc.



*Effectiveness*

- The Provision Cycle enables greater collaboration and multi-disciplinary working between Service Areas and the Corporate Hub.
- The Provision Cycle drives the sharing of leading practice across the whole organisation breaking down legacy silos.



*Outcomes*

- Greater central oversight/ awareness and documentation of key contractual risk areas and mitigating actions.
- There is a reduction in the number of failed or failing contracts.
- Contracts are re-tendered in plenty of time before contract expiration allowing for the proper assessment of options in line with Corporate / Service strategic objectives.
- The organisation is able to demonstrate value for money and identify opportunities to increase value where current arrangements are falling short.



*Effectiveness*

- Practice across the Provision Cycle continuously reviewed for alternatives and innovation.
- Greater opportunities to share good practice across the centrally managed team and ensure that all staff are carrying out optimal processes.
- More effective central procurement training and staff performance management enhances service delivery.
- When a contract is not performing, there is clear evidence of the corrective action and mitigation taken.

# What will the Provision Cycle look like in practice...

\*Further user stories are available at Appendix G.

## An example user story\*



**David Smith**

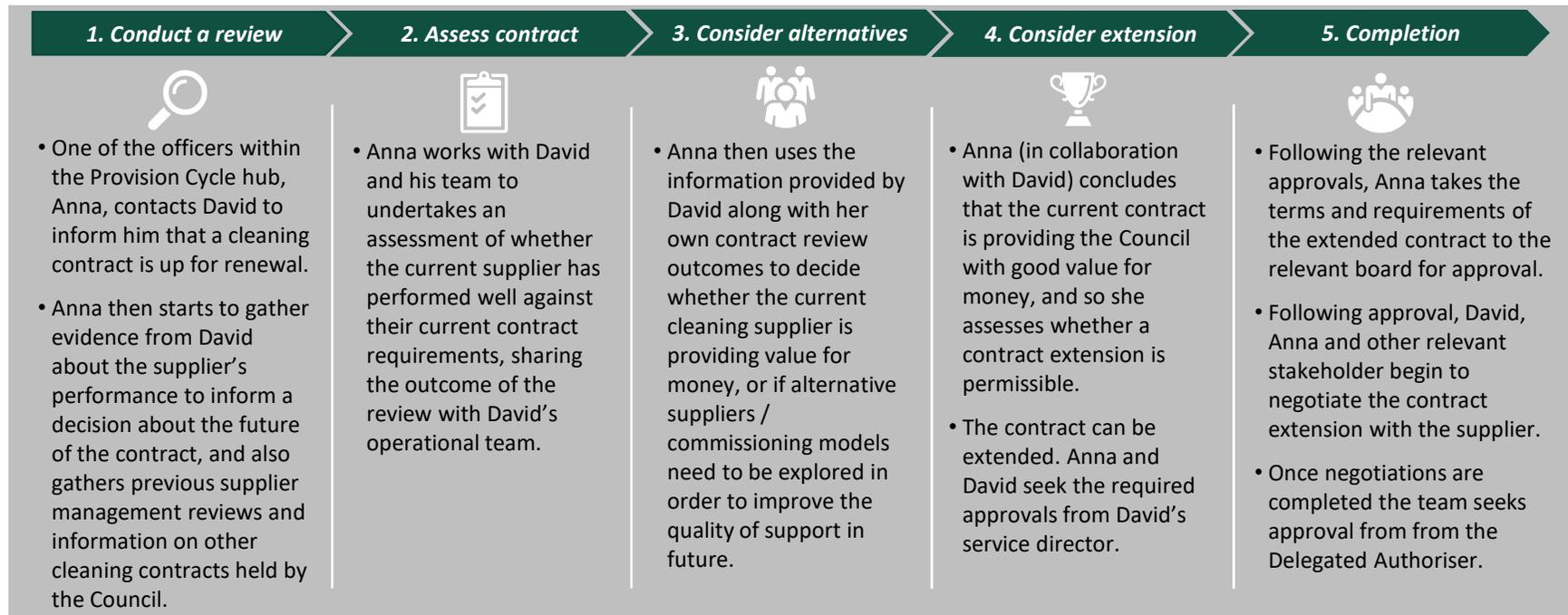
David is a manager in the estates team, specialising in facilities management.

### User story...

*"A cleaning contract is coming to an end, I want to determine who should provide cleaning services in the future".*

### What does this user story show...

- A review of a contract's value for money, historical performance and forecasting, and decision making in respect of future contracting options
- The involvement of different teams in each step of the contract review process.



## What are the benefits of doing this...

\* Further detail on the benefits case for the Provision Cycle can be found in the Revised Financial Case and at Appendix G.

### Outcomes, experience and benefits\*



*Adopting a consistent approach to the delivery of the Provision Cycle will deliver **improved outcomes** for the Council and its Customers.*

- ✓ Clearer alignment and understanding of how commissioning decisions align to the Council's strategy.
- ✓ Better value through more effective and proactive procurement and management of contracts.
- ✓ Better management of risks relating to contracting and procurement regulations.
- ✓ Reduced spend through better category management and control.
- ✓ The Council is agile with an ability to engage with widest range of providers, such as CVS and SMEs as required to best meet service need.



*A **better experience** for staff who are making decisions about how to meet an identified need or requirement.*

- ✓ Simple, standardised and automated processes for staff to follow.
- ✓ Fit for purpose technology providing staff with access to the information they need to make decisions.
- ✓ Clear, proportionate and enabling governance processes that support decision making rather than obstruct it.
- ✓ Improved access to specialist procurement and contract management resources.
- ✓ Alignment of specialist procurement and contract management resources to areas of highest need



*The Council could achieve **benefits of £0.98m – £2.16m** per annum through consolidating Provision Cycle effort, where appropriate, and moving towards a consistent model for delivering the Provision Cycle.*

- ✓ Reduction in FTE of between **15 – 28** through consolidating Provision Cycle effort.
- ✓ Further reduction in FTE of between **6 – 17** through move towards consistent, standardised model for delivery enabled by process, technology and information.
- ✓ Potential for 3<sup>rd</sup> party spend benefits of between **£1.5m - £3.9m** through proposed model and improved management of spend.

## *Enabling & Support Services*

## What are Enabling & Support Services...

### Definition

#### What it is...

**HR** - Provision of HR support including resource requirements and competencies to meet planned and projected service demand. Including recruitment, training and staff development activities within the department.

**Finance** - Financial management for example budget cycles, management accounting reports, internal audit functions and completion of final accounts.

**Legal** - Provision of legal advisory services in the Council. This definition is used only for those responsible for the provision of professional legal and court services, and Democratic Services.

**Business Administration Support BAS**- Provision of support to services through multi-disciplinary teams with administrative, clerical and secretarial skills alongside specialist knowledge within the service or support service line

**ICT** - The provision, maintenance and development of ICT services and assets

#### Why do we need it?



Overall, OCC staff spend a higher percentage of time on Enabling & Support Services than staff in other councils.

**91.64%**

3915 individual roles who allocate some time to Enabling & Support Services which is 91.64% of all roles in the organisation



Some process areas are **highly fragmented** and dispersed, meaning lots of staff are 'having a go'



There is a lack of consistency in service delivery due to so many different ways of working across the council



Administration is the largest area of Enabling & Support Services with 81% of roles allocating a portion of their time to this activity.



Customers of the layer – internal and external – can become frustrated by some processes and technology – resulting in reduced satisfaction levels.

## What is the Council's future ambition for Enabling & Support Services...

### Future ambition for Enabling & Support Services

Key features of the layer have a spectrum of options for how they could be designed and delivered. The icon below indicates the Council's broad position for the future, with a box highlighting how this may vary.



### Customer segments and customer offer



## The following design principles have been used to drive the design of the Enabling & Support Services as part of the Council's TOM...

### Enabling & Support Services design principles

 <p>Customer offering</p>	<ul style="list-style-type: none"> <li>We will design our customer management approach to embrace the digital age</li> </ul>
 <p>Processes</p>	<ul style="list-style-type: none"> <li>Our processes will be <b>simplified, standardised</b> and 'self serve' wherever possible.</li> <li>Our processes will be designed around controlling risk rather than eliminating it.</li> </ul>
 <p>Technology</p>	<ul style="list-style-type: none"> <li>We will be <b>less reliant</b> on property and paper for service delivery.</li> <li>We will <b>rationalise, standardise and link our applications</b> to support new ways of working.</li> </ul>
 <p>Information</p>	<ul style="list-style-type: none"> <li>We will collect and store data once, <b>sharing between departments</b> where appropriate.</li> <li>Our staff will have access to standardised performance information and reports (in real time where possible), to ensure consistency across the organisation.</li> </ul>
 <p>Organisational structure</p>	<ul style="list-style-type: none"> <li>We will <b>embed accountabilities</b> at the right level to enable us to make the right decision, at the right level, at the right time.</li> </ul>
 <p>People capabilities</p>	<ul style="list-style-type: none"> <li>We will <b>empower our staff</b> to take ownership of the relationship with customers and to drive the delivery of solutions.</li> </ul>
 <p>Performance Management</p>	<ul style="list-style-type: none"> <li>We will <b>empower and support</b> our partners to utilise performance information to innovate, take measured risks and manage demand.</li> </ul>

## What will Enabling & Support Services look like in the future (i)...

### Key characteristics of Enabling & Support Services in the future

#### *A new business administration function*



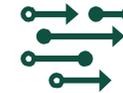
*A 'whole council' business administration support function that is centrally managed, demand led, flexible and drives self-service / business partnering across the Council.*

#### *Development of functional teams to support delivery of key processes*



*Demand led functional teams which support the whole council – driving consistency and efficiency. New teams are implemented as the business need is identified (e.g. recruitment).*

#### *Targeted improvements to key processes*



*Process improvement principles (simplification, standardisation and automation) applied to key high volume processes e.g. use of procurement cards to eliminate high volume, low value transaction costs.*

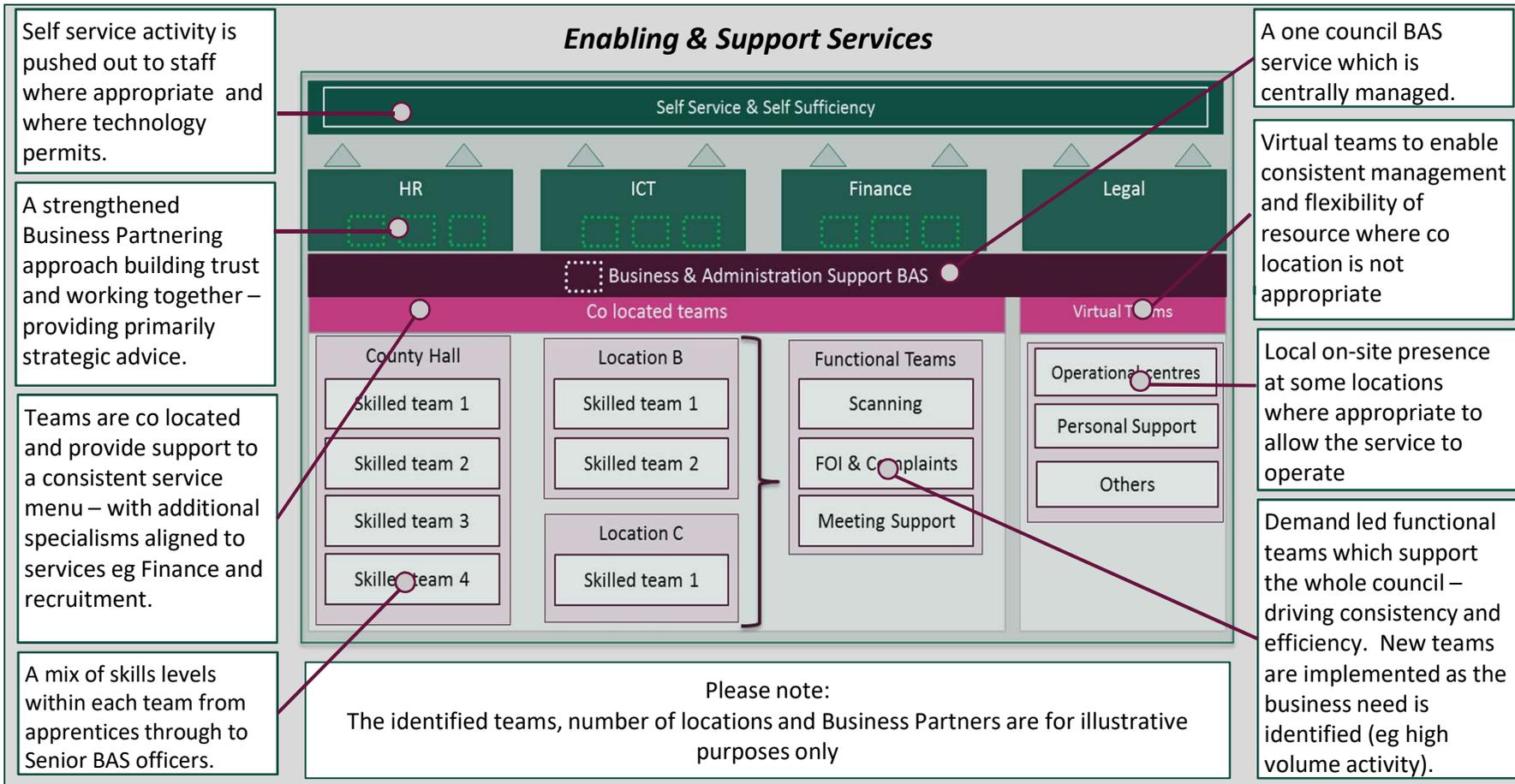
#### **How will the functional model for enabling and support service work...**

The Enabling & Support Services layer of the Council's TOM will have standardised and consistent processes that are delivered, where appropriate, on a whole Council basis so that the siloed, fragmented and duplicative ways of working identified in the case for change are eliminated. Enabling & Support Services capabilities will be consolidated wherever appropriate, with the development of a new business administration and support function and the development of key functional teams to support service areas with more complex transactions. Technology, systems and processes will be streamlined wherever appropriate and consideration will be given to the most appropriate channels through which to deliver Enabling & Support Services activities (self-service, business partnering, corporately).

## What will it look like in the future (ii)...

### The functional model for Enabling & Support Services

The model below sets out how the council's key enabling and support capabilities will work together to form the Enabling & Support Services layer of the Council's TOM.



## How will Enabling & Support Services work in the future (i)?

### Key features of the functional model for Enabling & Support Services

<b>Self service &amp; the IBC</b>	<ul style="list-style-type: none"> <li>• All staff across the council will utilise the appropriate technology to help themselves</li> <li>• The point at which an activity becomes non self service will be identified eg volume, complexity, role.</li> <li>• Detail on the current capability of the IBC and the requirements of it for the TOM are provided in section 4.i.</li> </ul>
<b>Business Partners</b>	<ul style="list-style-type: none"> <li>• Strategic business partners in relation to HR, Finance, BAS and ICT</li> <li>• The roles will be more clearly defined so staff across the council understand the role of Business Partners</li> <li>• Business Partners will build strong relationships with service areas while being an advocate for their function</li> </ul>
<b>BAS service</b>	<ul style="list-style-type: none"> <li>• BAS to become a professionalised service with clear development opportunities and a defined career path centrally managed by an overall Service Manager who also has the role of Business Partner who reports into CLT</li> <li>• Services will be delivered consistently against a generic service menu</li> <li>• The service menu will be supplemented by Service Specific service menus which define specialist administration for services – developed in conjunction with the customer to understand strategic priorities</li> <li>• Functional teams support the whole council in a particular activity, rather than being aligned to a service</li> <li>• There is an ambition to go paperless as far as possible with the introduction of a scanning team which scans and distributes all applicable post</li> <li>• A team of officers based within a BAS team will coordinate FOI &amp; Complaints and liaise with Legal and the Access and Disclosure officers. Responses will be uploaded to the internet where appropriate and requests will be monitored to understand trends and publish additional data which is repeatedly requested.</li> </ul>
<b>Recruitment team</b>	<ul style="list-style-type: none"> <li>• A council wide recruitment team will be implemented which is able to support high volume and complex recruitment processes</li> <li>• Providing guidance to business partners on future trends (eg retirement) and forecasting recruitment implications</li> <li>• Introduction of a ‘pool of talent’ database of previous applicants CVs – enabling coordinators to identify individuals who may be suitable for current identified vacant posts</li> </ul>
<b>Process redesign across the functions</b>	<ul style="list-style-type: none"> <li>• A number of processes have been redesigned across HR, Finance, Legal and ICT to deliver efficiencies and new ways of working – this approach can be applied across the enabling and support functions.</li> <li>• As far as possible the IBC processes will be reviewed to enable the layer</li> </ul>

## How will Enabling & Support Services work in the future (ii)...

\*Further detail on the roles set out below is available at Appendix H.

### Enabling & Support Services roles\*

The following roles, some of which already exist across the organisation, will be required. The balance and structure of these roles across the will be determined during the construct phase.

### Indicative Enabling & Support roles

#### Business Administration Services



BAS Service Manager & Business Partner



BAS Operational Lead



BAS Team Leader



Senior BAS officer



BAS Officer



BAS Assistant



BAS Apprentice

#### Recruitment – within HR



Resourcing Manager



Resourcing Advisor



Workforce Planning Officer



Marketing Officer



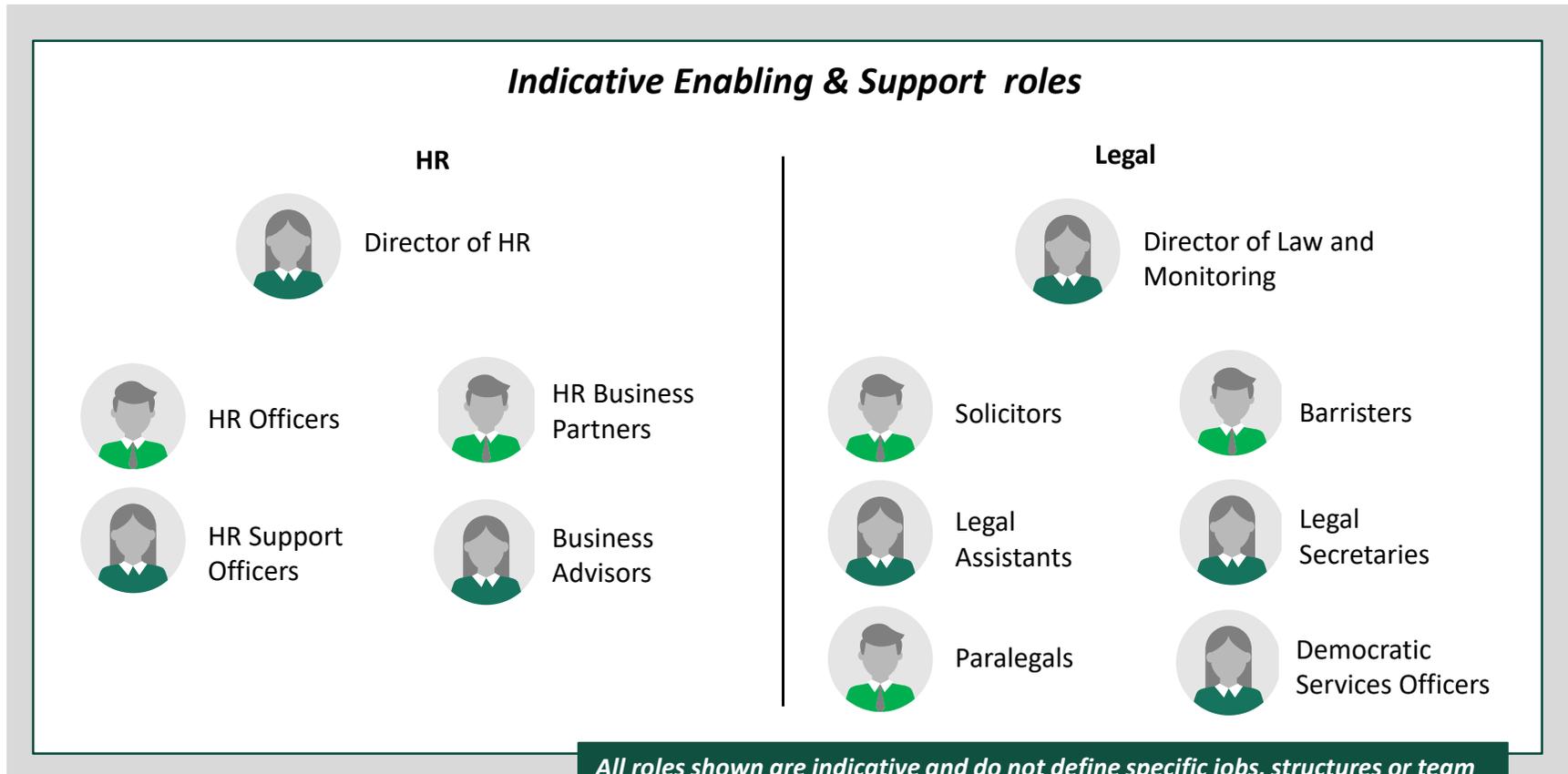
Recruitment Co-ordinator

*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will Enabling & Support Services work in the future (iii)...

### Enabling & Support Services roles\*

The following roles, some of which already exist across the organisation, will be required. The balance and structure of these roles across the will be determined during the construct phase.

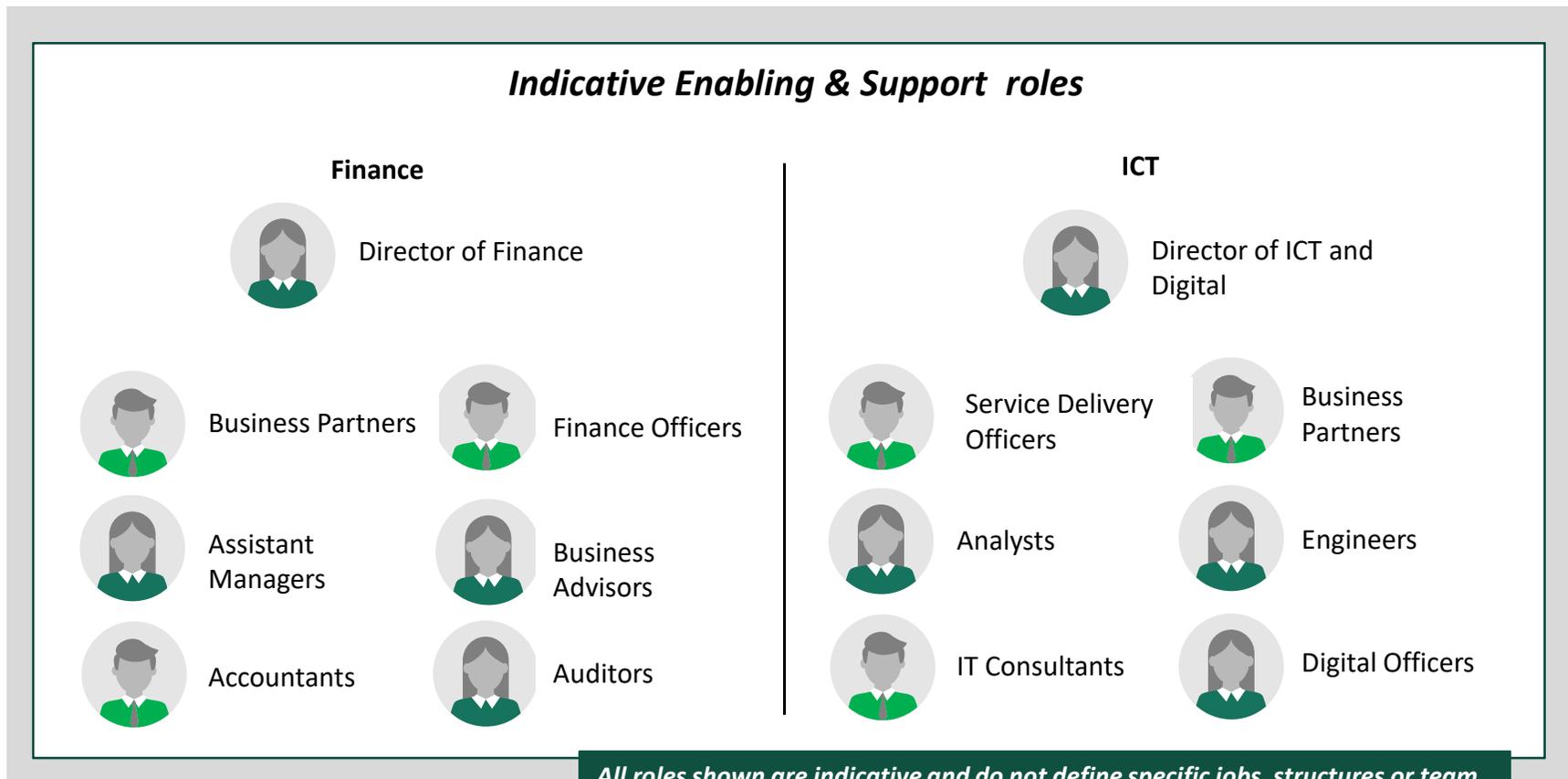


*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will Enabling & Support Services work in the future (iv)...

### Enabling & Support Services roles\*

The following roles, some of which already exist across the organisation, will be required. The balance and structure of these roles across the will be determined during the construct phase.



*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will Enabling & Support Services work with the rest of the Council...

### The interaction model



## What needs to change in order to achieve this?...

\*A detailed explanation of each enabler required is available at Appendix H.

### Enablers\*

#### Governance

- Need for new robust and accountable governance.
- The implementation of service menus in some functions to enable staff to challenge non value add activities.
- Clearly defined individual responsibilities allowing for clearer visibility and accountability.
- Consequences for non compliance
- Where appropriate, some training should be mandated. A training and capability framework should be developed to ensure managers and staff have the skills to deliver.

#### Technology

- Implementation of a case management system to enable staff and customers to track their queries
- Development of further middleware to enable systems to speak to each other.
- Improved business intelligence and analytics capability in order to use data i.e. budgets, service issues etc. to drive the layer's future decisions
- Training for staff to use technology effectively.
- Publishing FOI responses online where appropriate to do so.

#### Process

- Significant process re-engineering and continuous improvement with staff able to challenge ways of working.
- Manual spreadsheets which have been built into processes should be reviewed and stopped.
- Authorisation levels within processes should be reviewed to determine if they are necessary and effective – this could streamline many processes and reduce unnecessary delays.

#### IBC

- The IBC is a critical enabler for this layer of the operating model.
- Review each of the processes linked to the IBC to redesign and streamline as much as possible – there are restrictions in capability and compatibility resulting in many manual work arounds – this needs to be overcome as much as possible to increase efficiency.
- Identify what business intelligence the IBC is able to provide.

## What needs to change in order to achieve this?...

\*A detailed explanation of each enabler required is available at Appendix H.

Enablers cont.\*

### Performance management

- Enabling & Support Services performance management information clearly evidences that they are delivering against service requirements / objectives and that these are aligned to the Council's Corporate strategy
- Performance measures to be agreed with the customers of the function.
- BAS performance measured against agreed service level agreements.

### Culture

- Leadership and management skills will be valued and recognised with staff equipped with the right tools to be great managers.
- Staff will be encouraged to embrace change.
- A learning culture will be adopted with staff able to learn and develop themselves
- Feedback will be actively encouraged to support the development of staff

## How will the Council know it has been successful...

### Measures of success



#### Efficiency

- The speed that activities can be completed is increased through improved processes, reduced workarounds and new ways of working which are more aligned to the technology available
- Processes are completed by the appropriate people within the organisation with the relevant levels of expertise to drive efficiency
- The Council is able to flex and allocate resources to respond to peaks in demand for support



#### Effectiveness

- Improved business intelligence and oversight of services enables effective planning and resourcing decisions to be made which is responsive to identifiable trends and peaks in demand
- Readily available and up to date information and training enables staff to help themselves more effectively
- Enabling & Support Services performance management information clearly evidences that they are delivering against service requirements / objectives and that these are aligned to the Council's Corporate strategy



#### Outcomes

- More targeted and relevant information is available online for both internal and external customers improving satisfaction levels
- Customers have a clear understanding of what the services and roles within Enabling & Support Services will and will not provide and who to contact to resolve queries
- Efficient processes and reduced workarounds mean staff are able to focus on priority tasks and do not become frustrated



#### Experience

- Processes are continuously refined and improved with staff empowered to share their views and suggestions around new ways of working.
- Greater opportunities to share good practice across the teams through the business partners and one council BAS team.

## What will Enabling & Support Services look like in practice...

\*Further user stories are available at Appendix H.

### An example user story – Business Administration Support\*



*Sue Jones*

Sue is a manager in the Council's property team.

#### User story...

*"I'm generally quite self sufficient but I have a presentation for a team briefing which I need drafting".*

#### What does this user story show...

- The ease of accessing BAS teams for appropriate support;
- The flexibility of the service which is able to allocate the best skilled resource to fulfil the request and manage and prioritise workloads

#### 1. Identify need



- Due to a legislative change Sue needs to quickly develop a presentation for a staff briefing which is due in 1 week.
- Sue broadly knows the key points that need to be included in the presentation but does not have the capacity or skills to do this herself

#### 2. Access BAS



- Sue knows from the service menu that this is something that the BAS team can support with.
- Sue sends an email to the BAS team which is aligned to her. She doesn't usually need to contact them but it's useful to know that there is a team available to support when necessary.

#### 3. Allocate work



- John, the BAS team leader receives notification of the work request and reviews the requirements.
- John knows the skill set of his team and is able to allocate the best person for the job - Mike.
- Mike is currently working on a piece of planned work but knows there is sufficient time to complete the request.

#### 4. Liaise with contact



- Mike contacts Sue to talk through in more detail her requirements.
- They agree when Mike will get a first draft over for Sue to review
- Sue and Mike liaise over the following week.

#### 5. Completion



- Mike completes the piece of work and hands over to Sue.
- Due to the ongoing engagement Sue is quickly able to review the work and see that it is as discussed and up to standard.
- Mike confirms to John that the piece of work is complete and this is logged on the system.

## What will Enabling & Support Services look like in practice...

\*Further user stories are available at Appendix H.

### An example user story – FOI Request\*



**Nick Hulme**

Nick is a journalist and blogger working in Banbury.

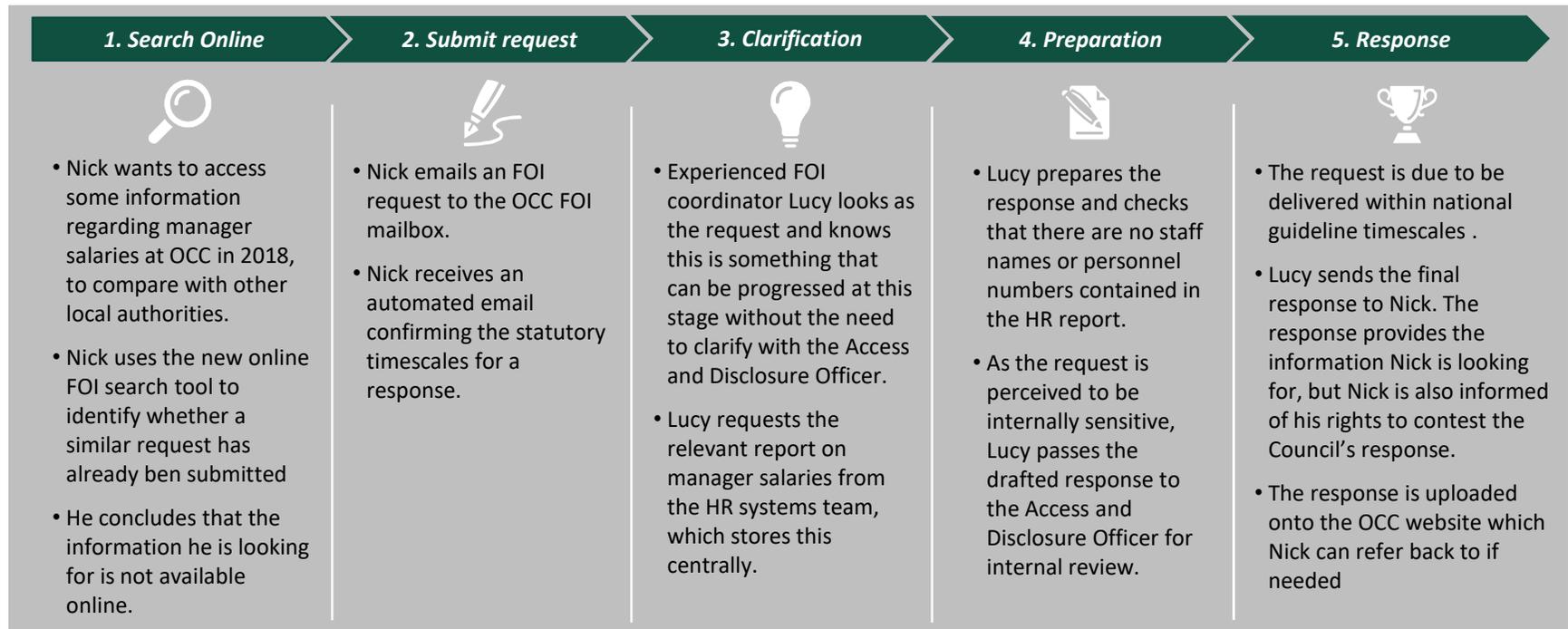
#### User story...

*"I'm looking for some information on OCC manager salaries for an upcoming article".*

#### What does this user story show...

- The presence of a new online FOI search tool;
- The role of the co-ordinator in managing the end – to – end process and leading relationships with FOI requestors.

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## What will Enabling & Support Services look like in practice...

\*Further user stories are available at Appendix H.

### An example user story - Recruitment\*



Jane Rogers

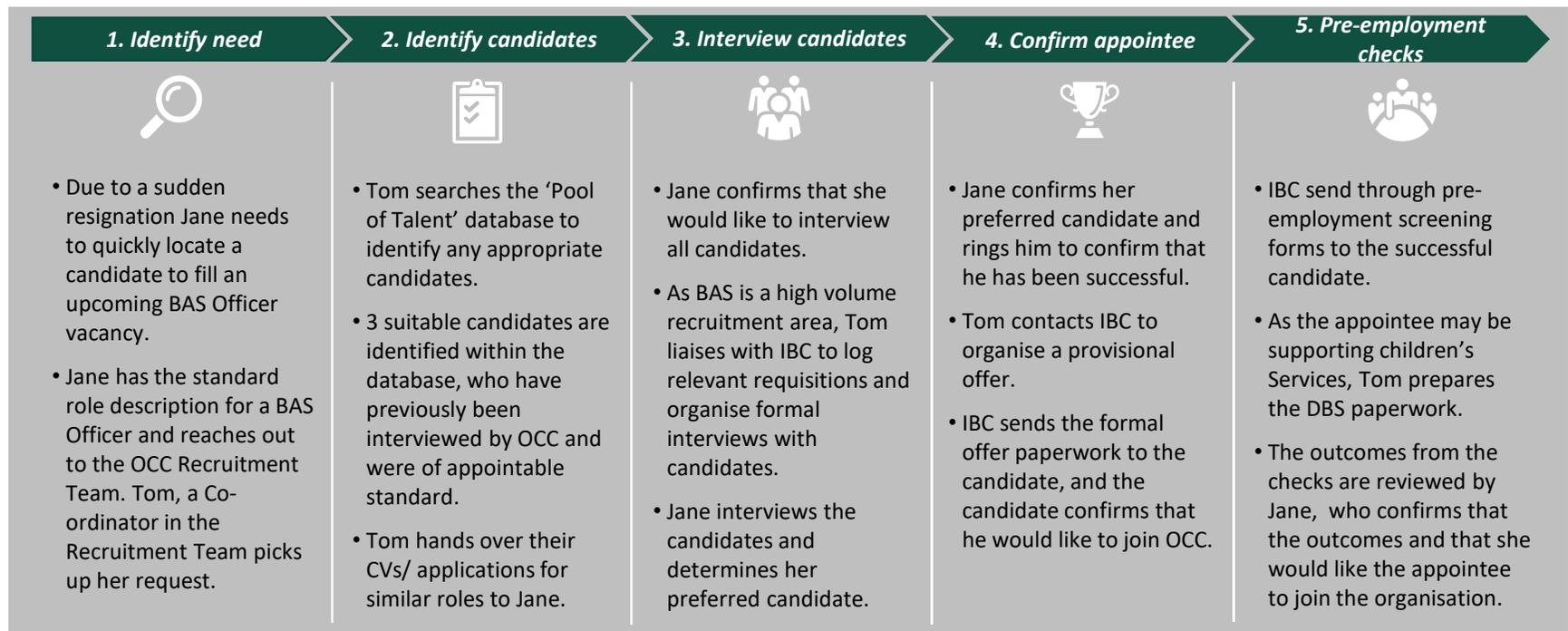
Jane is a manager in the BAS Service

#### User story...

*“ One of my team has announced that she’s leaving at the end of this month and I need to find a replacement”.*

#### What does this user story show...

- The role of the new ‘pool of talent’ database within the recruitment process;
- The support that recruitment co-ordinators will provide to simplify the recruitment process.



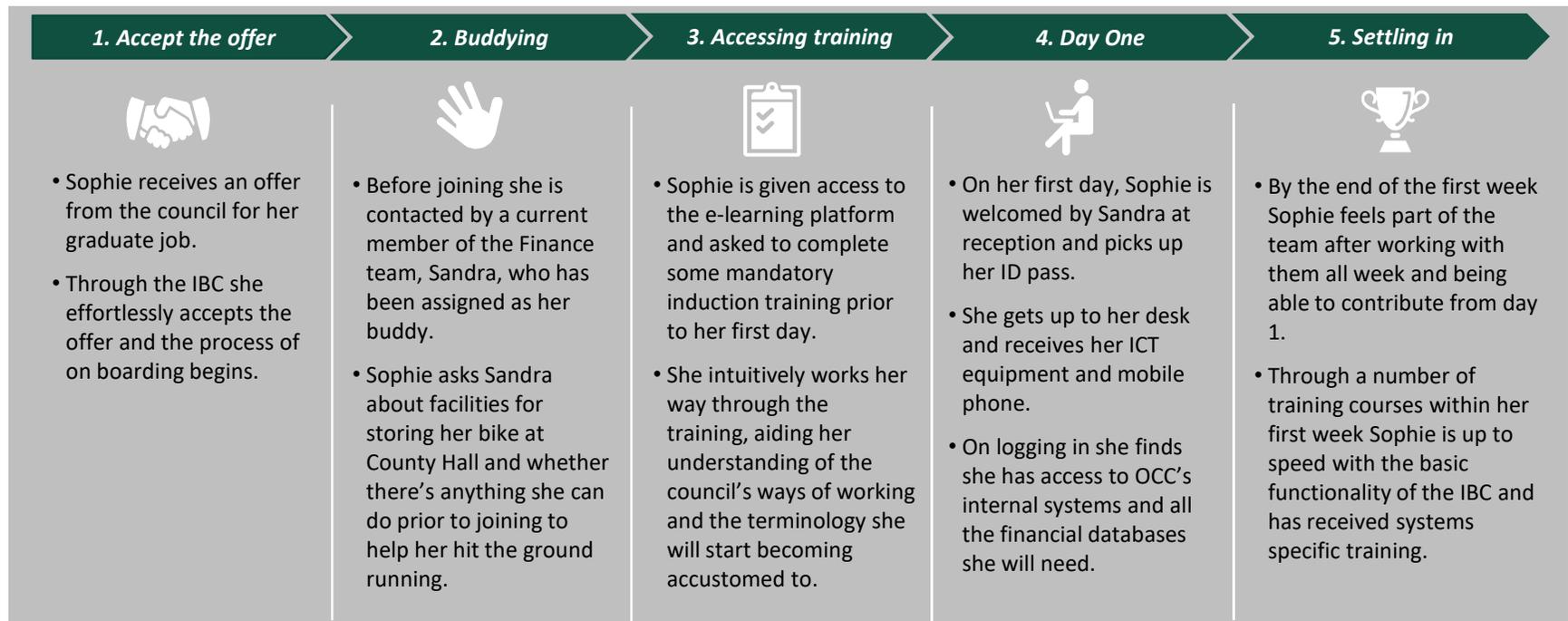
## What will Enabling & Support Services look like in practice...

\*Further user stories are available at Appendix H.

### An example user story - On boarding\*

 <p><b>Sophie Byrne</b></p> <p>Sophie is a young graduate and has received a great job offer in Finance at OCC</p>	<p><b>User story...</b></p> <p><i>"This is my first job and I can't wait to get started! I really want to hit the ground running!"</i></p>	<p><b>What does this user story show...</b></p> <ul style="list-style-type: none"> <li>• The ease of joining the OCC once offered a role.</li> <li>• The additional support given to new starters prior to joining to provide a welcoming on boarding experience.</li> <li>• Access and equipment supplied on Day 1 so that new joiners can get to work.</li> </ul>
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## What are the benefits of doing this...

\* Further detail on the benefits case for Enabling & Support Services can be found in the Revised Financial Case and at Appendix H.

### Outcomes, experience and benefits\*



*Adopting a **consistent approach** to the delivery of Enabling & Support Services.*

- ✓ Less duplication and a reduction in the number of repetitive manual tasks allows staff to address more important tasks.
- ✓ Professionalisation of Business & Administration Support enables more efficient and measurable performance management.
- ✓ Processes are redesigned to maximise efficiencies and integrate with systems
- ✓ Business & Administration Support will impact on the whole organisation and this helps to embed the new culture, ways of working and behaviours quickly.



*A **better experience** for staff delivering and receiving services*

- ✓ Staff are motivated to progress through a clear and defined career path.
- ✓ Defined roles and responsibilities empower staff to make decisions and say no to non value add activity.
- ✓ Through increased business partnering staff have more visibility across the lines of service in the council and a more connected experience.
- ✓ Intuitive self-service empowers the staff to help themselves. Improvements to case & report management systems alongside other technologies mean repetitive manual tasks can be reduced.



***Benefits of £3.3m – £3.7m per annum** through consolidation and process redesign.*

- ✓ Through consolidating its current effort on BAS and recruitment activity along with redesigned processes can achieve a reduction, of between **89 – 97 FTE** while delivering a better experience for staff delivering and using the service.

# *Strategic Capability*

# What is the Strategic Capability...

## Definition

### What it is...

- The Strategic Capability is comprised of the following business capabilities:

Consultation & Engagement



QA & performance management



Strategy & policy



Project & programme management



Communications



### What it isn't...

- A group of people who do useful things that can just be called upon as a resource pool - the staff in the strategic function will have clear roles and responsibilities and will undertake priority pieces of work.

### Why do we need it...

**318 FTEs**

We currently spend approx. **318 FTEs** worth of effort on Strategic Capability. Which is 2% more than the County Council Comparator group.



There is currently a **disconnect** between the Council's key priorities and service and directorate planning. This means we often miss the 'so what' of strategies and policies.



The effort we spend on Strategic Capability is **highly fragmented** across directorates, services, teams and roles.



There is a **lack of consistency** across the Council in the use of performance management information to drive and manage business.



There is recognition that we can get this stuff right '**on a good day**' but that we could and should have more good days.

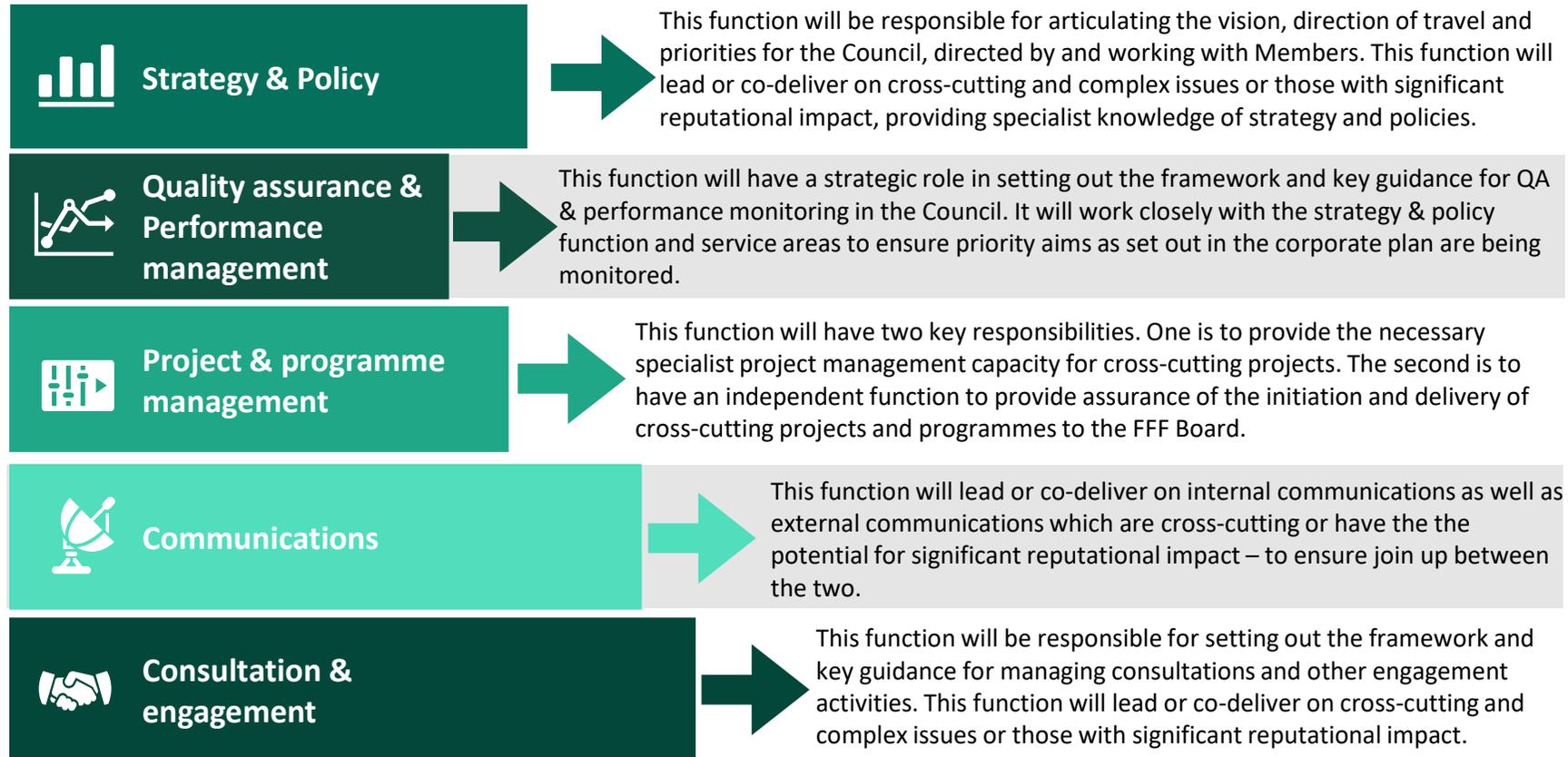


There is a **lack of clarity** on the offering of the existing Strategic Capability i.e. what activity remains the responsibility of the service areas.

## What will the Strategic Capability do (i)...

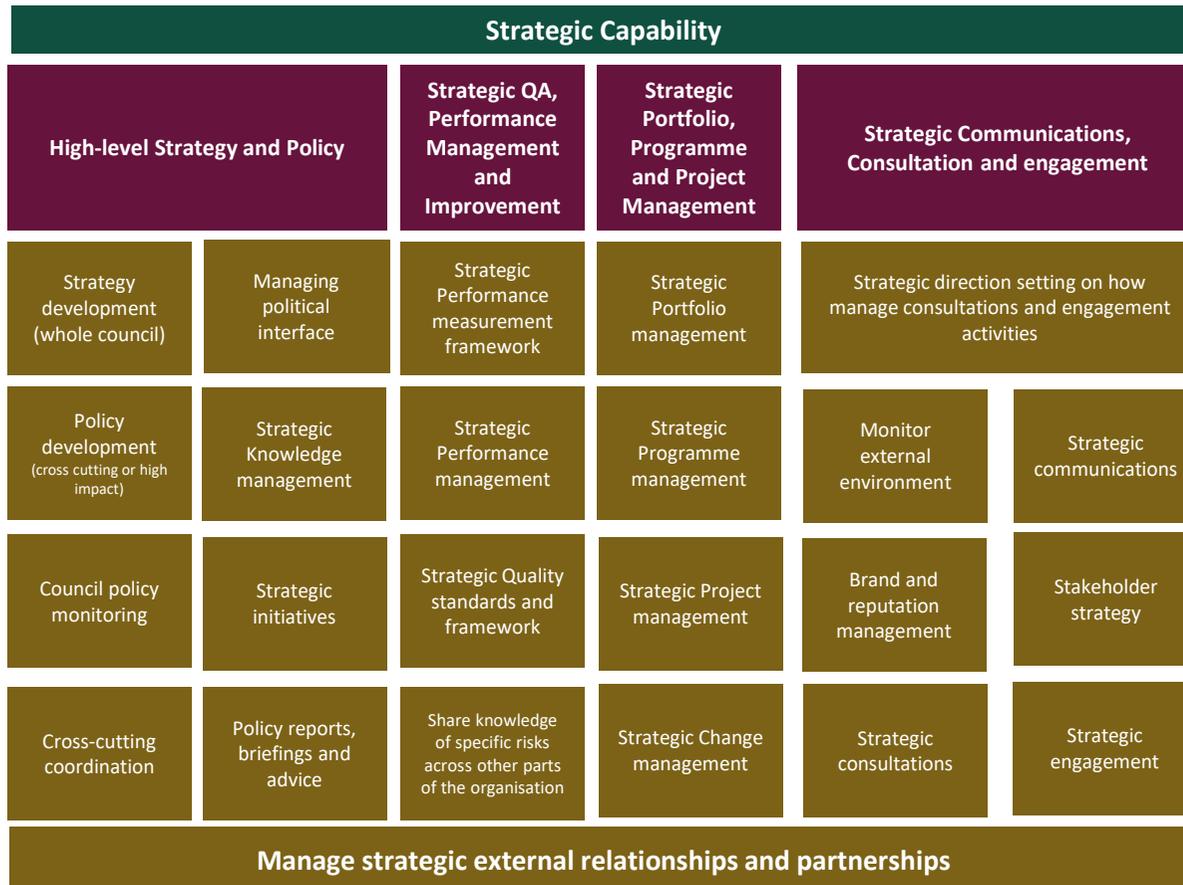
### What is the role of the Strategic Capability within the Council's operating model?

This layer brings together the key capabilities required for the Council to **define its priority aims and vision** for the future of Oxfordshire and **manage/support the delivery and monitoring of those aims**. It will help the whole Council to have a consistent approach and build on existing good practice in these areas.



## What will the strategic capability layer do (ii)...

### What processes are delivered by the Strategic Capability?



In the future the process taxonomy shown to the left will be delivered by the Strategic Capability layer of the Council's target operating model.

As per the functional models for the layer shown in the following slides, the responsibility for leading and supporting the delivery of each of the level 3 sub-processes will be distributed across different functions/teams but the approach to each will be consistent across the whole Council.

Key: Process Level 0 Process Level 1 Process Level 2

## As part of designing it's TOM the Council has set the following ambition for the strategic capability layer...

### Future ambition for the Strategic Capability

This layer will bring together the key capabilities required for the Council to **define its priority aims and vision** for the future of Oxfordshire and **manage/support the delivery and monitoring of those aims**. This layer has an ambition for **clarity and collaboration** – it will be clear what activities and responsibilities lay within the service area and the support and responsibilities of the strategic functions.

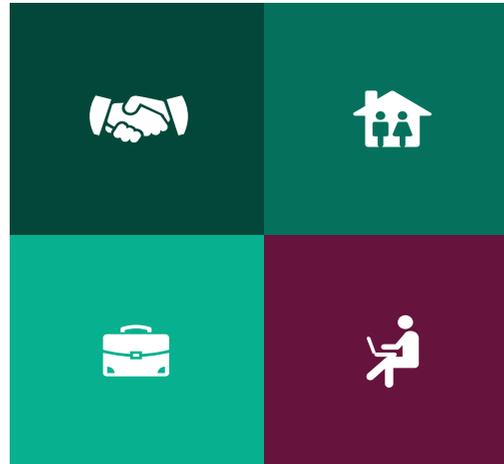
### Customer segments and customer offer

#### *Members*

- There will be improved clarity on the involvement of members in the co-design of the Council's strategy and vision.
- There will be streamlined processes to ensure a more efficient turnaround of papers to Cabinet, Council and Committees.

#### *Partners*

- The Council's strategic capabilities will be able to better identify and enable opportunities for working in partnership with the Council via communications and improved relationship management.



#### *Residents*

- Residents will be able to see how the Council is delivering against its strategic vision for Oxfordshire.
- More engagement activities with residents will be conducted by service area specialists.

#### *Staff*

- There will be greater clarity on the role and responsibilities of the strategic capabilities and the strategic/policy responsibilities of service areas.
- Staff will have clear points of contact and access to specialist knowledge and advice as well as support for cross-cutting priority issues.

## The following design principles have been used to drive the design of the Strategic Capability as part of the Council’s TOM (i)...

### Strategic Capability design principles

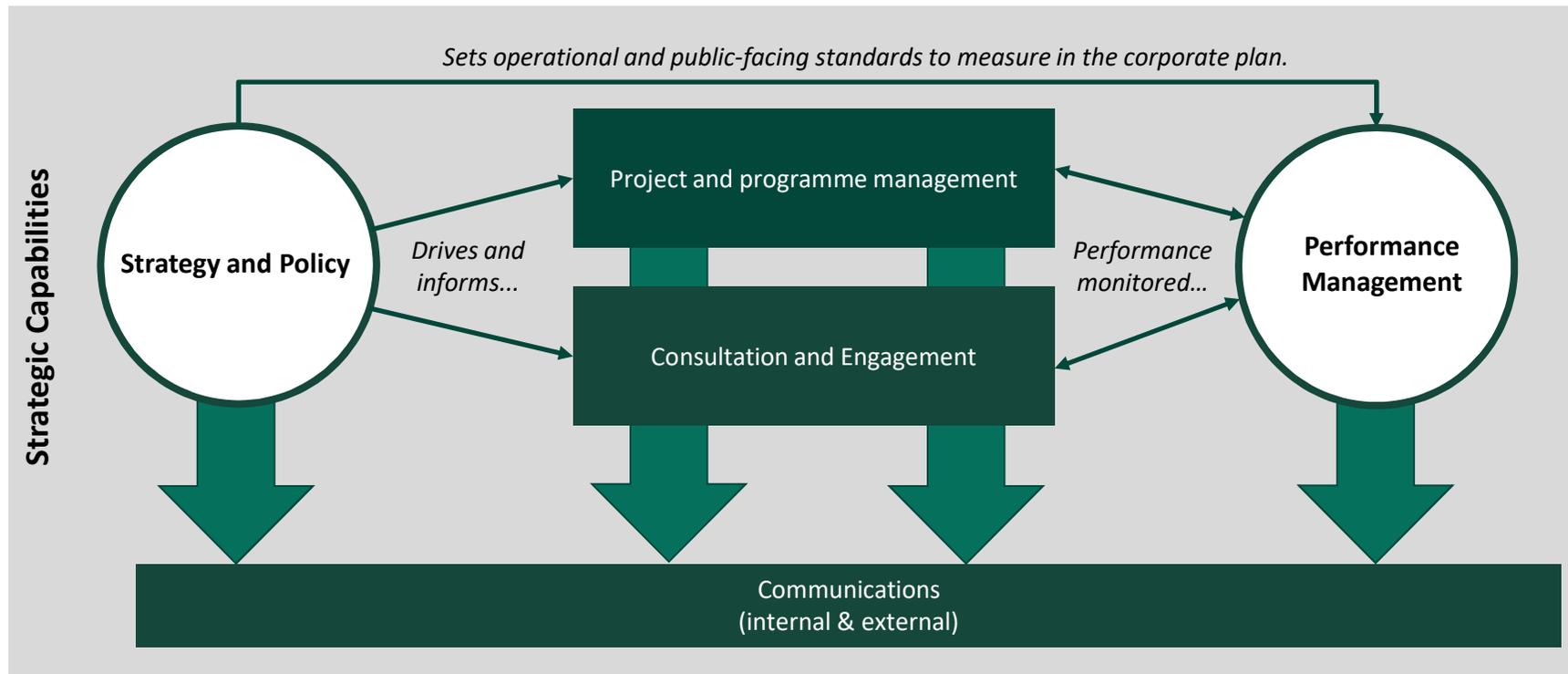
 <i>Customer offering</i>	<ul style="list-style-type: none"> <li>• We will provide transparency, consistency and clarity of expectations of the strategic offerings .</li> <li>• We will work with members to identify their needs and consider the member offering of this layer.</li> </ul>
 <i>Processes</i>	<ul style="list-style-type: none"> <li>• Our processes will be simplified, standardised and automated wherever possible.</li> <li>• We will design processes which enable self-service where possible and appropriate.</li> </ul>
 <i>Technology</i>	<ul style="list-style-type: none"> <li>• We will utilise technology in the management of information and the delivery of services to our customers.</li> <li>• We will rationalise, standardise and link our applications with the whole operating model to support new ways of working.</li> </ul>
 <i>Information</i>	<ul style="list-style-type: none"> <li>• We will capture, where possible, soft intelligence and utilise this to enable better relationships with our external customers, particularly partners and members.</li> <li>• Our performance management processes will be underpinned by sound business intelligence and data analytics.</li> </ul>
 <i>Organisational structure</i>	<ul style="list-style-type: none"> <li>• We will consolidate strategic and common functions with a clear purpose, maintaining flexibility in local delivery.</li> </ul>
 <i>People capabilities</i>	<ul style="list-style-type: none"> <li>• We will encourage our staff to collaborate with the strategic capabilities to better enable the Council to achieve its strategic ambitions.</li> <li>• We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.</li> </ul>
 <i>Performance Management</i>	<ul style="list-style-type: none"> <li>• We will measure the right things, through a consistent performance management framework, from corporate outcomes to individual performance.</li> </ul>

## What will the Strategic Capability look like in the future...

### Key characteristics of the Strategic Capability

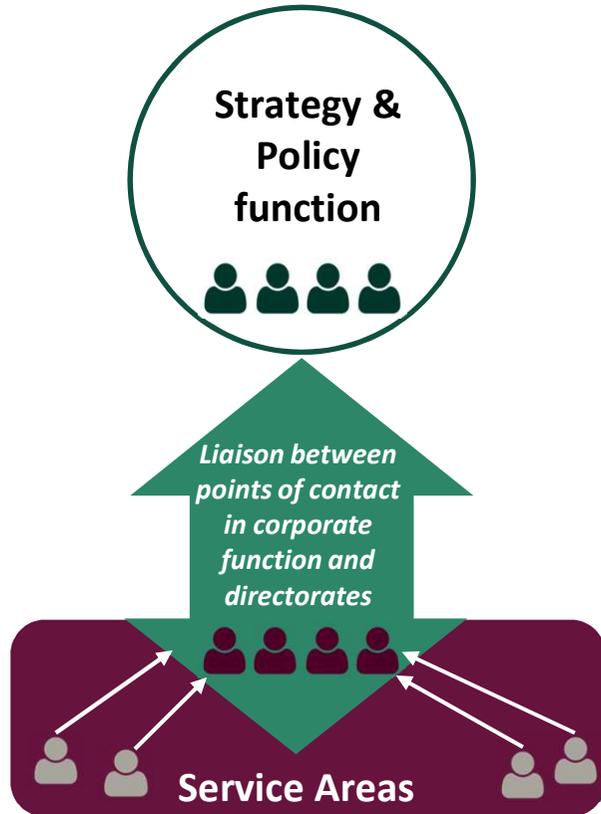
Whilst the functions themselves within the strategic capabilities will look familiar, there are some key differences in what this will look like in the future;

- Internal and external communications, currently two separate functions, will be consolidated into one team.
- Consultation and engagement, currently two separate functions, will be consolidated into one team.
- Performance management, currently undertaken in various directorates/services, will be consolidated into one team.
- There will be better join up between the strategic capabilities.



## How will the Strategic Capability work in the future – Strategy & Policy...

### Functional model



*There will be clear points of contact in the corporate function and respective directorates. Staff will contact the designated individual for their directorate with any queries. This individual is then responsible for escalating queries/issues, when required, to their directorate lead in the corporate function.*

#### How will the consolidated function work?

- The consolidated function will be responsible for articulating the vision, direction of travel and priorities for the Council, directed by and working with Members.
- This function will lead or co-deliver cross-cutting issues, providing specialist knowledge of strategy and policies.
- This function will have clear and specific ongoing responsibilities such as supporting the development of the corporate plan and supporting certain scrutiny committees as well as an element of flexibility to deal with potential 'emergency/unforeseen priority' issues.

#### How will the service area and consolidated function interact?

- Directorates will have a designated individual who will be the named point of contact for taking issues to the Strategy & Policy team. This person should be someone who is embedded into and has oversight of the directorate. There needs to be a mandate for this role at DLT and service manager level.
- There will also be a senior named point of contact for each directorate within the strategy & policy function to provide a link to the individual with the greatest understanding of the services in that directorate.

#### What activity will happen in the service areas?

- Service areas will play a key role in informing and working on the development of policies to ensure subject matter expertise is utilised.
- Service areas will be responsible for **the transition of strategies and policies to BAU** to ensure they are used in practice.
- Service areas will also be responsible for **creating delivery plans** which articulate how their service will help deliver the Council's key priorities, as set out in the corporate plan.

# How will the Strategic Capability work in the future – Performance Management...

Functional model



*Accountable officers in service areas will be responsible for liaising with the performance hub to identify measures and indicators to drive their business and monitor delivery against the Council's priority aims.*

## How will the consolidated function work?

- The function will have a strategic role in setting out the framework and key guidance for QA & performance monitoring in the Council.
- The hub will work closely with the strategy & policy function to ensure priority aims as set out in the corporate plan are being monitored.
- The hub will provide a consolidated view of the Council's performance to the relevant board responsible for strategic oversight of the Council.
- The performance hub will be responsible for data collection, cleansing, analysis and reporting which is not automated. The hub will work closely with the BI function, who will support the analysis and reporting of data.

## How will the service areas and consolidated function interact?

- There will be a representative for Children's, Adults Services, Communities and Resources within this function to provide a specialist point of contact if there are any issues/queries.
- These points of contact will also proactively liaise with service areas to provide support identifying performance measures.

## What activity will happen in the service areas?

- Service areas will need to provide the performance measures (e.g. KPI's) they need to be tracked. They must ensure that the measurements they are tracking will help them drive their day-to-day operations and show how the service is helping the Council meet its priority aims.
- Most importantly, it will be the responsibilities of services areas to use performance data to make decisions, they will be held accountable for failure to monitor performance measurements.

## How will the Strategic Capability work in the future – Roles...

\*Further detail on the roles set out below is available at Appendix I.

### Strategic Capability roles\*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for strategic capabilities. The balance and detailed structure of these roles across the corporate services provision for Strategy & Policy and QA Performance Management will be determined during the construct phase.

#### *Indicative roles for strategy & policy and performance*



Head of strategy, policy and performance



Senior Strategy & Policy Officer



Senior Performance Officer



Strategy & Policy Officer



Performance Officer



Strategic Research Officer

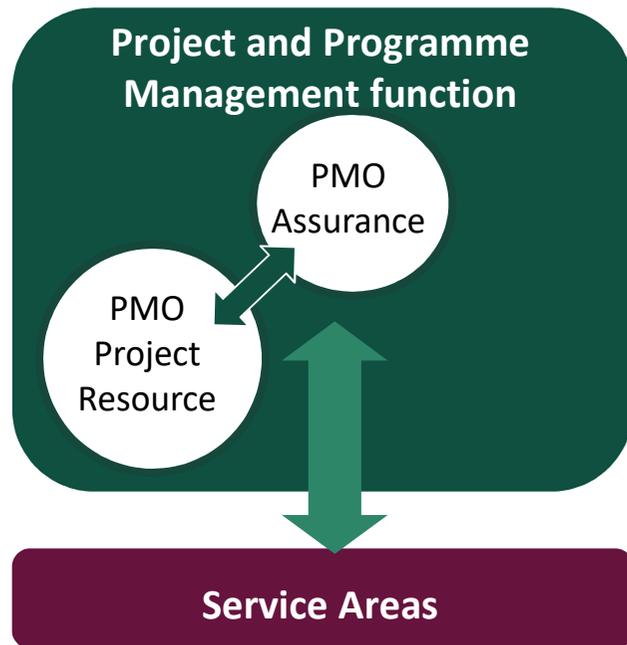


Performance Analyst

*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will the Strategic Capability work in the future – Project and Programme Management...

### Functional model



*Staff will follow guidance and templates issued by the PMO Assurance team when proposing new projects and obtaining FFF Board approval to proceed. Strategic Directors are responsible for reporting on project progress to FFF Board, including highlighting relevant risks and issues requiring Board input.*

#### How will the consolidated function work?

- There are two key parts to this function; the Project Management Office (PMO) Assurance team and a consolidated resource pool (PMO Project Resource).
- The PMO Assurance team provides assurance of cross-cutting/priority projects and programmes, working closely with the Fit for the Future (FFF) Board to support their prioritisation of projects and tracking of progress.
- The PMO Project Resource will be made up of project managers and business analysts. The PMO Lead will be responsible for transparently allocating these resources in compliance with FFF Board priorities.

#### How will the service area and consolidated function interact?

- PMO Assurance team members will sit on the directorate/service groups which manage projects and programmes (currently Working Groups) to provide guidance on the relevant processes and highlight any projects or issues that need to be raised to the FFF Board.
- Project management resource will work with service areas to manage the delivery of projects including monthly highlight reporting to the PMO and FFF Board.
- Business Analyst resource will support service areas or undertake research/analysis on approved tasks with clear scope and time-scales.

#### What activity will happen in the service areas?

- Service areas will provide the operational capacity for change for projects, including those given consolidated project management resource.
- Service areas will manage and deliver any BAU work and projects which are not cross-cutting, following consistent approaches, standards and guidance available from the corporate function.

## How will the Strategic Capability work in the future – Roles (iii)...

\*Further detail on the roles set out below is available at Appendix I.

### Strategic Capability roles\*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for strategic capabilities. The balance and detailed structure of these roles across the consolidated project and programme management function can be found in the appendix.

#### *Indicative roles for project and programme management*



Programme Service Manager



PMO Assurance Lead



Project Managers

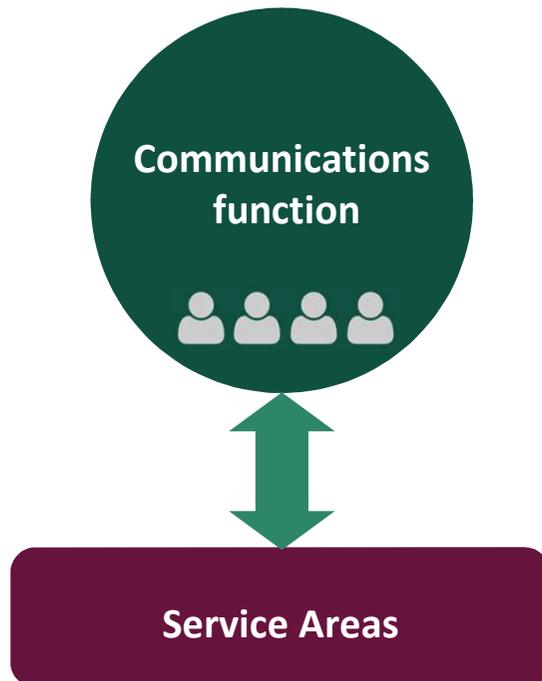


Business Analysts

*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will the Strategic Capability work in the future – Communications...

### Functional model



*Staff can directly contact the named person for their directorate within the corporate function for advice and guidance when the query relates to external communications. Support from the corporate function related to internal communications will be primarily available for senior leaders within directorates.*

#### How will the consolidated function work?

- This function will **lead or co-deliver on internal and external communications** within its set remit of communications (e.g. cross-cutting issues) as well as communications with the potential for significant reputational impact.
- This function will be responsible for **monitoring the reach and impact of internal and external communications** e.g. social media metrics. This function will work closely with Business Intelligence to derive better value from data relating to external communications.

#### How will the service areas and centralised function interact?

- There will be a named point of contact for each directorate within the communications function, these points of contacts will attend DLTs as required.
- Anybody from within the Council can contact their relevant directorate point of contact with issues/queries relating to external communications
- Specialist support for internal communications will primarily be available for leaders within directorates, while internal communications which are more day-to-day or operational will be undertaken by staff in service areas.

#### What activity will happen in the service areas?

- Service areas will handle **BAU communications** which do not meet the threshold criteria for the centralised communications teams. Service areas can access self-serve advice and guidance from the communications team on the intranet.
- Everyone in the Council will contribute to effective external and internal communications in order to keep residents and staff informed and engaged.

# How will the Strategic Capability work in the future – Consultation & Engagement...

## Functional model

\*See appendix I for details on the customer offering of this function e.g. this function's role in statutory consultations.



**Service Areas**

*Support from the corporate function will be primarily available for senior leaders within directorates on strategic consultation and engagement issues. Staff with queries related to consultation and engagement at a more operational level will raise this with a member of their directorate leadership team.*

### How will the consolidated function work?

- The function will have a strategic role in setting out the framework and key guidance for Consultation and Engagement activities in the Council.
- This function will lead or co-deliver cross-cutting/priority issues, providing specialist knowledge of consultation and engagement activities.
- This function will collect data e.g. from the residents survey. The Business Intelligence (BI) function can then undertake customer insight analysis which the consultation and engagement team can use to derive insight and value from consultation/engagement data.

### How will the service area and consolidated function interact?

- Requests for support from this consolidated team should be from leaders within directorates regarding strategic consultation and engagement issues.
- All staff, however, will be able to access self-serve information and guidance on the intranet.

### What activity will happen in the service areas?

- Service areas have the best knowledge of their customers and will therefore be responsible for identifying the relevant individuals/groups that need to be engaged (e.g. in co-production activities) and will be responsible for managing long-term relationships with groups (e.g. Children in Care Council, Oxfordshire Stronger Communities Alliance).
- Service areas will have the specialist service knowledge required to lead on the majority of consultations – requesting support/advice from engagement specialists when required.

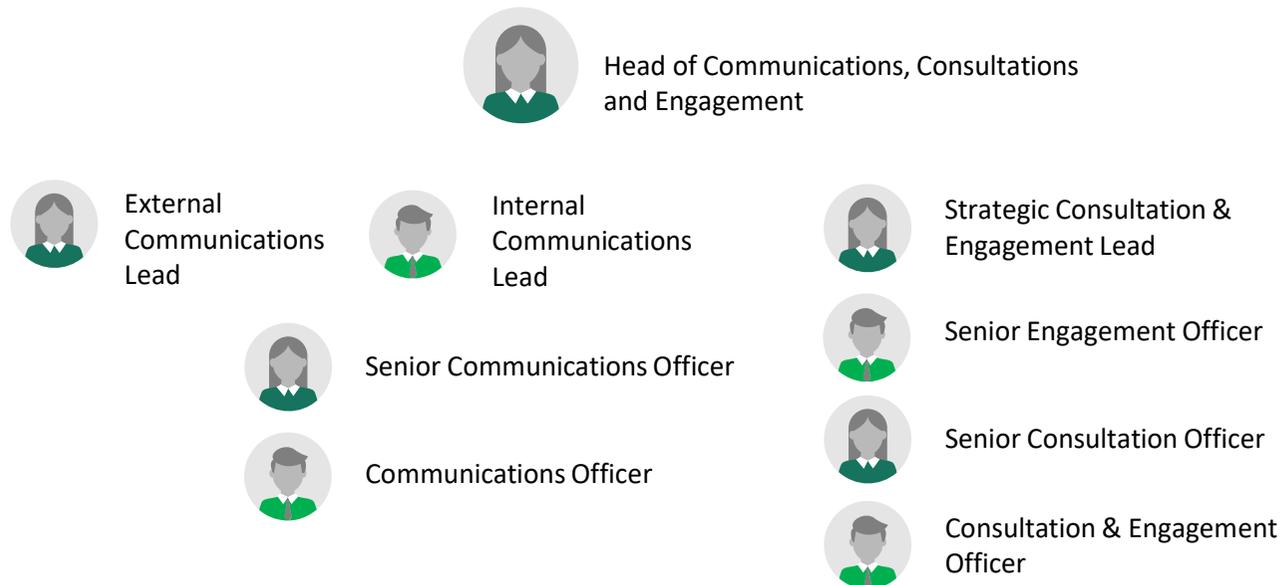
## How will the Strategic Capability work in the future – Roles (ii)...

\*Further detail on the roles set out below is available at Appendix I.

### Strategic Capability roles\*

The following roles, some of which already exist across the organisation, will be required in order for the Council to achieve its ambition for strategic capabilities. The balance and detailed structure of these roles across the corporate services provision for Communications, Consulting and Engagement Performance Management will be determined during the construct phase.

#### *Indicative roles for communications, consultations and engagement*



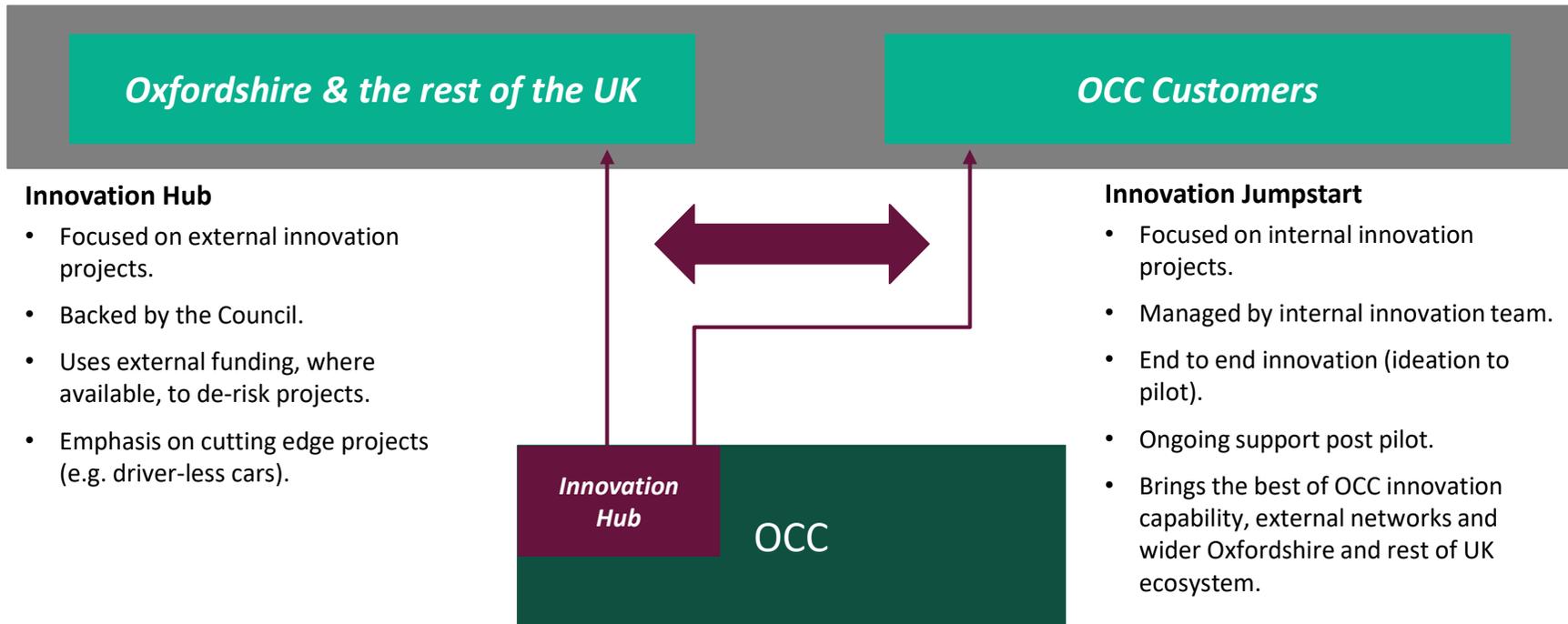
*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## There are close interdependencies between the Strategic Capability functions and how innovation is fostered across the Council...

### Strategic Capability links with innovation

Through the design work, a review of the Council’s current innovation capabilities was undertaken, with further detail provided in Section 4: Enablers at slides 254 - 257. While there are pockets of excellent practice across the organisation, a more strategic and whole-council approach would help to join up learning across the organisation and maximise impact.

To achieve this, functions in the Strategic Capability layer will be able to support the development of the Innovation Hub and the Innovation Jumpstart approach. A functional model is depicted below setting out how the Council can approach innovation to better leverage its unique position with the County and the rest of the UK (e.g. access to partners) alongside growing its own internal innovation capability in order to deliver better services to its customers. There is also a strong interdependency with the Business Intelligence layer of the TOM.

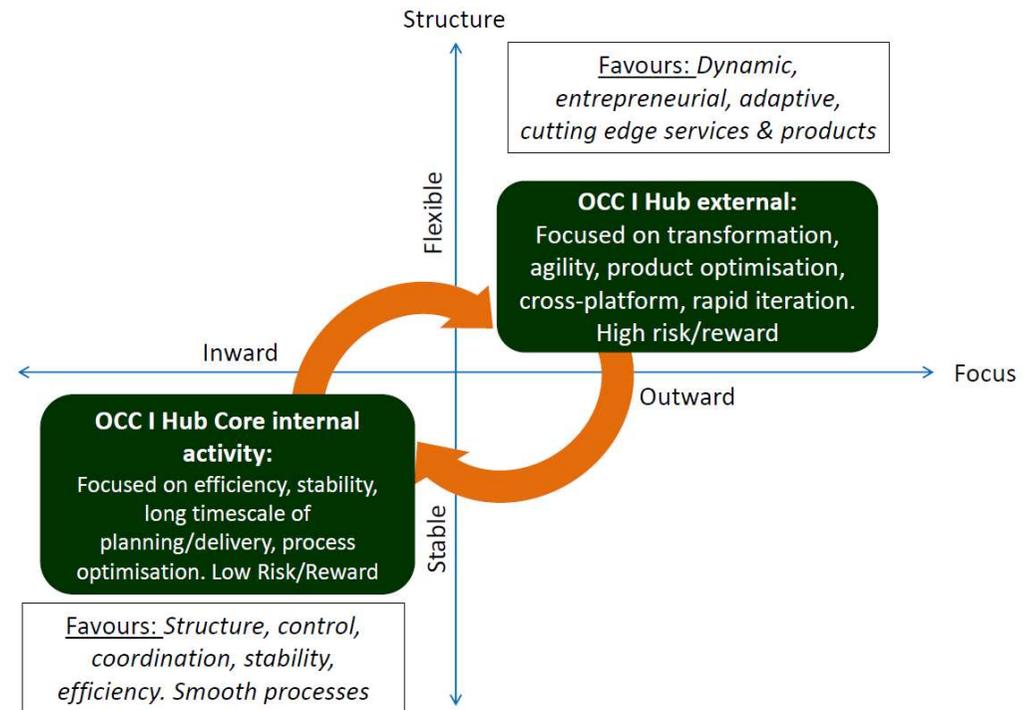


## Looking at the innovation hub in more detail...

### The innovation hub

The innovation hub will be both externally and internally focused with the following responsibilities:

- Innovation jumpstart programme management
- Problem analysis with an awareness of possibilities
- Prototyping
- Strategic partner identification & development
- Partner identification and problem specification support for partners
- Investment sourcing where external investment is suitable
- Business model and case development support
- Commercialisation support
- Benefit realisation plan – KPIs to achieve objectives
- Mentoring staff and embedding innovation

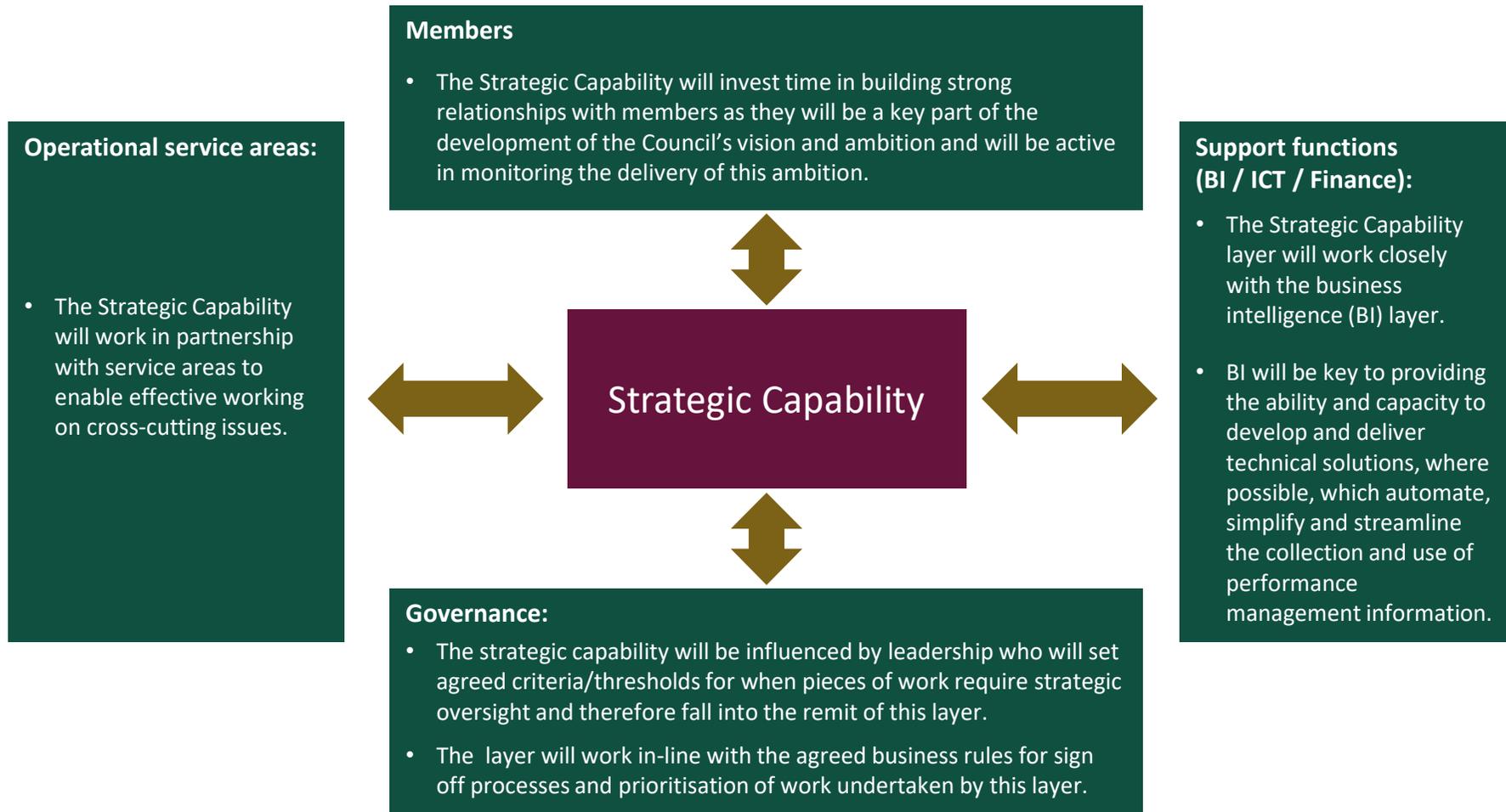


**The OCC Innovation Hub....**

## How will the Strategic Capability work with the rest of the Council...

### The interaction model

Page 270



## What needs to change in order to achieve this\* (i)...

\*A detailed explanation of each enabler required is available at Appendix I.

### Enabling requirements\*

#### Strategy

- There needs to be clarity in who is involved in the setting of the overall strategy, direction and ambition for the Council so that this can be established in good time and can then be acted on sooner rather than later.
- There needs to be a way of capturing the priority aims in the corporate plan at a service level to ensure everyone is working towards the same vision through comprehensive strategic and outcomes frameworks.

#### Governance

- There will need to be a mechanism to prioritise the work of each of the strategic capabilities to ensure this is inline with the Councils' priorities.
- There will need to be stronger governance mechanisms to encourage the right behaviours and ensure compliance e.g. notifying the strategy & policy function of a cross-cutting issue, complying with deadlines.
- There will need to be greater clarity on who (individual/group) is responsible for making sign off decisions and who is only being consulted.

#### Process

- There will need to be clear, simplified and standardised processes where possible. This is particularly important for the processes of requesting and prioritising work and for sign-off processes.
- Any exceptions to the standard process should also be clear and follow set rules.

#### Technology

- Technology will be vital to the automation and simplification of existing processes, particularly for the collection and analysis of performance management data.
- Technology could be used to the advantage of this layer to better capture information requirements.

## What needs to change in order to achieve this\* (ii)...

\*A detailed explanation of each enabler required is available at Appendix I.

### Enabling requirements cont.\*

#### Culture

- Collaboration will be vital for achieving the Council’s strategic ambitions.
- Individuals need to be empowered to come up with new and innovative ideas/solutions.
- Individuals within this layer must be flexible on the type of work they undertake as tasks will be responsive to business need.
- There will need to be mutual recognition and understanding between strategic functions and operational services of their respective strengths and skills.

#### People & Structure

- Individuals within this layer need a strong understanding and appreciation of the context of working in a political organisation.
- Individuals within this layer need to have an aptitude for understanding the drivers of competing viewpoints (ideas, interests, institutions) and influence these views.
- The structures within this layer will need to maximise collaboration and limit the potential for issues to become lost in siloes.

#### Information

- This layer needs more consistent and comprehensive policy and political intelligence (local, regional, national) to inform the direction of travel and decision making.
- This layer needs improved partner intelligence to enable better management of external relationships.
- This layer needs better business insights on Oxfordshire e.g. population intelligence to inform the Council’s strategic vision and to manage performance and identify any priority areas.

## How will the Council know it has been successful...

### Measures of success



#### Efficiency

- A streamlined approach which has the right number of staff, with the flexibility to focus capacity to work on priority issues.
- Key responsibilities are met while not operating at a higher cost than similar authorities.



#### Effectiveness

- By providing easy to use guidance and self-serve information which has been recognised by customers as meeting their needs.
- By receiving positive/constructive customer feedback (staff and member feedback) where there has been a collaborative approach to an issue to allow for continuous improvement.
- More people know what the Council's vision is and how they contribute to it (staff), what it will deliver for them (residents) and where they can be involved (partners).



#### Outcomes

- Impact of decisions/strategies achieve the intended outcomes.
- Customers feel that the strategic capabilities are adding value and are not just an overhead.
- High quality decision-making occurs in a planned way.



#### Experience

- Giving members confidence in the Council's processes and building trusted relationships.
- All customers should have a positive experience with those in this layer and feel like confident that key issues have a responsible owner to see them through.
- Customers are aware of the process and decision making and are kept informed and are able to contribute the process to ensure the best value is achieved.

## What will the Strategic Capability look like in practice...

\*Further user stories are available at Appendix I.

### An example user story\*



**April Roberts**  
April is a Cabinet member at Oxfordshire County Council.

#### User story...

*"I ended up in a last minute meeting with residents from my division and I was able to answer their questions about Council services and performance".*

#### What does this user story show...

- New ways to store information in a way that is more readily available will enable members have the right information at the right time when talking to residents.
- There will be improved performance monitoring and information which members will have access to.

#### 1. Contact staff member



- April contacted Mark in the Strategy & Policy team to see if there was any performance information she could have sight of in advance a meeting with residents from her division.

#### 2. Visit webpage



- Mark was able to direct April to the Council's webpage and talk her through all the new publically available information as well as the Cabinet pages with the most up to date detailed reports.

#### 3. Use in meeting with colleagues



- April and her residents used the information online to inform the content of their meetings. Using the data to discuss key issues of note.

#### 4. Positive interaction with residents



- Residents were impressed with the services offered by the Council and that Oxfordshire are performing better in most of these services than comparator councils.
- Residents were pleased that they could easily access and re-visit this information on-line.
- April was pleased to have had the right information to enable a positive meeting.

## What are the benefits of doing this...

\* Further detail on the benefits case for the Strategic Capability can be found in the Revised Financial Case and at Appendix I.

### Outcomes, experience and benefits\*



*Adopting a consistent approach to the strategic capabilities will deliver **improved outcomes** for its residents.*

- ✓ Every part of the Council will work together towards the same strategic direction and shared outcomes.
- ✓ Service areas will have access to the right performance data and insights to enable them to improve services for customers.
- ✓ Customers will have access to key information on the performance of Council services compared to other County Councils.
- ✓ More joined up and consistent approach to consultation and engagement activities.
- ✓ Members will have increased confidence in the Council's processes.



*A **better experience** for staff both within the strategic capability teams and within the service areas.*

- ✓ Improved clarity on the customer offering and role of the centralised functions and therefore what activities will remain the responsibilities service areas.
- ✓ Simple, standardised and automated processes for staff to follow.
- ✓ Clear, proportionate and enabling governance processes that support decision making rather than obstruct it.



***Benefits of £1m – £1.9m per annum** through consolidating strategic functions could be achieved.*

- ✓ Through consolidating the Council's current effort on its strategic capability functions it can achieve a reduction, of between **18 – 34 FTE** in the total effort it expends on these capabilities while delivering a better experience for staff and improved outcomes for customers.

# *Business Intelligence*

# What is Business Intelligence...

## Definition

### What it is...

- The Business Intelligence (BI) function exists to provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.
- BI is comprised of the following business capabilities:



**Understand  
and Influence**



**Predict and  
forecast**



**Drive resource  
efficiencies**

- Supported by the BI function, Council staff will have access to technology and data to drive insights for their service areas.

### What it isn't...

- Business Intelligence is not a storage point for all data within the organisation.
- It is not a resource to correct source data, or improve the quality and accuracy of information.
- A decision making tool in itself; outputs will always require interpretation using professional judgement.
- A central function that will dictate to service areas. It will need to go hand in hand with operational delivery.

### Why do we need it...

#### 44.4 FTEs

44.41 FTEs worth of effort is spent on BI and reporting activities across the Council, mainly on diagnostic and descriptive reporting.



Decision making processes will become more evidence and data driven. Explore and evidence arguments and challenges.



BI could enable the Council to make more locality and community focused decisions from richer, contextual data insights.



BI is a strategic asset that provides insight for the Council, as well as more broadly with businesses and partners.



Having data insights will augment delivery and intervention requiring innovation in our approach to problem solving.



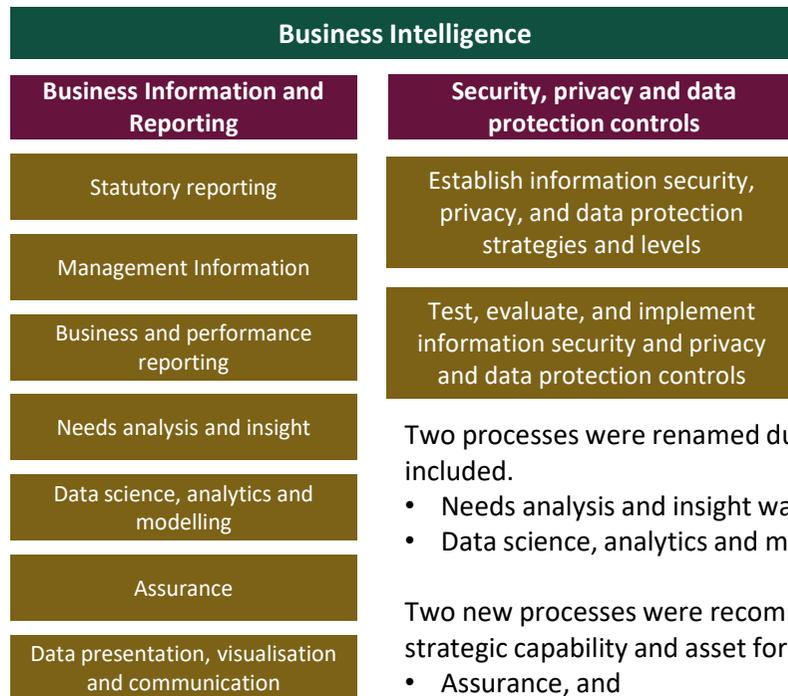
Gathering insight into the various communities and localities within Oxfordshire, and the unique challenges they face.

## What will Business Intelligence do...

### What is the role of business intelligence within the Council's TOM

Business intelligence will help the Council get significant insights from the data and information it holds. It can be used to reference the software, infrastructure, policies and procedures that will allow the Council to make evidence based, and data-led decisions.

#### *Business Intelligence Process Taxonomy*



A range of these processes and activities will take place using existing and established teams and owners. A newly constituted BI team, however, will work across the Council to provide additional insights for services areas to support them in the delivery of their services. The BI team will be required to engage and help develop, test and report back on security, privacy and data controls.

Two processes were renamed during High Level Design to more accurately reflect the activities they included.

- Needs analysis and insight was formerly called 'Business Intelligence', and
- Data science, analytics and modelling was formerly called 'Data analytics'.

Two new processes were recommended for inclusion to support the ambition and plan for BI as a strategic capability and asset for the Council, these were:

- Assurance, and
- Data presentation, visualisation and communication.

**Key:** Process Level 0 Process Level 1 Process Level 2

## What is the Council’s future ambition Business Intelligence...

### Future ambition for Business Intelligence

#### Future ambition for Business Intelligence...

Business Intelligence will underpin the Council’s TOM by providing the insight needed to inform effective decision making. An effective BI function is a critical enabler to understand and influence, predict and forecast, drive resource efficiencies, and connect, leverage and consolidate data from multiple data sources, both internal and external to the Council. The BI team will work with operational teams, to support them in the delivery of their services.

#### **Understand and Influence:**

- Identifying the questions we should be asking to influence our strategic outcomes.

#### **Predict and forecast:**

- Influence outcomes through proactive reporting which articulate current position, identifies trends and identify areas of focus.

#### **Drive Resource efficiencies:**

- Reduce the number of processes and people associated with delivering diagnostic and descriptive Management Information.

#### **Connect, leverage and consolidate data from Multiple Data Sources:**

- Address traditional challenges around system connectivity, compatibility and information structures.

#### Narrative...

- Proactive reporting to understand patterns and trends.
- Ability to make better decisions, through an informed, single version of the truth.
- Manage what are now tighter budgets and financial constraints.

#### Offer to customers...



#### **Business**

The Business Intelligence function will work with businesses who want to use the Council’s BI outputs to inform their work around workforce, markets, place and demand.



#### **Partners**

The Business Intelligence function will work with partners to provide them with data and analysis, and use partner data, developing broader and deeper insights.



#### **Staff**

The Business Intelligence function will ensure that information provided to staff is comprehensive, accurate, timely and appropriately focused.

## The following design principles have been used to drive the design of Business Intelligence as part of the Council’s TOM (i)...

### Business Intelligence design principles

These design principles will apply across the whole council and will be supported by the Business Intelligence function.

 <i>Customer offering</i>	<ul style="list-style-type: none"> <li>• We will ensure that strategy reflects the needs of our customers.</li> <li>• We will ensure that our service offers reflect the needs of our customers.</li> </ul>
 <i>Processes</i>	<ul style="list-style-type: none"> <li>• We will provide analytical support to services areas.</li> <li>• We will be ‘intelligent clients’.</li> </ul>
 <i>Technology</i>	<ul style="list-style-type: none"> <li>• We will use business intelligence and policy analysis to understand our technology requirements.</li> </ul>
 <i>Information</i>	<ul style="list-style-type: none"> <li>• We will use business intelligence to improve the way in which we use our information.</li> </ul>
 <i>Organisational structure</i>	<ul style="list-style-type: none"> <li>• We will do more horizon scanning to improve our political awareness.</li> </ul>
 <i>People capabilities</i>	<ul style="list-style-type: none"> <li>• We will empower our staff to take ownership of the relationship with customers and to drive the delivery of solutions.</li> <li>• We will enable all our people to use their creativity to develop innovative solutions to the challenges we face.</li> </ul>
 <i>Performance Management</i>	<ul style="list-style-type: none"> <li>• We will manage the performance of our people in a timely manner with up-to-date information.</li> <li>• We will record performance management through multiple channels.</li> </ul>

# What will Business Intelligence look like in the future...

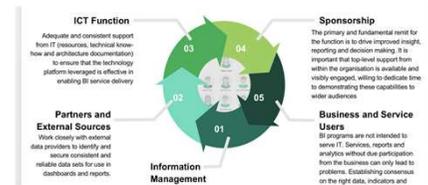
## Key characteristics of business intelligence in the future

### A small team



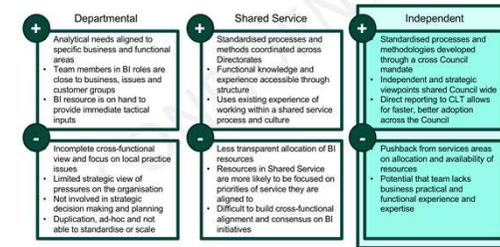
The team is cross functional and works across the Council using consistent methods and interactions.

### Working with a range of stakeholders



The constitution of the team requires relationships with other areas of the Council, to develop the elements of how BI will work.

### Whole Council approach



The importance of a distinct physical team, working in partnership with service areas, is key to developing BI from departmental views to an enterprise solution supporting layers and teams.

### How will the functional model for Business Intelligence work...

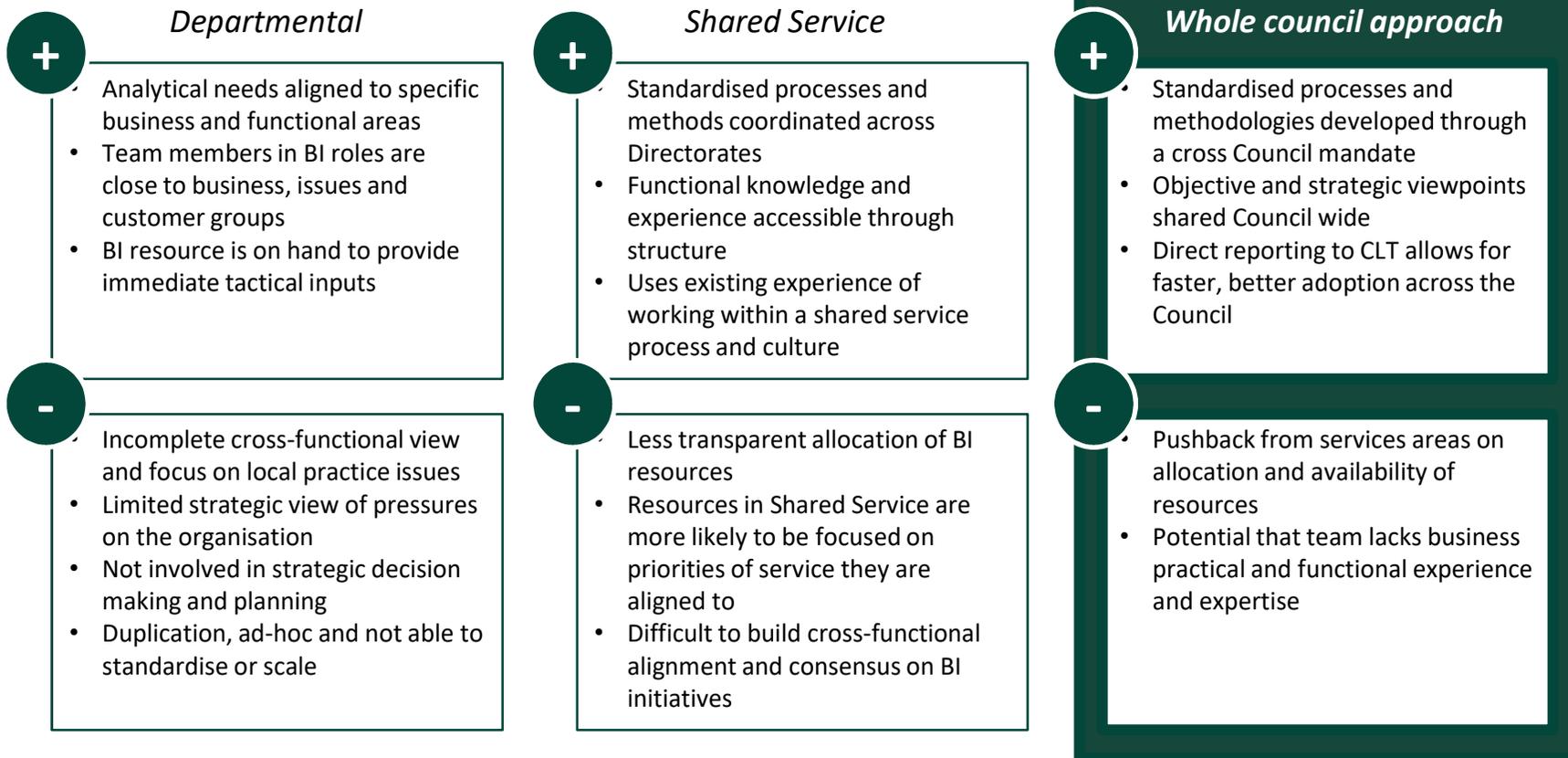
The BI function is a strategic function, initially established where the team is physically co-located. The constitution of the team reflects the requirements to have relationships with other areas of the TOM, to establish the components of a functional BI layer. The team is cross functional and enterprise in its operating methods in the operating model.

The importance of a separate physical team is key to shifting BI from Departmental 'views' to an enterprise solution serving customers in each of the layers.

## What will Business Intelligence look like in the future (ii)...

### Physical, virtual, shared, central or independent

The placement of the Team within the Organisation model is important. Even with the right tools and skilled resource, if the team is not aligned properly, its impact and purpose becomes harder to realise. Three models were considered, each with pros and cons, with the **whole council** model being preferred as this offered the best way to maintain the ambition of building a BI function that provided a strategic asset to the Council.

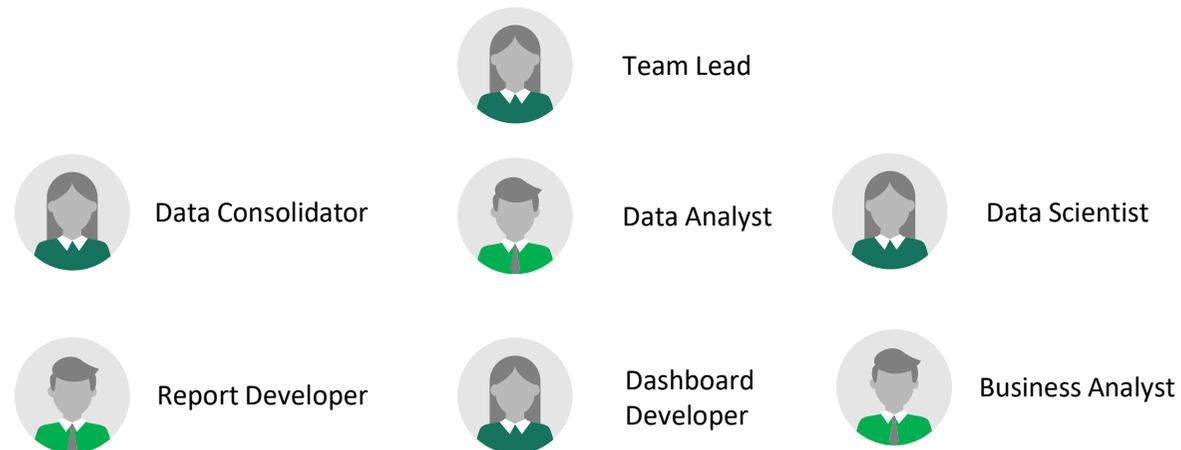


## How will Business Intelligence work in the future...

### BI structure and roles \*

In order to support early activity, an initial team size of six is optimal. Any lower and the load is too large on individuals or across the team. Higher than this and its more expensive to resource and run and makes agile delivery more challenging

### *Indicative roles for Business Intelligence*

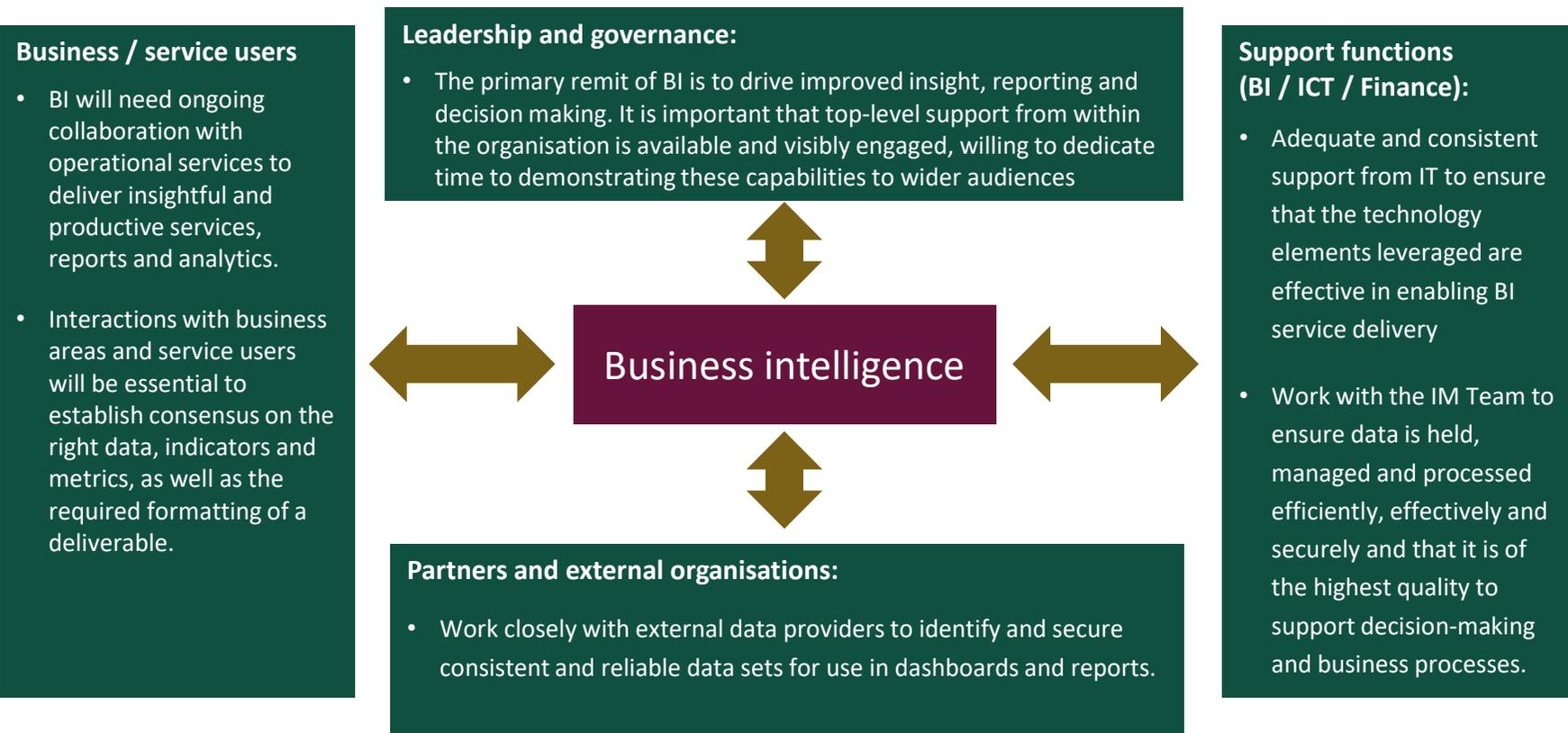


*All roles shown are indicative and do not define specific jobs, structures or team size in the future organisation. Further work will be required as part of construct and implementation phase to finalise (including location in corporate structure).*

## How will Business Intelligence work with the rest of the Council...

### The interaction model

Getting the required resource and capabilities in place is important, providing end users with quality data and reporting that can be trusted and used effectively for decision making is crucial. The BI Team in this respect will be required to engage, interface and develop links with other parts of the business (Layers, Services, Teams, Partners)



## What will it look like in practice...

\*Further user stories are available at Appendix J.

### An example user story\*



Lee Williams

Lee is a manager in the MASH team, with a focus on children at risk.

**User story...** *“An rise in referrals for adolescents involved in CSE has prompted Lee to look beyond presented information to see if other variables are at play”.*

#### What does this user story show...

- Modelling of information on patterns, attributes and characteristics of over 100k records
- Use of historical data to augment decision making
- Understanding of demand in order to divert to other forms of intervention

#### 1. Develop hypothesis



- After experiencing a rise in the number of referrals of CSE, Lee and colleagues look for patterns in individual cases and anecdotally
- There are patterns in terms of demographics, environmental factors and backgrounds that suggest certain attributes in low need cases could be characteristics that predict likelihood of future CSE

#### 2. Identify data



- Lee works with the BI Team to develop the hypothesis
- Together they then discuss and source the data for the model, pulling information from the case management system, partner data and open data sources

#### 3. Develop model



- The Data Scientist reviews the data and develops the Machine Learning model
- Outputs in the model development are tested with Lee and his team, particularly looking to mitigate bias in the model calculations

#### 4. Train and Test



- Once developed, the data repository is split 80/20. The 80% of data is then used to train the model.
- Lee and colleagues are involved in the fine tuning of the model variables.
- Once agreed, the model then tests the remaining 20% for fit.
- The model is signed off by Lee and moved to production

#### 5. Deploy



- The model is run on a weekly basis against new MASH cases.
- Lee is sent an automated report highlighting those cases closed, but where factors in the history suggest that there is an increased likelihood of the child/young person becoming involved in CSE.
- Cases are then considered for referral to other partners for early intervention.

## What needs to change in order to achieve this\* (i)...

### Enabling requirements\*

#### Strategy

- Business intelligence will underpin the Council's TOM by providing the insight needed to inform effective decision making.
- An effective BI capacity is a critical enabler to understand and influence, predict and forecast, drive resource efficiencies, and connect, leverage and consolidate data from multiple data sources both internal and external to the organisation

#### Governance

- Strong governance needed to ensure all data sharing, publishing, storing in line with legislation, and that partners are also following this
- For each product produced by business intelligence a list of who will receive it; how often; when; and for what they are expected to use it for.
- Data sharing agreements to be in place to ensure all are aware of what can and is being shared.

#### Process

- Governance and oversight of BI activity across the Council and within Service areas needs to be determined and adopted
- All Layers and Services need to be engaged with ongoing opportunities using automation and other techniques to diagnostic and descriptive reporting to maintain capacity release.

#### Technology

- Move from the storage of information locally in spreadsheets, to in a communal place with easy access.
- Easy and intuitive tools.
- Need to be able to link to partner applications and systems.
- Need to make current technology e.g. Tableau available to all in the organisation
- Improve customer experience when accessing data.

## What needs to change in order to achieve this\* (ii)...

### Enabling requirements\*

#### Information

- Information needs to be good quality from internal sources so that the effort of the BI team is focused on collecting and curating data.
- All areas of the Council will need to engage with the consistent approach to Business Intelligence, actively contributing information to generate cross-cutting insights.
- The gathering and use of information must be undertaken within the guiding principles of the BI enablers and legislative parameters.

#### People & Structure

- The BI function is to be organised in a way that enables agile working and development, together with strong Layer and Service area alignment.
- The BI function will work closely with enabling functions and standards, internal data providers such as the ICT team, Line of Business system administrators and external Partners and data sources.
- It will work closely with the Strategic Capability layer and other areas of the business to identify and develop reporting metrics/KPIs and insights, build competency in predictive and prescriptive reporting and use available technologies to effectively publish and share those outputs.

## How will the Council know it has been successful...

### Measures of success



#### Efficiency

- Timeliness measures.
- Cost measures.
- When layer drives improvements in value greater than the cost of operating the layer.
- How the information is produced; level of automation vs manual intervention.
- Efficiency = quantifiable outcomes/investment (it's delivering value when this is >1).



#### Effectiveness

- We see 'improved decision making'.
- Tangible changes to how the Council operates are caused by the work of the BI layer.
- Rapid feedback on the outcomes of prototype interventions
- The customer has timely, accurate information.
- When it's making measurable difference to service delivery.



#### Outcomes

- Improved satisfaction of residents.
- Improved/ good rating of service by external.
- The impact of council planning and services is more positive because of BI.
- The customer has relevant information that they can act on.
- Outcome information and an ability to baseline as well as a form hypothesis which are either testable or narratively compelling about BI's role in changing outcomes.



#### Experience

- Customer feedback: staff, partners, businesses.
- People from strategic functions, BI, and service areas have a common understanding and a positive experience of working together.
- BI is seen as a positive force not a burden.
- The customer has relevant information that they can act on.

## What are the benefits of doing this...

\* Further detail on the benefits case for Business Intelligence can be found in the Revised Financial Case and at Appendix J.

### Outcomes, experience and benefits\*



*BI seen as a candidate for **automation, simplification and standardisation.***

- ✓ Automation – regular reports and routines in report development
- ✓ Single data source – prevents resources from having to source, acquire and clean data for service specific needs
- ✓ Standard reports – Agreed templates for distribution and consumption. The reports are as they come
- ✓ BI Portal – Access for staff to reports and insights broader than the domain they work in
- ✓ Self Service – Training and support to allow end users to create custom views and slicing of data



*Customer insight, demand and behaviour used to **improve customer experience.***

- ✓ Customer Insight – broader and deeper use of data to show needs and circumstances of customer groups more holistically.
- ✓ Forecasting demand – Using Machine Learning to help services predict and plan for peaks and troughs in demand.
- ✓ Behaviour and Sentiment insights – Using data to build a deeper understanding of customer satisfaction, experience and their views.
- ✓ Decision Support – Applying insights to direct evidence-based decision making
- ✓ Knowledge Management – Collective holding of information to give a single version of the truth, preventing fragmented views or repeated requests for information



*Benefits of **£76,500** through de-duplication and in standardising some reporting activity in the current BI processes.*

- ✓ Despite being a small opportunity in terms of savings when compared to other Layers, further benefit savings coming about indirectly as Insights, Needs Analysis and Forecasting help Layers and Teams to shape future interventions and understanding of the various Customer segments.

## 4. Enablers

## Key enablers will be required to deliver the Target Operating Model and maximise the benefits that the Council could achieve through it...

### Key enablers required for the TOM

Enablers describe the supporting changes needed to create the right conditions for the target operating model to be implemented and sustained, maximising the benefits that the Council could achieve through it. They can be grouped into a number of categories.

The following enablers have been described as part of the **layer by layer run through of the TOM** (slides 42 – 197) with further information available as part of the appendices to this business case.



The following enablers are described at an organisational level **as part of this section of the business case**. Where relevant, specific enabler requirements per layer are also highlighted in the TOM design, as well as the appendices.



Each enabler has been described using the following structure:

#### Where are we today?

What is the current state assessment of the council in regard to this enabler (from the Case for Change)?

#### How will this change in the TOM?

How will the enabler be different in the future TOM?

#### What will this look like in practice?

What will this change actually look like in the future TOM?

## 4a. Processes

## The case for change identified that there were significant opportunities to improve processes right across the Council...

### Where are we today?

#### Why it matters

Processes are the sequenced series of activities that are undertaken to deliver services or support the Council. Aligned with clear policies, they are the binding factor between having the right people and state of the art technology in high-performing organisations.

Having clear, well-designed and properly supported processes would allow the Council to maximise the value of its resources and improve outcomes for customers. When designed to be adaptable, processes can enable the council to be flexible for the future. The quality of these processes is important in creating a productive and successful working culture.

#### What's already happening

With a move to self-service systems, such as the IBC, the Council have shown they are already considering how they can adapt their processes, in order to gain efficiency services. However the majority of process re-design work to date has been in isolation within services, rather than holistic in approach.

Many services have their own ways around current processes, in order to overcome some of the challenges provided by faults in the process. To truly be successful, future redesign initiatives should take such a lens and re-examine the end-to-end design and implications of processes.

#### Current state

- Processes are clunky, complex and are not intuitive, designed by specialists rather than the end-users.
- Self-serve model puts burden on managers, who feel they have had insufficient training to use new systems.
- Guidance on processes is hard to find, especially on the intranet, and is hard to decipher if found.
- The interfaces between different parts of the business along the process are broken.
- There are lots of work-arounds due to the complexity of processes.
- There is a non-compliance culture around some processes, with teams developing new ways of tackling an issue.
- Systems assume and support specialist understanding rather than generalists doing self-serve. Managers have to re-learn the processes they do not follow regularly, and this is time consuming.

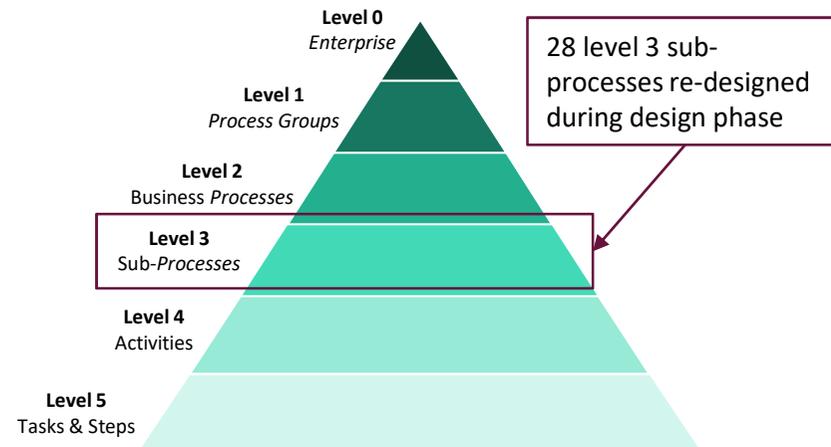
## During the design of the TOM the following process improvement principles have been applied to 28 level 3 processes...

### How will this change as part of the Council's TOM?

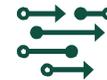
The design principles for the TOM state the following in relation to processes.

- We will design processes around the user and their experience, enabling self-service at every opportunity.
- We will be transparent about the ways in which we manage risk.

There are different levels of processes – each level provides a further breakdown of the groupings in the level above. During the detailed design phase, a number of processes at a mid-range level of detail (Level 3 sub-processes) have been re-designed as ‘exemplars’ of the process improvement principles shown opposite and to prove the concept of the TOM layer.



**Simplified** - We have simplified processes for customers and staff by eliminating repetition, removing unnecessary hand offs and highlighting where technology could be used to support delivery.



**Standardised** - We have standardised common business processes, particularly around the identify and assess stages of the Provision Cycle.



**Eliminated** - We have eliminated steps which serve no purpose by replacing them with proactive, preventative and targeted activities.



**Automated** - We have automated activities through ‘designing in’ available modern technologies for customers, staff and suppliers.



**Customer focused** - We have designed steps with the customer in mind.

The following slides summarise the level 3 sub-processes looked at during the design phase to show improvements to key activities.

This work will need to be completed to the same level of detail for all other processes during the construct and implement phase.

## Process list (i)...

### What will this look like in practice - Front Office (i)

Operating model layer	Level 1 Process	Level 2 process	Level 3 process	Detail available at...
Pre Front Door			Light touch strategic co-ordination.	Appendix C
Pre Front Door			Proactive enabling support.	Appendix C
Pre Front Door			Council led co-delivery.	Appendix C
Customer Management		Managing appointments and payments	Pay for it.	Appendix D
Customer Management		Managing appointments and payments	Book it.	Appendix D
Customer Management		Processing requests and applications	Apply for it.	Appendix D
Customer Management		Processing requests and applications	Report it.	Appendix D

## Process list (ii)...

### What will this look like in practice - Front Office (ii)

Operating model layer	Level 1 Process	Level 2 process	Level 3 process	Detail available at...
			Rules based assessment.	Appendix E
			Complex assessment.	Appendix E
			Automated assessment.	Appendix E

## Process list (iii)...

What will this look like in practice – Back Office (i)

Operating model layer	Level 1 Process	Level 2 process	Level 3 process	Detail available at...
Provision Cycle		Identify	Needs analysis and business requirements.	Appendix G
Provision Cycle		Assess	Spend analysis.	Appendix G
Provision Cycle		Assess	Market and supplier analysis.	Appendix G
Provision Cycle		Assess	Category strategy and plan.	Appendix G
Provision Cycle		Manage	Supplier development.	Appendix G
Provision Cycle		Review	Category review.	Appendix G

## Process list (iv)...

### What will this look like in practice – Back Office (ii)

Operating model layer	Level 1 Process	Level 2 process	Level 3 process	Detail available at...
Enabling & Support Services	Legal	Governance	Respond to FOI.	Appendix H
Enabling & Support Services	HR	Managing recruitment	On-board starters.	Appendix H
Enabling & Support Services	HR	Managing recruitment	Recruit a staff member	Appendix H
Enabling & Support Services	HR	Terminating employment	Manage leavers.	Appendix H
Enabling & Support Services	ICT	IT operations	Staff IT password resets.	Appendix H
Enabling & Support Services	Finance	Process accounts payable and expense reimbursements	Use embedded P-cards.	Appendix H

## Process list (v)...

What will this look like in practice – Back Office (iii)

Operating model layer	Level 1 Process	Level 2 process	Level 3 process	Detail available at...
Enabling & Support Services	Business support	Data transactions and Management	Bulk data uploading (SEN).	Appendix H
Enabling & Support Services	Business support	Data transactions and Management	Bulk data uploading (Transport).	Appendix H
Strategic Capability		Strategic QA, performance management and improvement	Performance reporting to Cabinet.	Appendix I
Business Intelligence		Business information and reporting	Automate a report.	Appendix J
Business Intelligence		Business information and reporting	Needs analysis and insight.	Appendix J

## 4b. People

## The case for change identified that there were significant opportunities to improve the skills and capabilities of people across the Council...

### Where are we today?

#### Why it matters

In order to become resilient for the future, the Council need to consider doing things in new and different ways. For this to occur, they need to consider the capabilities of the people in their workforce. This is because doing things differently requires new skills, experience and a differing knowledge base.

For example digital literacy is a skill which will need to be enhanced throughout the organisation. If new systems and tools are introduced within the organisation, their adoption and effectiveness in improving efficiency is only as good as the employee's ability to use them correctly. Digital solutions must be designed to be as intuitive as possible, whilst also ensuring that staff less confident with technology have adequate support and training.

As different skills are valued in the organisation, training and development opportunities for existing staff will be critical. This, in combination with the recruitment for more specialist skills and experience will put the Council in the best position for the future.

#### Key findings

Below is a summary of our findings from a combination of stakeholder interviews, cross-cutting workshops, CLT workshops, and digital fitness assessment interviews:

- The Council is not fully considering the skills required for the future when recruiting and there is not a collective plan for how best to fill skill gaps in the organisation. The development and training offer for staff across the organisation is also inconsistent.
- Oxfordshire has locally specific recruitment challenges, with a saturated job market, making the hiring of new talent a more challenging prospect.
- A lot of organisational knowledge and expertise is held by individuals within the Council but this can be lost when they move on, creating duplication, fragmentation and inconsistency in how areas of the organisation works.
- While many members of staff are motivated and dedicated to making a difference in Oxfordshire, there is a view that there is a resistance to change in parts of the organisation and a positive attitude is needed to deliver new ways of working.

## Having the right people, with the right skills and capabilities in the right roles will be critical to the success of the Council's TOM\* ...

How will this change as part of the Council's TOM?

**1**

### ***Leaders that champion the change***

Members and Senior leaders of the organisation, that champion the change by role modelling new behaviours and ways of working.

**2**

### ***Effective recruitment***

The TOM will require new skills that are not available within current resource. Effective recruitment will be required to secure staff with the right skills and abilities.

**3**

### ***An appropriate appetite for risk***

Trusting and encourage staff to take full ownership of their roles will be critical to the success of the TOM.

**4**

### ***A performance driven culture***

A performance driven culture where poor performance is dealt with and positive performance is praised and recognised needs to be in place.

**5**

### ***A responsive and agile organisational structure***

An evolved organisation that is more agile and responsive to disruption, and is able to adapt by implementing change on a rapid and ongoing basis.

**6**

### ***A mobile, tech enabled workforce***

A workforce that is tech-savvy, mobile and can work remotely. A workforce that is not constrained by teams or services, but thinks in a multi-disciplinary way.

**7**

### ***The right competencies and procedures***

Competencies and procedures to support the new organisation and reflect the required attributes and behaviours to deliver new ways of working.

**8**

### ***Staff that are customer focused.***

An organisation-wide commitment to being customer focussed including conducting ongoing user research, testing online sites and services with end users.

\* Further detail on the people requirements for each layer of the TOM can be found at the relevant appendix.

## Embracing flexible working is a good example of how the Council’s approach to its people and capabilities will need to change in the future...

### What will this look like in practice – Flexible working

Flexible working is not just about providing a piece of technology for staff, but changing the working practices for staff, including working locations, working hours, job sharing, hot desking, outcomes based performance.

The Council has trialled elements of mobile working (hot desking etc) in several areas but engagement with staff during the design of the TOM has highlighted that there is more that can be done to support staff, evolve working practices and ultimately to help the Council achieve its strategic ambitions.

#### Flexible working

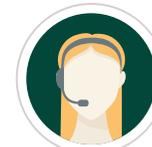
A key element to enable the Council’s TOM is an empowered, networked and flexible workforce. While technology is one enabler for flexible working, there are many other factors which must be considered and incorporated in order to be truly flexible:

- A greater focus on outcomes and delivery
- Trust, communication and empowerment of both managers and their teams
- An awareness that one size doesn’t fit all (service areas have different needs for different roles)
- New ways to better support service teams
- Overcoming risk aversion
- Communal areas to share and collaborate

Key requirements for flexible working proposed by the TOM design:



#### Examples of different flexible role requirements



Desk based



Multi-site  
*(planned locational working)*



Home based



Specialist  
*(unplanned locational working)*

## 4c. Technology

## The case for change identified that there were significant opportunities to improve the way in which the Council used Technology...

### Case for change

#### Why it matters

Information Technology (IT) is a fundamental part of all organisations today. Ensuring employees have the right systems, infrastructure and tools to do their jobs is a constant challenge as technology is advancing at such a rapid pace, while the needs of customers and employees are also changing. Having a consistent governance of IT across the council is critical to ensuring the security of information, maintenance of processes and management of risks. At the same time, there needs to be a clear IT strategy to account for technology developments and application improvements over time, reflecting the operating model of the organisation.

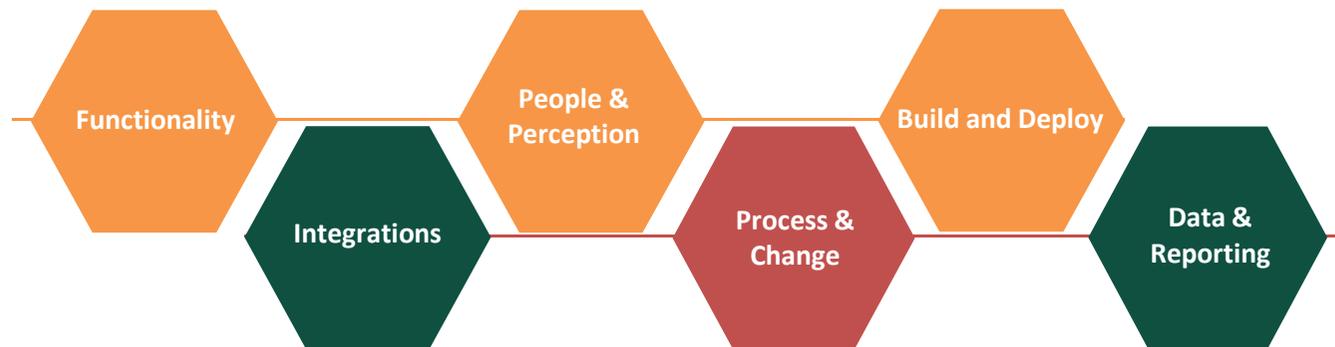
#### Key findings

**ICT decisions made tactically;  
maturing strategic oversight.**

**Lack of a single view of customer;  
duplication of functionality.**

**'Digital' ambitions are lacking  
and potential untapped.**

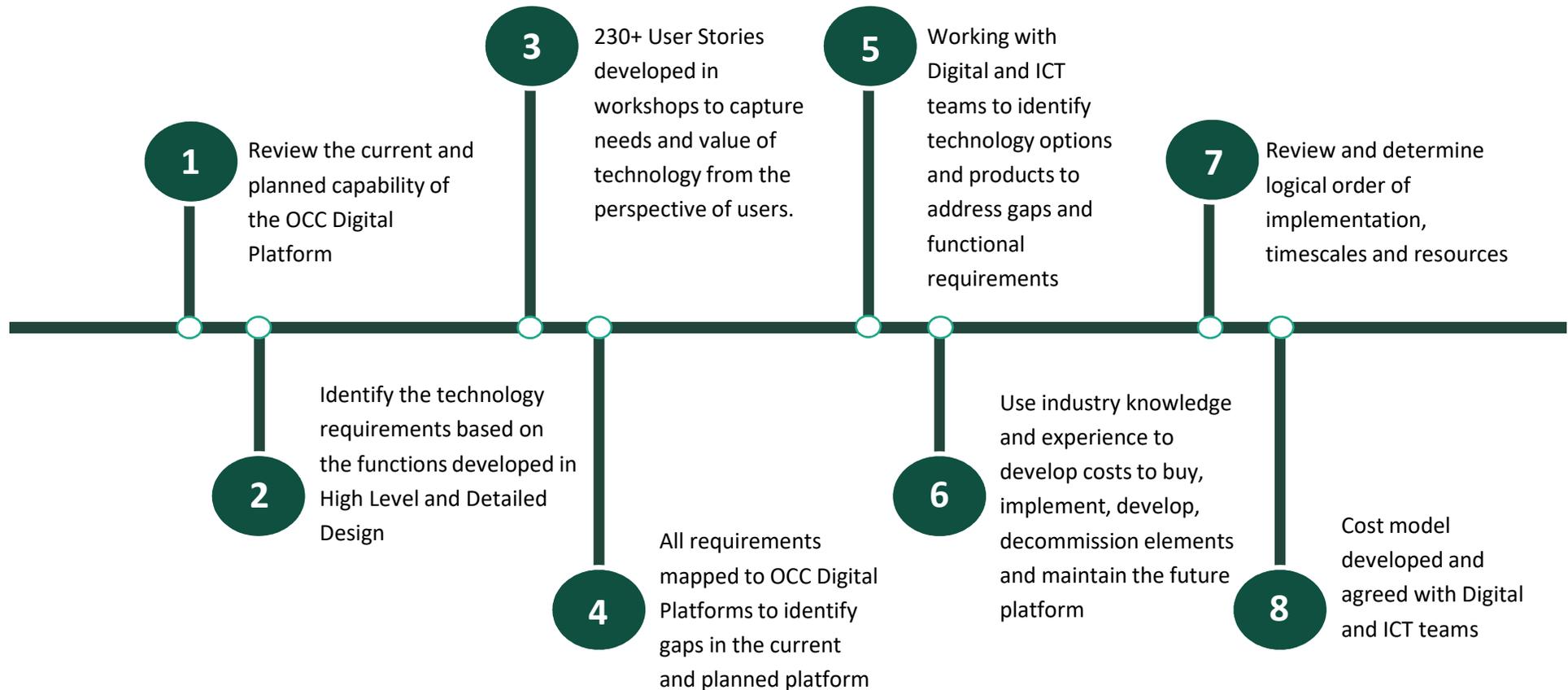
A review of the Digital Platform was carried out, contrasted against the functionality requirements identified in each of the the layers. The review looked at the six areas below, analysing how the current/planned platform needed to evolve to deliver on the TOM. Layer specific interviews were carried out in areas of importance. It highlighted that the main areas for delivery lie with **Integrations, new product procurement, build and deploy** and **Data & Reporting**.



## During the design process the Council used the following approach to identify what technology the TOM would require...

### Approach to identifying and costing new technology for the TOM

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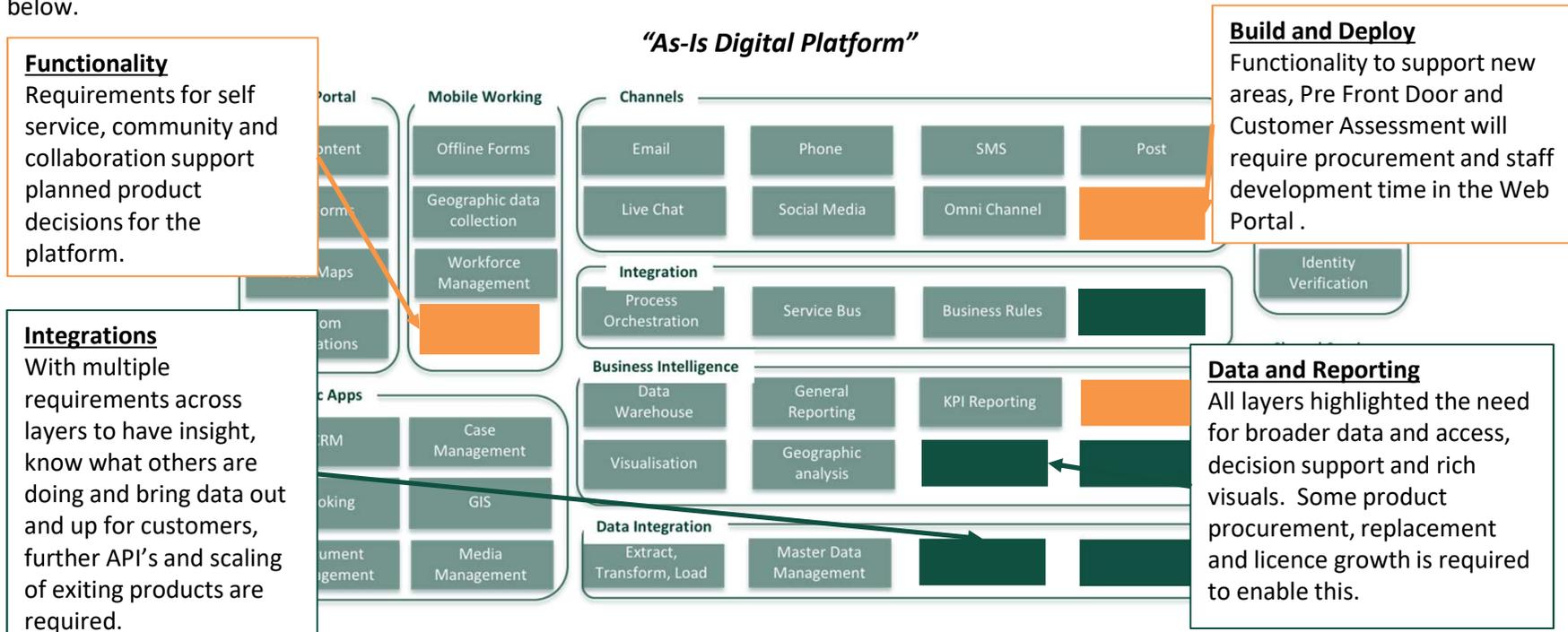


## The capability of the current and planned Digital Platform was also reviewed against the emerging requirements of the TOM...

### Reviewing the OCC Digital Platform

In developing the TOM and Layer requirements, current systems in use and planned as part of the OCC Digital Platform have been assessed. There is the potential to re-use or scale elements of the existing applications landscape, i.e. GOSS, Tableau and ESRI. There are further elements required to support the delivery intentions of the TOM.

Most components of the Digital Platform are largely available to support the TOM. However, there are still decisions to be made on procurement of new components, re-procurement of existing components and decommissioning of legacy products. Key areas are highlighted in the diagram below.

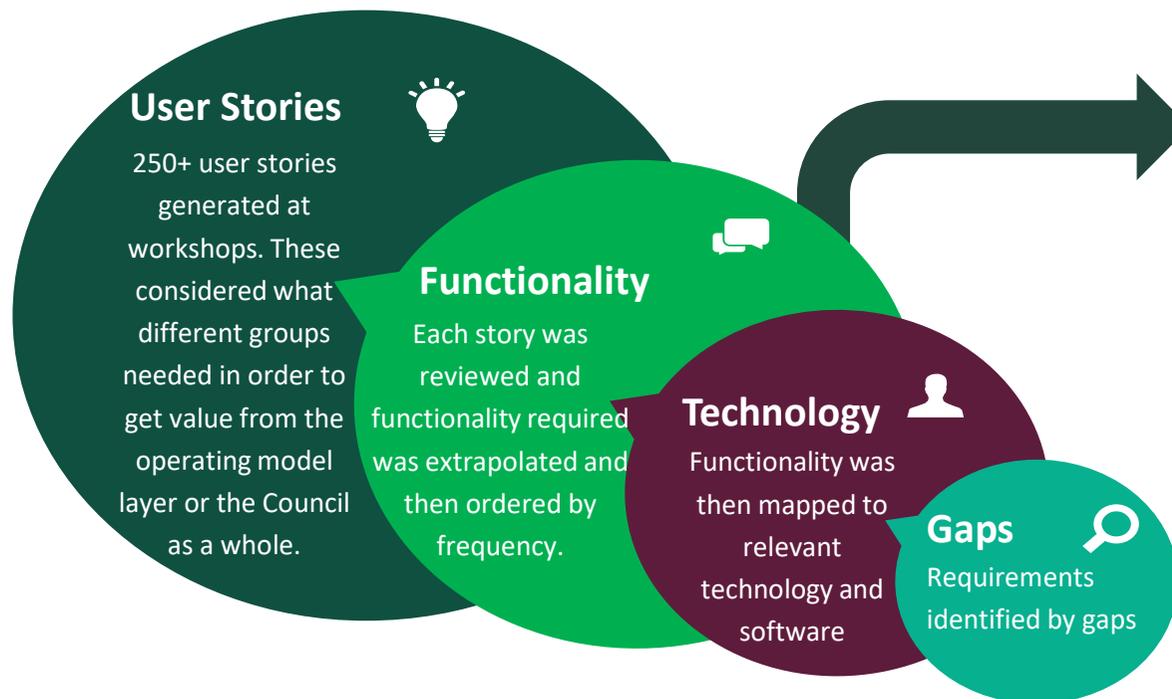


## As part of the approach, technology requirements were gathered from each layer using user stories to be customer-focused...

### User led technology requirements

Throughout the High level and Detailed Design, technology requirements emerged, implicit and explicitly. This served as a general method by which to consider the OCC digital platform, general requirements and named software. To develop further detail, each layer had dedicated technology sessions to identify exemplar User Stories. These focus on what various customer groups **need**, in order to get **value**, from interactions with the Council. Over 250 user stories were generated and the methodology for determining technology requirements from these user stories is outlined below.

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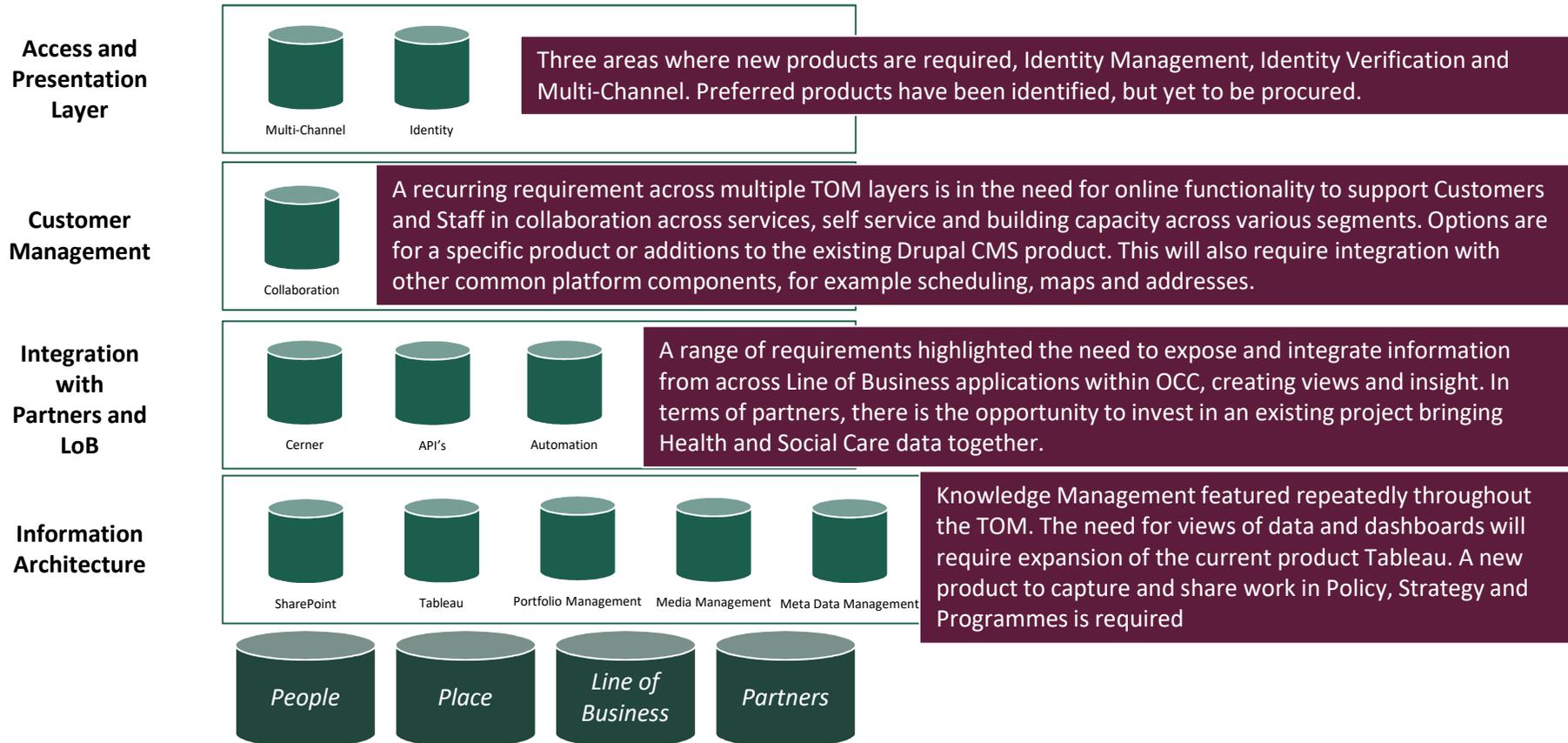
#### How frequently functions appeared in the user stories

Function	Frequency
Dashboards	30
Visualisation	30
Knowledge Management	19
Integration	18
Smart Outbound	14
Forums	13
Decision Support	11

The highest frequency of functionality highlights how important each layer, despite Customer type, wanted to see data, from many sources, in an appealing and intuitive way.

## The functional requirements resulting from the TOM design were then mapped to the Council’s platform components...

### Mapping functional requirements to platform components



## A high level assessment of the technology costs required to enable the TOM was undertaken...\*

### Costs for the Platform

At this level of Design for the TOM, costs to add and future proof the OCC Digital Platform are considered over 5 areas

1. **Cost to purchase** – This includes activity around specification development, procurement, selection and initial product acquisition
2. **Cost to implement** – This covers new products and includes supplier costs for implementation and internal resource to configure, migrate, train and Go Live.
3. **Cost to build** – This cost is associated with development of existing technology within the platform, required to support the TOM. Costs are based on an ‘Agile’ approach, using sprint teams of four, a medium level of build difficulty and management overhead costs.
4. **Cost to exit** – Used in cases where we exit contracts earlier than planned
5. **Cost to maintain** – The revenue costs for support and annual maintenance and licence fees for suppliers

Technology costs are those which relate directly to the implementation of the TOM. They are not the full scope of technology costs which OCC might face as an organisation over the coming years e.g. replacement of the telephony system, meeting room AV, applications etc.

Based on a review undertaken in this phase, a breakdown of estimated technology costs associated with platforms is provided in the Revised Financial Case section at slide 265. This is summarised below:

	<i>Upfront purchase</i>	<i>Implementation</i>	<i>Maintenance</i>
Costs	£1.1m	£3.8m	£0.3m per year

An alternative option considered the variation in costs for Enterprise Resource Planning (system for enterprise-wide HR and Finance management), depending on the route the Council chooses to adopt in relation to the IBC. The alternative overall costs are summarised below:

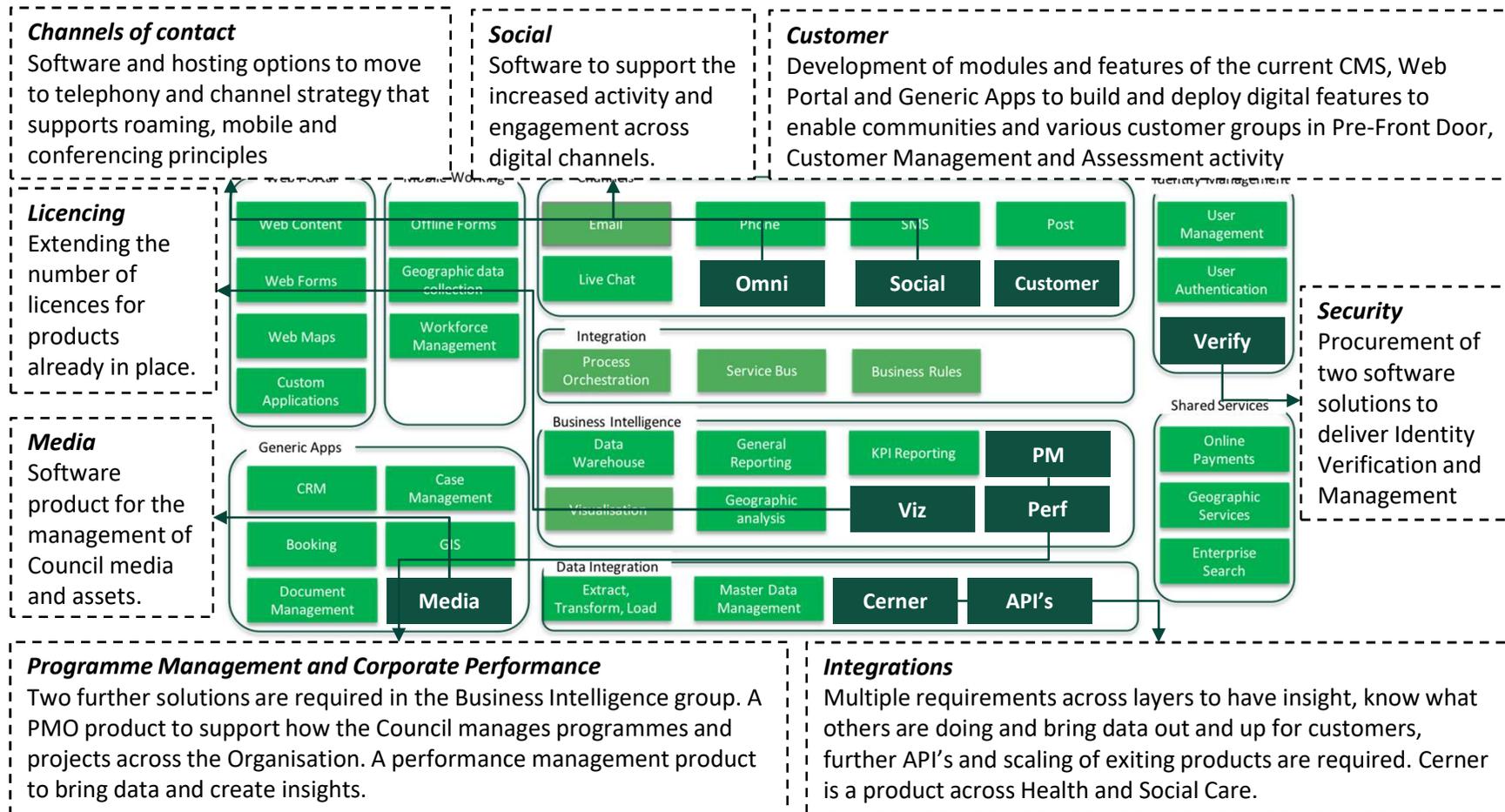
	<i>Upfront purchase</i>	<i>Implementation</i>	<i>Maintenance</i>
Costs	£2.7m	£4.8m	£0.5m per year

\* Please note that for the purpose of the Revised Financial Case, we have assumed that IBC will be retained. Therefore, option 1 has been used to inform the overall cost-benefit profile. The findings from the detailed review of IBC can be found in *section 4i*.

# Gaps in the current platform will need to be filled through additional software and development in order to meet the requirements of the TOM...

## Filling the gaps

The diagram highlights where key functional gaps in the Council's current platform will need to be addressed to support the TOM:



## By addressing these gaps, the Council can harness technology to deliver a significantly improved experience for its customers...

### How technology will help customers



#### *Residents*

- Residents will be able to access Council services through digital channels that are simple and easy to use.
- The Council will use improved technology to improve first time resolution, reduce failure demand and eliminate duplication.
- Where appropriate technology will be used to enable residents to support themselves (automated processes, targeted information and communication).



#### *Members*

- Members will be able to access the information they (and their constituents) require about Council services / performance through channels that work for them.
- Opportunity to develop a Member portal that Members can customise to provide them with the data and information that really matters to them.
- Technology will be used to improve communication with Members.



#### *Staff*

- Technology will be used to empower staff giving them access to the information and data they need to deliver improved outcomes for Customers.
- Processes will be simplified, standardised and automated, where appropriate, releasing staff capacity to focus on delivery to Customers.
- Technology will provide an opportunity to improve staff experience (e.g. through the development of a staff portal).



#### *Partners / Businesses*

- Technology can support partners and businesses to interact with the council and get the information and guidance that they require.
- More integrated systems will help partners and businesses work with the council to give and receive data needed to co-ordinate delivery of services.
- Technology will improve access and use of business insights for partners and businesses, which can then inform the development of their service plans and strategies.

## 4d. Information

# The case for change identified that there were significant opportunities to increase the impact that information has on how the Council operates...

## Where are we today?

### Why it matters

Since 2013, worldwide data has been growing by 40% a year. Smart organisations are harnessing this as a true business asset, leveraged to deliver insight and drive effective decision making. Oxfordshire has seen companies such as the bike-sharing Ofo launch, using data gathering as a core component of their business model. Big Data, BI & Analytics now represents the biggest game-changing opportunity for driving effective business strategy across **4 key areas**:

#### Customer insight

Using data to gain a better understanding of customers ensures services are delivered to help them achieve the outcomes they want and resolve their core needs.



#### Early intervention

Tracking performance metrics in real time allows organisations to intervene earlier to mitigate against larger problems or issues do not arise at a later date.

#### Highlight opportunities

Data can provide a clear understanding of processes and their effectiveness in service delivery. Continuous improvement can be driven by the knowledge of these key pain points in the process, ensuring an efficient use of time and effort.



#### Decision making

Access to the right data empowers leadership teams to benefit from evidence based decision making, maximising the use of resources to deliver the optimal outcome for citizens, as well as informing future investment cases.

### Key findings

*The Digital Fitness Assessment and Business Information and Reporting workshops highlighted the following key findings:*

**Data is held in siloes by data specialists**, so people can't access data easily.

There is **no strategy to collect data from customers**. The Council do not always ask for data from partners.

**Staff use data reactively**, instead of proactively managing demand.

**Data isn't used to inform service delivery**.

There are **pockets of strong data analytics capabilities** in the Council.

There is **no dedicated Business Intelligence function**.

## Having the right information and the right capabilities to analyse and draw insight from will be critical to the success of the TOM...

How will this change as part of the Council's TOM?

**1**

### ***Information will be presented in accessible and visual ways***

The Council will harness real-time dashboards for all services and activities across the organisation to track performance metrics and intervene when appropriate.

**4**

### ***Information will be accurate***

Reviewing how information is stored, captured, managed and manipulated across the county, creating a clear strategy and vision for how data will be used going forward and what infrastructure is required. Developing staff awareness on the importance of accurate data.

**2**

### ***Data will be regularly reconciled***

Sharing data across all directorates in a consistent format which allows it to be combined to create a single view of customers. Creating a data warehouse as the foundation.

**5**

### ***Information will be shared (where appropriate)***

Developing strategic data sharing partnerships with other local organisations. Requesting relevant data from companies that the Council works with (such as partners of the Public Health service).

**3**

### ***The Council will invest in data modelling and predictive skill sets***

Bringing together Council and third party data to create a more holistic view of Oxfordshire and all the interactions within the county.

**6**

### ***Data will be owned by the council as a whole, rather than by individual service areas***

Perceived data ownership within service areas is currently a significant barrier. It will be vital to find a way for services to subscribe to the new model whilst ensuring the safety and security of our customer's personal data.

## The table below summarises the impact that having the right information will have across the TOM...

What will this look like in practice?

Area	Pre- Front Door	Customer Management	Customer Assessment	Provision Cycle	Enabling and Support	Strategic Capability	Business Intelligence
<b>Data visualisation</b>	What is happening in different communities	Activity pushed out to our customers		KPIs quality standards and if these are being achieved		Need relevant information in order to manage performance and identify priority areas.	Intuitive end user tools for self service
<b>Data reconciliation</b>	Capturing activity and insights from community activity	Know when to flex the workforce or amend prioritisation thresholds		Benchmarking data	Staff performance data including skills	Political intelligence, local/regional/national	Intelligence will be about seeing how impacts in one area support another
<b>Modelling and prediction</b>	Tracking outcomes of those who have worked with.	Share a view of place using the richest data available	Demand / throughout data	Service user feedback / population views, stakeholder input	Customer feedback and HR performance data	In-depth strategic policy intelligence	Residents interactions with our services
<b>Accuracy</b>	Build on information to make it more real-time.	All agencies to share a view of place using the richest data available		Live budget information		Customer intelligence to give an overarching view	Across the organization in Line of Business applications, spreadsheets
<b>Data sharing partnerships</b>	People who are solving their problem locally or themselves	Better able to assess individuals with richer data	Access to relevant data from other agencies	What are others doing, who is out there, what are likely costs, what is a fair price?		Access to 'soft' intelligence and data	Population and demographic data

## 4e. Assets

## As part of the design of the TOM consideration was given to how the Council could utilise its assets to support residents and staff...

### Where are we today?

#### Why it matters

Consideration of assets and place is needed to ensure that the optimum physical areas are available to support the delivery of each element of the operating model.

Choices around customer-facing assets are required which support the council's ambition of providing a simple digital front door for the majority of residents, while ensuring that additional support is available for those who need it. This will include providing the right locations and environments for face-to-face customer interactions, particularly for those who cannot use digital channels or have more complex needs.

In addition, revised use of assets to meet staff needs is important when implementing the new operating model and its component functions. Improved processes and technology will enable agile working for members of staff, supporting further asset rationalisation. However, some business capabilities would benefit from co-location to better enable skills and knowledge sharing, as well as collaboration across the council.

#### Key findings

Below is a summary of the emerging thinking from a combination of stakeholder interviews and discussions within the layer design working groups:

- The Council's corporate estate has been reduced over a number of years, with ongoing work to reduce it further.
- Through the One Public Estate programme, the council is undertaking a series of reviews with other public sector partners, local authorities and community organisations to develop the best means to maximise the use of all the public assets in local areas and release any surplus assets.
- There is an aspiration for a greater local presence in different communities across Oxfordshire. However, a number of council assets are not located in the right areas or accessible for customers so there is limited flexibility in how they can be used and work is underway to address this.
- Many non-customer facing staff are based in the council's estate located in central Oxford with high property costs and this will be considered in the future as part of the office accommodation strategy
- Assets such as libraries and some partner locations have the supporting infrastructure for staff to work remotely but this is not fully utilised.

## The Council's current corporate assets and implications for the TOM...

### How will this change as part of the Council's TOM?

The Council utilises a wide variety of assets for the delivery of its functions across the county. These amount to hundreds of corporate assets spread across the county. In addition, the council has responsibility for the schools estate but the operating model does not have direct implications for this group of assets.

There are a number of factors about the council's current corporate estate / emerging asset plan which should be considered within the context of the operating model:

- Key council offices are heavily centralised within Oxford City. Work is underway to consider the requirements for accommodation across the county within the office accommodation strategy;
- Other assets, particularly libraries and fire stations, are well dispersed around the county;
- The assets of partners are not represented here but the council already undertakes some shared space arrangements with key partners such as Health and Police. The One Public Estate programme is looking at asset rationalisation opportunities and consideration of the Operating Model requirements and implications will need to be factored into this programme.



## How will assets change in the TOM?

### What will this look like in practice - Residents

As described in the Front Office section, the future operating model will actively promote the use of lower cost contact channels, such as digital, but there will be a continued need for face-to-face customer interactions.

Customer-facing activity currently takes place at a variety of physical locations around the county, particularly libraries and main office reception desks. The future operating model will enable these existing locations to:

- Use improved technology to connect customer-facing staff to the information they need to signpost people and resolve queries efficiently and effectively;
- Deliver a consistent Assisted Digital offer in designated locations to support greater uptake of digital channels.

This will use existing assets in a more efficient and connected way to provide an effective and consistent Front Door for the council.

There is also strategic potential to develop a more integrated place-based model of public services across Oxfordshire. The county council does not currently have 'one stop shops' for customer interactions but some districts, such as Cherwell, use key assets in this way. The consistent Front Door in the new TOM provides a foundation for more integrated use of customer-facing locations on a case-by-case basis. The council can therefore use this to progress an aspiration of a more local presence for services across the county through local community hubs when appropriate.



### What will this look like in practice - Staff

Key asset implications of the operating model regarding staff include:

- Consolidation of effort and reduced fragmentation of roles will support the council's ambition to continue to rationalise its estate and release surplus assets;
- There is potential to relocate non-customer facing staff currently based in Oxford to less central but more cost effective assets. Options will need further exploration;
- Co-location of key functions with partner organisations can support more efficient and collaborative working, but will need to consider additional requirements e.g. Confidentiality and security requirements by the Police for the MASH.

The use of assets for staff in the new TOM will be dependent on the size and delivery model of the relevant business capabilities.



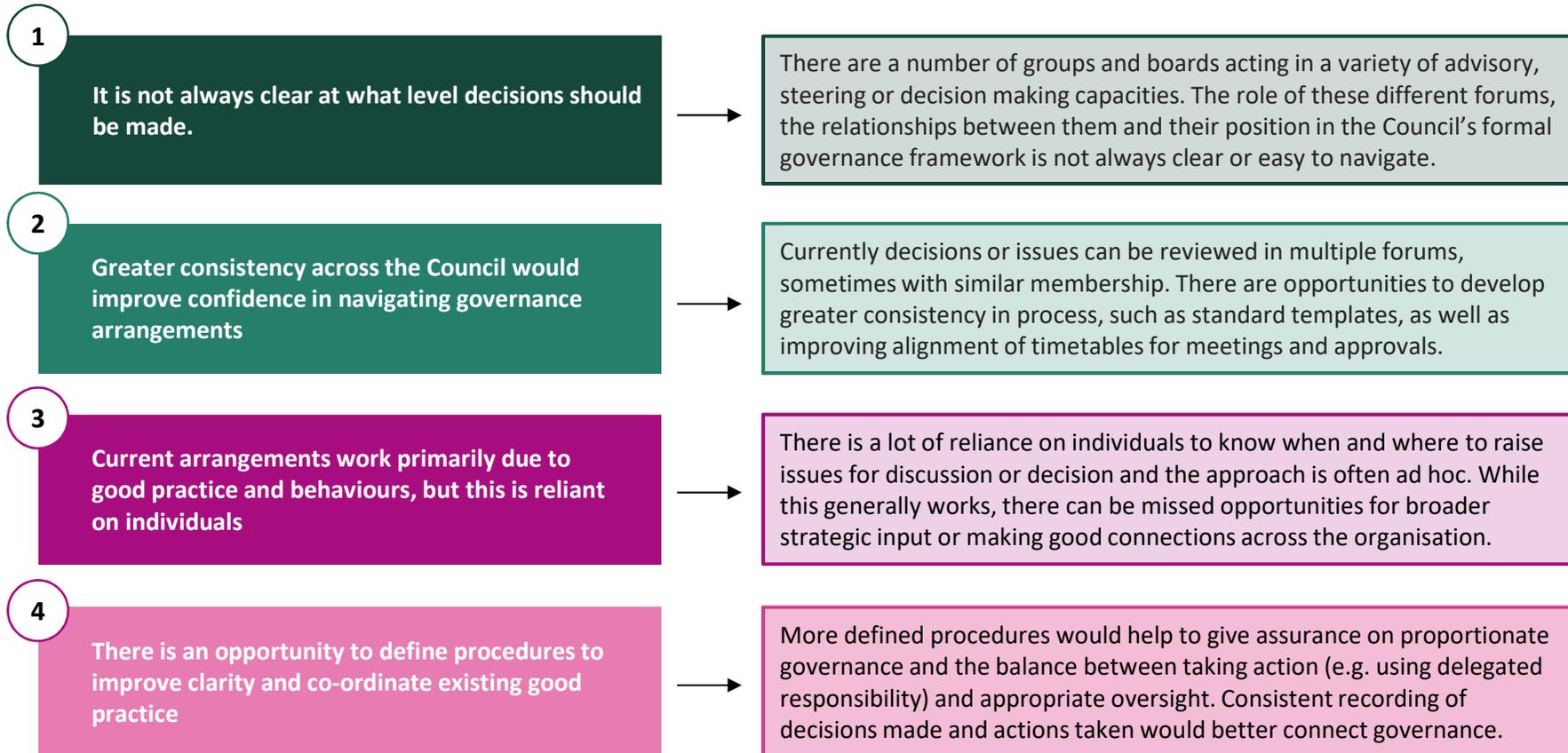
## 4f. Governance

## During the design phase an assessment was made of the Council’s existing high level governance arrangements...

### Where are we today?

Current governance arrangements across the Council do support the effective running of the organisation and enable suitable decision-making at operational and strategic levels. However, a number of opportunities were identified to build on and improve these arrangements.

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## As part of the design of the TOM the following ambition and design principles for governance have been developed...

### Ambition

The ambition is to have an improved governance model which is joined-up and streamlined with transparent decision making processes and appropriate checks and balances. It will support decision making which is responsive, proportionate and with the appropriate rigour, recognising that some decisions are complex with wide implications and will require significant negotiation and engagement beyond the formal process.

### Design principles

Below are the key design principles identified by the working group examining governance which will be used to develop and test potential future governance models, building on what works well in existing arrangements.

 <p><i>Accountability</i></p>	<p>We will be clear about where accountability for decision making lies.</p>
 <p><i>Responsibility</i></p>	<p>We will be clear about who is responsible for making decisions including member and officer decisions, while also recognising the complexity involved in some issues requiring a decision.</p>
 <p><i>Consistency</i></p>	<p>We will have a consistent approach to governance including managing compliance issues.</p>
 <p><i>Proportionality</i></p>	<p>We will have streamlined governance processes which are proportionate, enabling and appropriate.</p>
 <p><i>Transparency</i></p>	<p>We will make decisions in a transparent way, recording our reasoning. We will clearly communicate both the outcome of decisions and the reasons that they were taken.</p>

## The following areas of governance were identified as priority areas for development through the implementation of the TOM...

### Priority areas of focus

#### Key priorities

#### Why?

#### How will it be different?

*Clarify the role of existing forums.*

Individual governance forums understand their purpose and business but the role, decision-making powers and connections between them across the whole governance arrangements is not consistently understood. Some forums are more formalised than others with established Terms of Reference. There could be better consistency in Terms of Reference for particular types of forum doing the same role in different directorates.

*Join up governance of transformation and operations where appropriate.*

Currently there are some different forums for 'transformation' and 'BAU/Operations' discussions and decision making. Limited join up between the different forums increases the risk that decisions are made without relevant information or other perspectives. For example a decision to undertake a new transformation activity might be made without sufficient oversight of the impact this will have on the Council's day-to-day business.

*Improve transparency and communication of decision making.*

Capturing decisions made and actions to be taken is done in different ways, both in regular forums and in one-off meetings. This can make it more difficult to track the impact and outcome of decisions. In addition, there could be greater consistency in communicating decisions made and the rationale, which are important pieces of information which can encourage greater understanding and compliance.

*Clarify the approach to compliance.*

There is clarity on the statutory responsibilities of the Council and where a statutory officer is legally accountable. However, it can be harder to identify accountability and responsibility for non-statutory decisions in the Council. Clearer checks and balances would help to prevent non-compliance, which can be inadvertent, as well as identify and improve areas of poor compliance.

- Managing transformation and managing BAU will where possible be done in a singular forum, allowing for increased join-up.
- Greater definition and clarity on the roles and responsibilities of leadership teams in the council.
- Directorate Leadership Teams (DLTs) run in a more consistent way, considering certain fixed agenda items and having relevant input from business partners and specialists when required.
- The recording and communication of decisions will be more transparent.

# 4g. Culture

## Sustaining change and maximising benefits from implementation of TOM will require changes in the culture of the Council...

### Where are we today?

#### Why it matters

Culture is a key aspect of success for any organisation, helping to tie its people and strategy together across all components of its operating model. However, it is often intangible and can be one of the hardest areas for an organisation to shift. Key elements of defining and shaping culture include:

**Purpose** – The common sense of mission for everyone in the organisation

**Vision** – What the ideal future looks like

**Values** – The qualities and beliefs held by people in the organisation

**Behaviours** – How people in the organisation embody their values in their day-to-day actions, whether individually or collectively.

There should be a continuous link between all these elements and the Council's strategy and the outcomes it wants to deliver. If this is achieved, then it will help to build and maintain a common sense of identity and commitment to the Council's goals and how it works.

#### Key findings

Below is a summary of the key findings on existing organisational culture from a combination of stakeholder interviews and discussions within the layer design working groups:

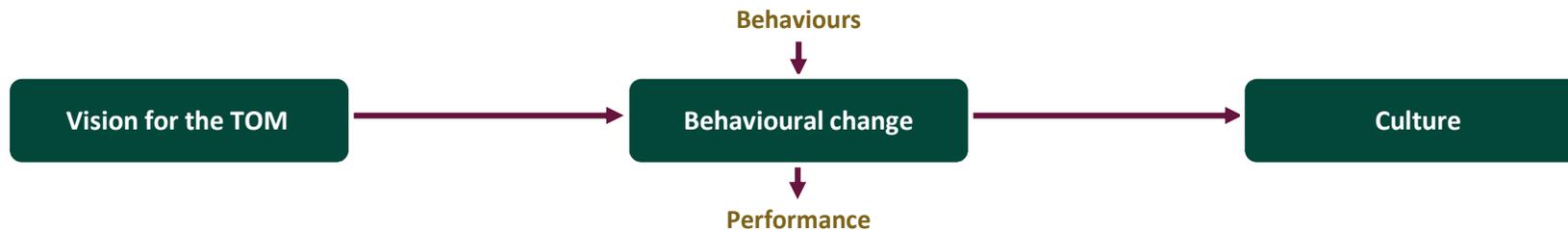
- There is no single overarching culture in the Council, with a range of different attitudes and behaviours in directorates and service areas. This diversity is inevitable given the wide range of services delivered but a common core culture would help to build more collaboration and collective purpose.
- Building on the point above, there is a silo mentality which can prevent services working effectively together to address common issues.
- There is a lack of compliance with agreed ways of working and procedures, with a number of workarounds by staff. This has been created or exacerbated by complex processes or technology, but improved compliance is needed to support consistent working as an organisation.
- There is also aversion to taking measured risks across the council, which can limit innovation & creativity.

## During the design phase the following approach was used to think about what the Council’s culture would need to look like in the future...

### How will this change as part of the Council’s TOM?

Culture represents shared assumptions that guide a group’s behaviour, and is manifested through behaviours within the organisation. These behaviours, combined with beliefs and values, drive the culture within the organisation. Critical to changing culture is **changing behaviour**. When an organisation sets out to improve the behaviours of its people, those behaviours improve the culture which improves performance outcomes. Therefore, a focus on behaviours is essential for the Council, when implementing the new TOM.

When establishing the new TOM, a focus on culture will help the Council to ensure that changes to the operating model are embedded effectively, and that staff take ownership of the transformation of the organisation. Culture has the ability to shape behaviour in an organisation and influence the performance of the associated staff, if established and monitored effectively.



The introduction of a new Target Operating Model presents the Council with an opportunity to deliberately design a culture within the organisation that supports the Council to achieve its strategic objectives. This can be done through a series of steps, which are shown in the diagram below.



## The following cultural aspirations have been identified as part of the design of the Council’s TOM...

### What will this look like in practice

The culture of the Council will reflect our values as an organisation:

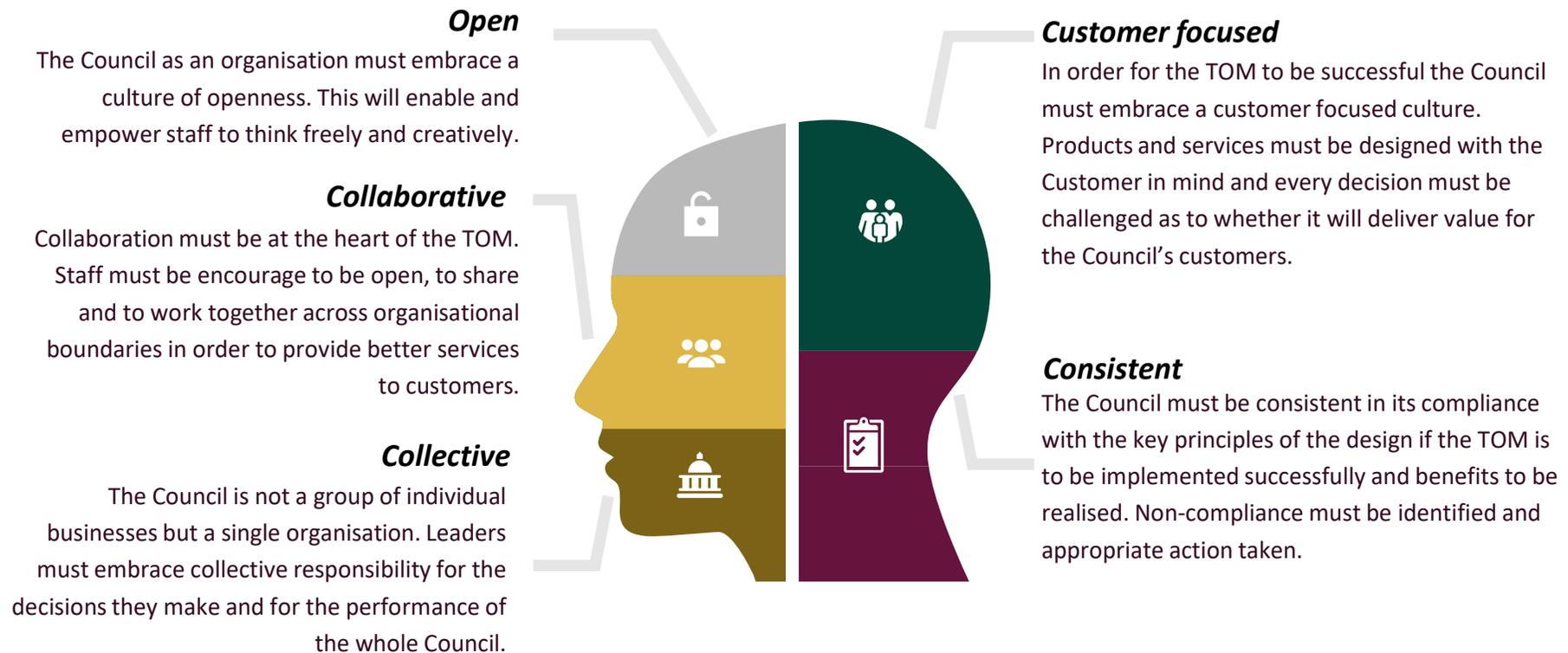
**We work together in a supportive and honest way**

**We do the best we can for residents**

**We strive to find the best solutions**

**We are open to change and doing things differently**

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## 4h. Role of the manager

## The case for change identified that there were significant opportunities for OCC to clarify and improve the role of managers across the Council...

### Where are we today?

The activity analysis highlighted three areas most relevant to this theme; management and supervision, workforce planning and workforce scheduling. The Council spends a very similar amount of FTE effort in these categories as the comparator group. With regards to management and supervision, the category with the greatest percentage of staff time, 6.2% of the Council's total FTE effort was spent. The comparator group had 6.1% of total FTE time in this same category, showing only a marginal difference.

Discussions within the cross-cutting workshops elaborated on these findings:

- 1** Managers are having to juggle their day job with managerial tasks, as they do not get given sufficient time for managerial activities.
- 2** Increasing pressure has been put on managers with the move to the IBC and self-service systems. Some HR and payroll tasks have been reallocated to middle managers without what they consider to be 'sufficient' training.
- 3** Some tasks managers do not conduct regularly, and the re-learning process is time intensive.
- 4** On the IBC system approval is by line manager, not cost-centre manager, which is not the way the organisation is currently structured. This can result in requests being escalated to a level that is not appropriate.
- 5** Accountability and responsibility is not always clear, and at times is misunderstood.

Having spoken to a cross-section of staff in the cross-cutting workshops it was evident that expectations around the role of a manager are unclear. Senior leadership are increasingly spending time focusing on strategic thinking and decision making, and therefore need to be able to depend on their managers for operational leadership. However currently managers feel insufficiently supported, unclear of their responsibilities, and held back by the IBC system. Clarification around the role and expectations of the manager will help both senior leadership, and the managers themselves, perform more effectively in the future.

## In order for the Council's TOM to be successful the following key changes are required to the role of managers across the organisation...

How will this change as part of the TOM?

**1**

### ***Clear roles and responsibilities***

There will be a clear 'deal' for managers which makes the expectations of all parties clear enabling a re-focusing of managers on core managerial tasks, better driving productivity and performance

**4**

### ***Workforce scheduling***

Linked to agile working the TOM will require an effective workforce scheduling capability to enable Managers to effectively and efficiently assign workflow and monitor productivity.

**2**

### ***Improved productivity***

A robust, coherent and consistent productivity and performance management programme will be put in place across the Council that will help managers monitor and performance manage their staff.

**5**

### ***A culture of collective responsibility***

Managers across the organisation must embrace a culture of collective responsibility. This will demonstrate the commitment of leaders and raise the profile of the Council's strategic objectives and transformation programme.

**3**

### ***Appropriate layers of management***

As part of the construct and implement phase management layers across the organisation will be reviewed and assessed for appropriateness.

**6**

### ***Processes designed with managers in mind***

Processes will no longer be designed in isolation from managers. Managers will be consulted and will collaborate on the development of processes and activities that will be expected to undertake themselves with appropriate training and support provided.

## As a result of these changes managers across the Council will be clear on what is expected of them and where they can go for help...

### What will this look like in practice?

As part of the Council's TOM, managers will be clear about the expectations the Council has of them in relation to behaviours, priorities and skills. There will be service-specific expectations and responsibilities, but the core expectations for all managers are as follows:



#### *Behaviours*

##### *Managers are expected to...*

- Be accountable and act with integrity.
- Be loyal and committed.
- Role model behaviours and inspire their teams.
- Be flexible and adaptable.
- Support compliance with Council policies and procedures.

##### *Managers are expected to...*

- Articulate and realise the corporate strategy within their teams.
- Create, support and maintain high performing teams.
- Continuously improve productivity.
- Plan and schedule work and resources effectively.
- Be informed about the internal and external strategic and operational context.
- Make evidence-based decisions.

##### *Managers are expected to...*

- Across all their areas of responsibility, without necessarily being an expert.
- Commercially astute.
- Customer focused.
- Able to respond with agility to crises.
- Financially literate.

##### *Managers expect...*

- Role modelling of core behaviours through the County Leadership Team.
- Coherent and consistent messaging.
- A positive corporate culture.
- Systems and support which facilitate flexible working.

##### *Managers expect...*

- A clear and well communicated corporate strategy.
- Clear, defined and realistic expectations of managers.
- Facilities and space for new ways of working.
- Access to the right of data and insight.
- Support for innovation.

##### *Managers expect...*

- A suitable induction.
- Appropriate and stretching personal development opportunities.
- Effective succession planning.
- Active identification and nurturing of talent.
- The right specialist support.



#### *Priorities*



#### *Skills*

## 4i. IBC

# What is the Council's partnership with the IBC...

\*Figures have been taken from the May 2015 Cabinet paper.

## Background

After consultation in 2014, the Council agreed to enter into a public partnership with Hampshire County Council - outsourcing the majority of their Finance and HR transactional activities into the Integrated Business Centre (IBC).

The proposed benefits of the operational partnership were:

- **Cost reduction** – sharing of risk and cost through use of leading practices alongside maximising the partnerships buying power.
- **Capacity for the future** – knowledge sharing and skills transfer, removal of barriers through deep integration between partners and opportunity to expand this partnership.
- **Quality and sharing** – Delivery of quality customer service to reflect best practices.
- **Financial benefit** – Within the council's medium term financial plan\* the target for outsourcing HR and Finance functions represented £0.8M/year. After investment costs of £6M the payback realisation for the partnership was forecast as 2022 (7.5 years).

### Key Question

*Can the partnership with the IBC, in its current form, support the delivery of the Target Operating Model?*

### Key Challenges

1. Limited access to SAP makes it difficult for OCC staff to access some types of data in the right format for analysis.
2. Some OCC processes are convoluted and manual as the systems are not all compatible with the IBC.
3. There is reputational damage following implementation and issues around staff engagement.
4. Requests for change are not managed quickly enough.
5. Three more partners are joining the partnership in 2018 and there are concerns around the level of resource within the Partnership available to support the Council in implementing the target operating model.

### Financials

#### IBC Running Costs 2015-18

	2015/16	2016/17	2017/18
	£'000	£'000	£'000
TOTAL	4,403	4,452	4,521

- OCC HR and Finance functions continue to provide a level of resource above that which was anticipated at the outset of the partnership in order to support delivery and process changes and is in addition to the running costs set out above.

## What are the key challenges OCC has encountered as part of the partnership...

Following council wide engagement through multiple groups of staff, a number of key challenges were identified.

Staff engagement included:



**Working Groups –  
Enabling & IBC**



**Managers**



**OCC Staff**

- 1 OCC's On-boarding process**  
As part of the on-boarding process there was limited consideration given by OCC to change management leading to a limited assessment of the culture gap and processes in working in a new shared services partnership.
- 2 Speed of Change**  
Difficulty getting the IBC to progress change requests for improvement projects. This has led to a review of the change request policy.
- 3 Response Times**  
Timeliness of response is identified as a big issue for staff. It is not uncommon to submit a query and at the end of the 5 day SLA receive either a request for more information or a poor response to reset the clock
- 4 Error Reporting**  
The format of the error reports that come back from the IBC are not standardised (and are often manually edited) meaning their translation into an OCC response to staff can't be automated.
- 5 Bulk Data Upload (BDU)**  
There is still a high reliance across OCC on manual inputs from line of business applications into the BDU middleware in order to facilitate quick uploads to SAP.
- 6 Limited access to Data.**  
Limited OCC access to the data contained in the IBC means it is difficult to develop BI. There is currently a two hour lag between any transaction into/out of the IBC.
- 7 OCC's Engagement**  
There is evidence of very low uptake for IBC training amongst OCC staff resulting in further pressure on the knowledge and understanding of the IBC systems and processes.
- 8 Trust**  
The challenges experience by OCC during the on-boarding process has led to a lack of trust by senior management which has translated into service areas.

## How is the partnership functioning...

### Strengths and challenges

Strengths	Challenges
<p><b>Increasing trust levels:</b></p> <ul style="list-style-type: none"> <li>Following a request from HR, full access to the Council's workforce data has been granted.</li> <li>In order to improve the timeliness of OCC restructuring processes options are being explored with the Partnership including further access to workforce and personnel data.</li> </ul>	<p><b>Initial on boarding:</b></p> <ul style="list-style-type: none"> <li>A limited amount of operational due diligence prior to joining, with OCC not proactively redesigning their financial and HR processes led to a difficult start to working in the shared services arrangement.</li> <li>This was coupled with a lack of change management at the outset of the Partnership.</li> </ul>
<p><b>Pipeline of change requests:</b></p> <ul style="list-style-type: none"> <li>Recognition of the Council's top issues through the Joint Working Operational Management Forum.</li> <li>Commitment to changes for eight current issues and improvements made to address three others alongside continuing developments to the recruitment and supplier self-service systems.</li> </ul>	<p><b>Partnership engagement levels:</b></p> <ul style="list-style-type: none"> <li>OCC is an operational partner to the IBC with a limited amount of influence compared to the strategic partners.</li> <li>Historically there has been limited management of the partnership by OCC (active monitoring of Joint Accountability Statements etc.)</li> <li>Lack of clear senior support for the IBC across OCC has led to little trust within service areas resulting in significant duplication of effort.</li> <li>The Council's commitment to training, recently, only 30 of 275 managers attending recruitment training were from OCC.</li> <li>There has been limited co-production of processes between the council and IBC leading to lack of clarity, at an operational level, about roles and responsibilities and inefficiencies on both sides</li> <li>Culturally there is a lack of understanding across the Council that it is an operational partner to a shared service, meaning that processes can not always be bespoke to one partner.</li> </ul>
<p><b>Improving service levels:</b></p> <ul style="list-style-type: none"> <li>There have been significant improvements to the recruitment process, supplier self-service and budget profiling amongst others.</li> <li>New Customer Interaction Centre model being developed to tackle the common issues reported by suppliers/customers.</li> <li>Successful piloting of the web chat across twelve HR pages has received very positive feedback.</li> </ul>	
<p><b>Improved relationship management:</b></p> <ul style="list-style-type: none"> <li>Three tiers of working groups for the IBC have been established - strategic, professional and user level.</li> <li>OCC have direct influence on changes through the Joint Working Operational Management Forum..</li> </ul>	<p><b>The partnership's change capacity:</b></p> <ul style="list-style-type: none"> <li>There is concern amongst OCCs staff that the partnership may not be able to provide sufficient capacity to meet the pace of change required by the council especially with the added workload that the on boarding of three new partners will bring.</li> </ul>

## **A high level assessment of the partnership's core processes has been undertaken by OCC professional leads...**

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### **Approach**

A high level assessment of the performance of the partnerships core process, from an OCC perspective, was undertaken with the professional leads working group. Using the experience and perspective in the room each high level process undertaken by the partnership (13 financial, 15 HR and 2 service related) were discussed and rated.

Through this activity we have been able to build an initial view of issues and performance and target areas for further investigation, considering each of 30 high level IBC processes. Having now set out what we need from the TOM, further work has now been commissioned on this basis to give a more detailed evidence based assessment of the alignment of the TOM with the IBC partnership model.

It is important to note that at this stage as these outline assessment is indicative for the internal development of the TOM, that IBC partners have not had the opportunity to comment in detail on the position and that these conclusions represent an indicative position to be reviewed, following the detailed work commissioned.

The Council and its IBC partners remain committed to developing the partnership model to their mutual benefit.

## To what extent has the partnership delivered against initial expectations...

### Comparing current performance with initial expectations

By comparing the known functionality and benefits of the partnership against those that were proposed to the council OCC can assess the extent to which its initial expectations have been met. It is important to note that the proposed financial and FTE benefits have been taken from the paper submitted to cabinet on the 26<sup>th</sup> May 2015, with the actual FTE reduction figures supplied by HR. For the processes investigated a number of joint accountability statements were created when the partnership began, these include where responsibilities lie for each party and a set of high level service standards, however these are not always present and no SLAs were created to monitor the quality of a response.

#### Proposed

#### Actual

**67.45 FTE**

*(Taken from May 2015 cabinet paper)*



People

**90.25 FTE**

**£805k/year (net benefit)**



Financial

**£805k/year (taken from budget)**  
*Circa £130k of resources retained in Finance and HR.*

No monitoring of service quality in place at the start of the partnership.



Service

- Quarterly performance reports since November 2017 (6 monthly reports previously).
- No service quality JAS in place, therefore uncertainty over whether quality is being delivered through the partnership.

Simple, standardised processes proposed



Processes

Approx. 70% of processes perceived as challenging by OCC

## What are the key questions OCC need to consider when thinking of the future of the partnership...

### The shared service

In late 2018 three London boroughs will begin the on-boarding process into the IBC partnership (as operational partners). This will increase the potential for knowledge and skills sharing as well as further spreading the risks and costs (an associated indicative saving of £204k/year) however it will also result in an increase in the volume of change requests and will change the level of influence OCC has on the partnership. The success of any partnership is dependent on commitment and collaboration from both sides, much of the decision as to whether the IBC should be kept is dependent on how much the Council are committed to a shared service and the extent to which that service can then deliver the TOM.

In order to determine the appetite within the Council for working with the partnership in the future, there are a number of questions OCC need to consider:

#### Challenges facing the partnership...

The lack of easy access to certain types of OCC data being held within the partnership.



To what extent are OCC willing to require the partnership to share data to facilitate improved business intelligence?

Many OCC processes have not been designed with the partnership in mind.



Is the Council willing to redesign end-end financial and HR processes?

Levels of trust in the partnership are low among OCC operational staff are low.



Is the Council willing to commit to the partnership and mandate training and compliance?

Additional partners are joining the shared service, changing the demands on the system and sharing the influence.



Is the Council committed to working with other partners in delivering the shared services?

There is a freeze on non-statutory change requests within the partnership with the change request process under review.



Are OCC comfortable with the capacity of the partnership to support change in future as part of the delivery of the TOM?

## How does the partnership with the IBC, in its current form, align with the design principles set out in the Target Operating Model (i)...

### Design Principles RAG Rating

 <p>Customer offering</p>	<ul style="list-style-type: none"> <li>We will hold a 'single record' for each of our customers (internal and external) making it easier for us to understand our communities, manage demand and offer support/ intervention based on need.</li> </ul>	<p>A</p>	<p>In its current form the partnership cannot support the Council to develop a single customer record.</p> <p><b><i>The partnership does not currently provide OCC with a single view of a staff member's HR and financial data.</i></b></p>
 <p>Processes</p>	<ul style="list-style-type: none"> <li>We will design processes around the user and their experience, enabling self-service at every opportunity.</li> <li>We will be transparent about the ways in which we manage risk.</li> </ul>	<p>A</p>	<p>IBC processes have been designed with limited OCC involvement, this is improving however shared services must cater to all partners.</p> <p><b><i>Financial approvals must go through line managers not cost centres as IBC SAP is set up to route through the organisational (HR) hierarchy rather than financial</i></b></p>

## How does the partnership with the IBC, in its current form, align with the design principles set out in the Target Operating Model (ii)...

### Design Principles RAG Rating cont.

 <i>Technology</i>	<ul style="list-style-type: none"> <li>• Systems, applications and infrastructure will be designed around business need, with a consistent approach to functional requirements.</li> <li>• We will ensure that technology is always an enabler, not a hindrance.</li> </ul>	<b>A</b>	IBC seen as most staff's biggest source of frustration, with the majority of processes perceived as un-intuitive or challenging.
 <i>Information</i>	<ul style="list-style-type: none"> <li>• We will collect and store data once, sharing between departments where appropriate.</li> <li>• Our staff will have access to standardised performance information and reports to ensure consistency across the organisation.</li> </ul>	<b>A</b>	Data can be requested from the IBC by a service area and then shared however this is currently in an IBC format and not in real-time.

#### IBC Enabled BI Benefits

A foundational component of the council's target operating model is Business Intelligence. Measuring if the BI's targeted benefits can be supported by the current IBC will also help the Council in determining its viability.  
 ✓ = Supported by IBC ✗ = Not currently supported by IBC

#### Direct Benefit Realisation

- ✓ Automation
- ✓ Self Service
- ✓ Mobile Reporting
- ✗ Single data source
- ✗ Standard reports
- ✗ BI Portal

#### In-Direct Benefit Realisation

- ✓ Customer Insight / Forecasting demand
- ✓ Decision Support
- ✗ Behaviour and Sentiment insights
- ✗ Holistic views of community and customer segments
- ✗ Holding and using data for its purpose
- ✗ Knowledge Management

## Can the partnership with the IBC, in its current form, support the delivery of the Target Operating Model...

### Current state of the IBC

#### Key Question

*Can the partnership with the IBC, in its current form, support the delivery of the Target Operating Model?*



***In its current form, it is unclear whether the partnership with the IBC can support the delivery of the Target Operating Model.***

- Following the high level assessment set out in this section it is unclear whether the current form of the partnership could deliver the vision the Council has laid out.
- There are concerns about the capacity of the partnership to support the Council's change programme at the pace required.
- Further work is required to confirm whether the partnership has the capacity to support the change required by OCC.

### Future state of the IBC

#### Key Question

*Could the partnership be adapted to support the delivery of the Target Operating Model?*



***If the partnership with the IBC can be adapted, it may be able to deliver the Target Operating Model.***

- Following the completion of the TOM design, the Council now has clarity over how it will operate in the future.
- Discussions now should be held with the partnership to understand the extent to which the partnership could be adapted to support the deliver of this model.
- A deeper review and gap analysis of the JAS statements will help to facilitate this conversation.
- Following these discussions there will be clarity over the level of compromise that may be required which can in turn lead to conversations over mitigation strategies and decisions over OCC's role in the partnership.

## How could the Council approach adapting the partnership with the IBC...

### Key advantages and challenges of the IBC

 <b>Benefits</b>	<ul style="list-style-type: none"> <li>• Current relationship is improving, evidence suggests the IBC is taking on more of partner's role, with improving levels of trust and performance reporting.</li> <li>• Remaining will not require a full transformational change.</li> <li>• Through the on boarding of more councils cost will be shared further.</li> </ul>
 <b>Challenges</b>	<ul style="list-style-type: none"> <li>• Pace of change, historic evidence shows the IBC to be slow at reacting to change requests, this will need to change to keep pace with the TOM timeline and future challenges.</li> <li>• Level of influence, following the on boarding of more partners this may diminish.</li> </ul>

#### Running costs

The on-boarding of the 3 London boroughs reduces the cost share by £204k, these costs include staff and system maintenance.

	2017/18 £M	2019/20 Projected £M
<b>TOTAL</b>	<b>4.52</b>	<b>4.32 ↓</b>

### Partnership Solutions

In order to begin mitigating the challenges of the IBC a number of **changes should be** made in order to improve the partnership:

 <b>OCC Relationship Manager</b>	 <b>Process redesign</b>	 <b>Rebranding the IBC</b>
<ul style="list-style-type: none"> <li>• Single OCC relationship Manager for the IBC to provide a consistent point of contact between the IBC and OCC.</li> <li>• This will give the IBC clarity of the council's priorities and allow for improved prioritisation of change activity etc.</li> <li>• The role would also provide the partnership with consistent message around OCC BAU issues across the council functions, ICT, Finance etc.</li> </ul>	<ul style="list-style-type: none"> <li>• OCC processes that interact with the IBC will be co-produced with the partnership in the future.</li> <li>• This will provide clarity over roles and responsibilities, increase efficiency and also improve trust levels within the partnership.</li> <li>• In addition this should also improve the speed of information flow between partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Should OCC conclude that the partnership can support the delivery of the TOM, following the completion of the further work required, a large scale communications campaign should be launched to rebrand the IBC.</li> <li>• Once launched, mandatory training should be put in place.</li> <li>• A champions scheme will also help to change the internal view of the IBC within all tiers of the council.</li> </ul>

## What are the next steps for the Council...

### Summary



### Challenges

*The high level assessment set out in this section has identified a number of challenges facing the partnership including un-intuitive processes, a slow pace of change and new partners coming on board.*



### Further work

*Building on the challenges identified further work is required to assess the performance of the partnership and to work with the IBC to understand where it could be adapted to support the delivery of the Target Operating Model. This work began in August 2018.*



### Next steps

*Following the completion of this work OCC will have a clear view on whether or not the partnership can support the delivery of the Target Operating Model that can be considered as part of detailed implementation planning.*

### What are the next steps?

Following the review, there are several immediate measures the council can take to begin mitigating the challenges facing the partnership, including discussions with the IBC to assess whether or not the partnership can deliver against the requirements of the TOM.



# 4j. Innovation

## As part of the detailed design of the TOM a rapid review has been carried out of the Council's current innovation capabilities...

### Current state of play

#### ***Sector leading innovation in pockets***

A few teams, specifically in the areas of transport, health and social care are sector leading in innovation at a policy level & private-public collaboration; mostly breakthrough innovation in emerging tech.

#### ***Ecosystem available to tap into***

A well-established ecosystem of start-ups, established players of the industry, academia & peer organisations is available to tap into for a broader adoption of incremental innovation across the organisation

#### ***Outward facing initiatives***

The vast majority of innovation projects are externally-funded and deliver outcomes focussed on benefits for the county and less so for the Council. This has, however, ensured that the innovation team requires little resources.

#### ***Capacity a blocker***

Teams across the organisation have little spare capacity for new initiatives. Releasing capacity across the organisation along with skills development & incentivisation of innovative thinking can accelerate the achievement of benefits.

#### ***Low profile brilliance***

Run by a small number of highly-driven individuals, innovation successes are largely unknown within the organisations – a missed opportunity when it comes to inspiring everyone in OCC to adopt an innovation mindset

#### ***Need for strategy***

Current innovation projects are market led. There is no shortage of innovative ideas within OCC. A strategic approach to innovation will ensure alignment with the overall vision, optimal utilisation of scarce resources & responsible investments.

The set up of the Innovation Hub is a great start – but there is more that needs to be done.

## This included an assessment of the Council’s current innovation maturity against the following six dimensions...

### Current innovation maturity

#### Define governance to sustain the capability; transition to BAU.

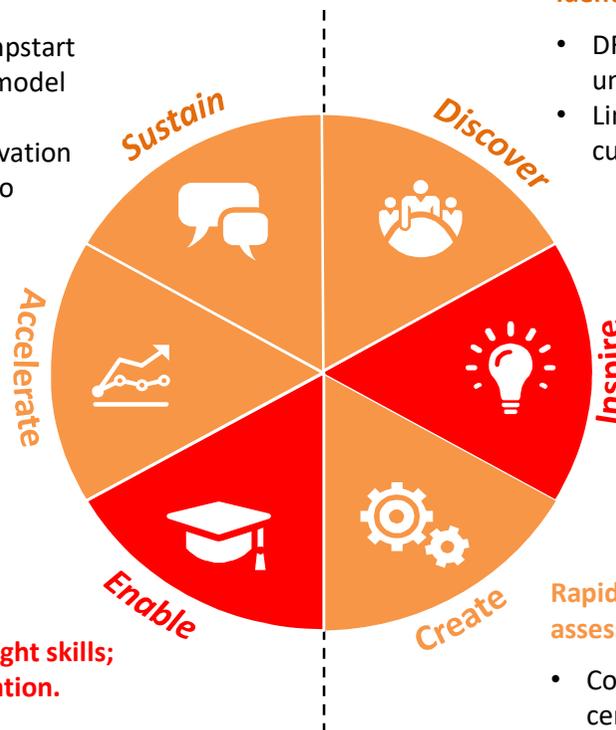
- Governance adopted for Innovation Jumpstart Wave 1 has been acceptable; wider op model design work will embed innovation
- Blockers identified from Wave 1 of Innovation Jumpstart, and now are in the position to overcome these.

#### Establish delivery tools, methods and processes.

- First version of innovation process created on the back of Wave 1 Innovation Jumpstart
- Delivery tools and methods can be procured from external partners to start

#### Identify and acquire the right skills; embed a culture of innovation.

- Limited availability of user research, human centred design, and prototyping skills



#### Assess existing strategies and capabilities; identify opportunities.

- DFA and wider work has led to a good understanding of the Council’s challenges.
- Limited understanding or engagement with customers / partners to understand real needs

#### Improve knowledge; build a wider innovation network.

- External innovation network barely tapped into; staff rarely given the opportunity to be inspired by this network
- Not enough ‘innovation Champions’

#### Rapidly make ideas tangible, test with users and assess alignment & potential

- Co-creation role in Adults a great start. Human-centred design approaches not widely known or used
- Agile delivery adopted for some projects
- Little prototyping and piloting of new concepts

## The review and the maturity assessment identified the following changes that the Council needs to make in order to take advantage of innovation opportunities ...

### Opportunities for change

#### Inspiration necessary to sustain creative thinking

Showcase of new technology & case studies from elsewhere will inspire and stimulate staff. Wave 1 of the Innovation Jumpstart approach was successful in creating awareness & expanding the reach. Subsequent waves would require showcasing innovation from elsewhere to provide stimulus to participants

#### Human-centred design skills crucial to success

An emphasis on human-centred design skills will allow staff to effectively shape the ideas to meet the needs of the end user. The co-creation team can help facilitate this development, subject to capacity.

#### Dedicated resources needed to move at speed

Wave 1 of Innovation Jumpstart suffered from delays despite high-engagement from staff – primarily because of capacity constraints (especially in the Digital & IT teams). To innovate successfully, dedicated resources are critical.

#### Lack of funding could hamper innovation

Teams across the organisation have little spare capacity for new initiatives. Releasing capacity across the organisation along with skills development & incentivisation of innovative thinking can accelerate the achievement of benefits.

#### Risk averseness hampers innovation

Some areas of innovation are still unproven and hence lack the robust business case that is used for day-to-day transformation projects. An appetite for risk is essential for innovation. We have the right governance in place to minimise and contain losses that may arise from failed trials.

#### Procurement likely to be a blocker to realising ideas

Moving from PID to pilot rapidly may require smarter & faster ways to procure services from external organisations – specifically in areas where OCC does not have the skills in-house. E.g. app development, human-centred design etc.

***The development of the Innovation Hub and the Innovation Jumpstart approach, working alongside the Strategic Capability functions, will help the Council to take advantage of innovation opportunities.***

## 5. Revised financial case

## The analysis has validated the benefits identified in the case for change...

### Benefit categories

It is estimated OCC could achieve **c.£34m - £58m** of on-going benefits over the next five years through 3 key areas.

<b>1</b>	<i>FTE savings</i>	<i>Operating model transformation</i>	<p>Through implementing the TOM it is estimated that the Council could deliver between <b>c.£22m - £33m of benefits</b>. The level of capacity released will depend on the Council's ambition and the choices made through construct and implement, but a range of <b>c.603 – 885 FTE</b> through a whole council redesign should be achievable.</p>	<p><i>The design of the TOM validates the benefits outlined in the initial case for change, estimating that OCC could achieve <b>c. £22m - £33m</b> of potential benefits.</i></p>
<b>2</b>	<i>3<sup>rd</sup> party spend</i>	<i>Strategic sourcing &amp; process improvements</i>	<p>A wholesale review of procurement and contracts should yield significant benefits for the Council. Based on experience elsewhere and the work undertaken through the 3<sup>rd</sup> party spend review and Strategic Sourcing Plans (SSPs), it is estimated the Council could achieve at least <b>£8m</b> of benefit on its third party spend (<i>This is in addition to the FTE savings identified as part of the Provision Cycle layer of the operating model</i>).</p>	<p><i>The Operating Model Assessment estimated that OCC could achieve <b>c.£8m - £17m</b> of potential benefits. The SSPs developed in this phase start to validate this through 3 specific examples*.</i></p>
<b>3</b>	<i>Income</i>	<i>Commercialisation</i>	<p>Based on experience elsewhere, there are a number of opportunities for non-people related initiatives to drive additional income from the Council's services. This could include service cost recovery, trading or commercialisation opportunities, or a further review of fees and charges.</p>	<p><i>The Operating Model Assessment estimated that OCC could achieve <b>c.£4m - £8m</b> of potential benefits.</i></p>

\* SSPs have been produced for Adult's residential & nursing homes, Children's residential care and Children's fostering. These support a number of existing initiatives within directorates related to these areas identified within the Medium Term Financial Plan and further work is being undertaken to progress these.

## A number of benefit drivers have been applied to calculate the potential benefits that can be achieved across each layer of the TOM (i) ...

### Approach to calculating benefits

Benefit category	Operating Model Layer (s)	Overview of benefit drivers	Overview of approach to calculating benefits
FTE	Customer Management / Customer Assessment	<ul style="list-style-type: none"> <li>Efficiency &amp; effectiveness</li> <li>Manage demand</li> </ul>	<ul style="list-style-type: none"> <li>Identification, with service areas, of existing channels for customer interactions and potential to shift this for priority processes across service areas (channel shift).</li> <li>Application of Society for IT practitioners in the public sector (SOCITM) ratios to OCC's existing FTE effort and existing cost for customer interactions providing a % reduction range (low to high).</li> <li>Application of the same % reduction range to FTE effort associated with co-ordination and support activities for customer interactions (Middle Office).</li> </ul>
FTE	Provision Cycle	<ul style="list-style-type: none"> <li>Economies of scale &amp; focus of expertise</li> <li>Efficiency &amp; effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>Estimate of FTE effort required in future provision cycle hubs using best practice ratios (CIPs and Gartner) for effort based on OCC addressable spend (approx. £400m per annum).</li> <li>Comparison of future effort required with existing FTE effort across all roles spending more than 40% of time on provision cycle activities to provide target range for reduction of FTEs.</li> <li>Rationalisation of FTE effort on all roles spending less than 40% of time on provision cycle activities in line with leading practice benchmarks across the public sector.</li> </ul>
FTE	Strategic Capabilities	<ul style="list-style-type: none"> <li>Efficiency &amp; effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>Consolidation of FTE effort across QA, Performance Management &amp; Improvement and Programme &amp; Project Management based on leading practice and analysis undertaken as part of the Programme Service review.</li> <li>Rationalisation of fragmented FTE effort (roles spending less than 40% of time) across Marketing, PR &amp; Communications and residual FTE effort on QA, Performance Management &amp; Improvement.</li> <li>Reduction in FTE effort required to support partnerships and undertake administrative tasks through prioritisation and streamlining.</li> </ul>

## A number of benefit drivers have been applied to calculate the potential benefits that can be achieved across each layer of the TOM (ii) ...

### Approach to calculating benefits (cont.)

Benefit category	Operating Model Layer (s)	Overview of benefit drivers	Overview of approach to calculating benefits
FTE	Business intelligence	<ul style="list-style-type: none"> <li>Efficiency &amp; Effectiveness</li> <li>Start, stop, continue</li> </ul>	<ul style="list-style-type: none"> <li>Elimination of duplication and automation of standard reporting activity will reduce FTE effort required for BI activities.</li> <li>Based on previous experience and automation of software, benefits have been calculated, using a % range, against the existing baseline of FTE effort on BI activities.</li> </ul>
FTE	Enabling & Support Services	<ul style="list-style-type: none"> <li>Economies of scale &amp; focus of expertise</li> <li>Start, stop, continue</li> <li>Manage demand</li> </ul>	<ul style="list-style-type: none"> <li>BAS – Using experience from elsewhere and qualitative feedback from stakeholder engagement, a % reduction in FTE effort on BAS activities has been identified. This is based on a number of factors including productivity improvements, standardisation etc.</li> <li>HR processes – Volumetric analysis and experience from elsewhere can be used to drive financial benefits, calculated as a target % reduction, through improving the processes and increasing productivity.</li> <li>Process redesign – Volumetric analysis of time spent on password resets, embedded P-cards and Bulk Data Uploads has been used to identify the proportion of FTE effort that can be reduced through redesigning inefficient processes.</li> </ul>
FTE	Service Delivery	<ul style="list-style-type: none"> <li>A combination of the above drivers will improve service delivery.</li> </ul>	<ul style="list-style-type: none"> <li>Changes to the Council’s operating model will increase the efficiency and effectiveness of service delivery.</li> <li>Based on experience elsewhere and best practice, a reduction in FTE effort required for service delivery has been applied.</li> <li><i>This is based on a high level assessment undertaken as part of the OMA and a more detailed assessment through service redesign will help test this.</i></li> </ul>

## A number of benefit drivers have been applied to calculate the potential benefits that can be achieved across each layer of the TOM (iii) ...

### Approach to calculating benefits (cont.)

Benefit category	Operating Model Layer (s)	Overview of benefit drivers	Overview of approach to calculating benefits
3 <sup>rd</sup> party spend	N/A	<ul style="list-style-type: none"> <li>Sourcing levers</li> <li>Manage demand</li> <li>Efficiency &amp; Effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>Strategic Sourcing Plans (SSPs) – A detailed analysis of all existing residential and foster care placements to identify benefits through negotiations, contractual restructures, volume consolidation etc.</li> <li>Sourcing opportunities – Analysis of the Council’s third party expenditure as part of the Case for Change identified a number of other sourcing opportunities to drive better value for money from 3<sup>rd</sup> party spend. These benefits have been informed by desktop analysis of spend and contracts data, experience from elsewhere and opportunities identified by stakeholders.</li> <li>Process changes – A number of opportunities to drive effective ways of working in the way the Council manages its external expenditure were identified as part of the Case for Change. Benefits have been calculated based on previous experience and analysis of addressable spend.</li> </ul>
Income	N/A	<ul style="list-style-type: none"> <li>Income generation</li> </ul>	<ul style="list-style-type: none"> <li>A high level analysis as part of the Case for Change including, service cost recovery analysis, identified opportunities for OCC to generate additional income through the services it provides.</li> <li><i>Further work is taking place over August and September looking at the Council’s approach to income generation.</i></li> </ul>

## Pulling each of these benefit drivers together provides the Council with the opportunity to achieve the following overall benefit profile...

Benefit drivers (mid-point scenario shown)

Operating model layer (s)	Benefit drivers	Existing cost / FTE No.	Estimated benefit / FTE No.	Estimated benefits %.
Customer Management / Customer Assessment	<ul style="list-style-type: none"> <li>• <b>Efficiency &amp; effectiveness</b> – Using channel shift levers particularly through using technology to focus on self-service.</li> <li>• <b>Manage demand</b> – Reduction in avoidable customer contact through proactively pushing customers to the best channel.</li> </ul>	£64m / 1648	£19m / 513	30%
Provision Cycle	<ul style="list-style-type: none"> <li>• <b>Economies of scale &amp; focus of expertise</b> – Leveraging category expertise and right-sizing effort based on addressable spend.</li> <li>• <b>Efficiency &amp; effectiveness</b> – Consolidating effort and moving to a consistent, standardised model for delivery across the cycle.</li> </ul>	£5m / 111	£2m / 33	40%
Strategic Capabilities	<ul style="list-style-type: none"> <li>• <b>Efficiency &amp; effectiveness</b> – Consolidating effort to enhance joined up working between the functions.</li> </ul>	£18m / 318	£1m / 26	6%
Business Intelligence	<ul style="list-style-type: none"> <li>• <b>Automation</b> – Automation of routine reports to prevent people from producing their own versions.</li> <li>• <b>Efficiency &amp; effectiveness</b> – Training to encourage self-service.</li> </ul>	£2m / 44	£64k / 1	3%
Enabling & Support Services	<ul style="list-style-type: none"> <li>• <b>Economies of scale &amp; focus of expertise</b> – Consolidation of similar activities to allow access to specialist skills.</li> <li>• <b>Automation</b> – Using technology to automate processes.</li> <li>• <b>Manage demand</b> – Standardised and simplified processes to reduce volumes of transactions to be processed.</li> </ul>	£23m / 506	£4m / 93	17%
Service Delivery	<ul style="list-style-type: none"> <li>• A combination of the above drivers will improve service delivery.</li> </ul>	£33m / 1124	£2m / 78	6%
<b>Total</b>		<b>£145m / 3751</b>	<b>£28m / 744</b>	<b>19%</b>

## To achieve the benefits set out in this revised case for change, the Council will need to invest in the following programme implementation costs...

### TOM programme implementation costs

The *Operating Model Design* phase has been an opportunity to test and develop estimated programme implementation costs.

Area	FY18/19	FY19/20	FY20/21	FY21/22	FY22/23	Total*
<b>1. Technology implementation</b>	<b>£0.9m</b>	<b>£3.5m</b>	<b>£1.2m</b>	<b>£1.0m</b>	<b>£0.3m</b>	<b>£6.9m</b>
1.1 Technology platform components**	£0.2m	£2.2m	£1.2m	£1.0m	£0.3m	£4.9m
1.2 Technology support	£0.7m	£1.3m	-	-	-	£2.0m
<b>2. People</b>	<b>£0.0m</b>	<b>£0.3m</b>	<b>£1.2m</b>	<b>£1.1m</b>	<b>£0.4m</b>	<b>£3.0m</b>
2.1 Training	-	£0.1m	£0.6m	£0.3m	-	£1.0m
2.2 Backfill eg. Delivering elements of HR, Communications, Engagement, Programme Leadership etc.	-	£0.2m	£0.6m	£0.8m	£0.4m	£2.0m
<b>3. Commissioned support</b>	<b>£3.0m</b>	<b>£5.0m</b>	<b>£0.0m</b>	<b>£0.0m</b>	<b>£0.0m</b>	<b>£8.0m</b>
3.1 Strategic advice & programme management	£1.0m	£1.6m	-	-	-	£2.6m
3.2 Ongoing support to Programme Management Office (PMO)	£0.5m	£0.8m	-	-	-	£1.3m
3.3 Service construct & implement	£1.2m	£2.0m	-	-	-	£3.2m
3.4 Organisation Design (OD)	£0.3m	£0.6m	-	-	-	£0.9m
<b>Total*</b>	<b>£3.9m</b>	<b>£8.8m</b>	<b>£2.4m</b>	<b>£2.1m</b>	<b>£0.7m</b>	<b>£17.9m</b>

\*For accuracy, total figures have been calculated before rounding.

\*\*These costs account for the upfront purchase and implementation costs for new platforms. They **exclude** the increased annual maintenance costs per year of new systems. A detailed breakdown of this is provided on the next slide.

## As well as in the following technology costs...

### Technology costs

Following on from the initial case for change, we have undertaken a further assessment of system requirements and required components for the implementation of the TOM. These are outlined below and recognise the previous investments in technology made by the Council.

Technology requirement	Implementation timeline (Years)	Cost type*		
		Upfront purchase	Implementation	Maintenance
Multichannel – Multiple capabilities to interact with Council	1	£0.4m	£0.1m	£20.0k
Identity management – Microsoft Identity Manager (MIM)	1	£1.0k	£50.0k	£5.0k
Identity verification – Contego	1	£25.0k	£50.0k	£10.0k
Build of online transactions	1 - 3	-	£2.0m	£50.0k
Website and content hosting platform - Drupal collaboration	1 - 2	£50.0k	£0.2m	-
Health information sharing – Cerner	2	£0.1m	£50.0k	£55.0k
Information storage / management – SharePoint	1	£0.3m	£0.2m	£80.0k
Portfolio and agile project management – Trello	1	-	£30.0k	£30.0k
Business intelligence data visualisation – Tableau	1 - 2	£0.2m	-	£40.0k
Enterprise Resource Planning (ERP) system – Development	2 - 4	-	£1.0m	-
Information & data architecture	1 - 2	-	-	-
Application Programme Interface (API) for secure data exchange	1 - 3	£80.0k	£0.1m	-
<b>Total</b>	-	<b>£1.1m</b>	<b>£3.8m</b>	<b>£0.3m per year</b>

\* Please note:

- Upfront purchase costs are one-off costs applied in the year of purchase.
- Implementation costs are one-off costs which have been profiled across the implementation timelines.
- Maintenance costs are recurring annual costs that have **not** been included in the overall costs of implementation or cost-benefit profile. The cost-benefit profile represents **one-off** investments required for implementation.

## Pulling the revised benefits and costs together provides the Council with the following cost - benefit profile over the next five years...

### Cost - benefit profile

Through implementing the TOM it is estimated that Council will deliver between **£34m** and **£58m** of on-going benefits over the next five years.

This cost-benefit profile aligns with the proposed implementation plan outlined in *section 7* of this business case. This assumes that FTE benefits through operating model transformation will begin to be realised on the 1<sup>st</sup> of the month following each 'release' (please refer to *section 7* for an explanation of what a release is and how this links to OCC's services and operating model layers).

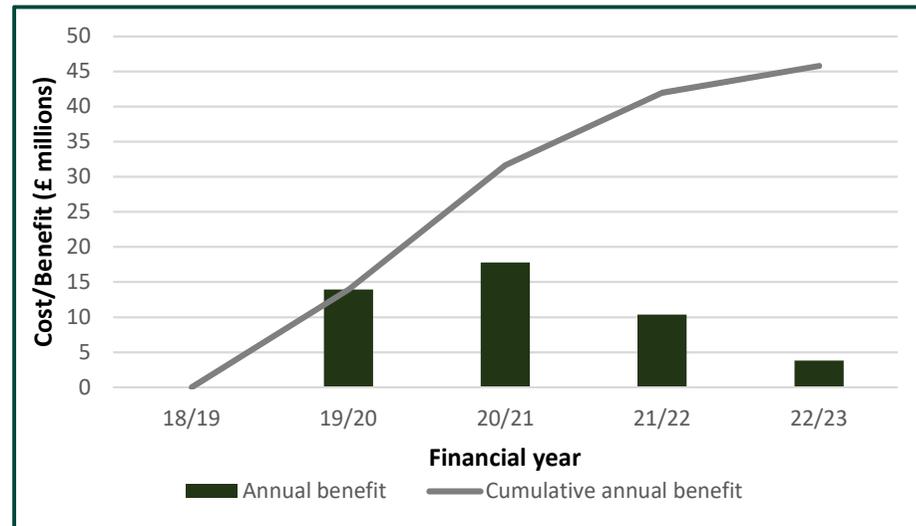
As outlined previously, the estimated required investment is made up of **one-off costs** associated with external implementation support, people costs and technology. The Council may be able to capitalise a proportion of these.

These investments will enable the Council to construct and implement its TOM, as well as to implement the new ways of working and technologies that are required to deliver the savings identified in this revised case for change.

The graph to the right shows the benefit off the baseline over a five year period, using the mid-point benefit scenario (**c.£46m**).

#### Cost assumptions

- A summary of the assumptions that underpin this cost-benefit profile can be found at slides 269 – 270 of Section 5: Revised Financial Case.
- For the avoidance of doubt redundancy costs have been excluded from the cost estimate calculation.



Financial year	18/19	19/20	20/21	21/22	22/23
Annual recurring benefit delivered in year	£0m	£14m	£18m	£10m	£4m
Cumulative annual recurring benefit	£0m	£14m	£32m	£42m	£46m

The following one off costs will be incurred over the period to implement the TOM.

Financial year	18/19	19/20	20/21	21/22	22/23
In-year one off costs**	-£4m	-£9m	-£2m	-£2m	-£1m

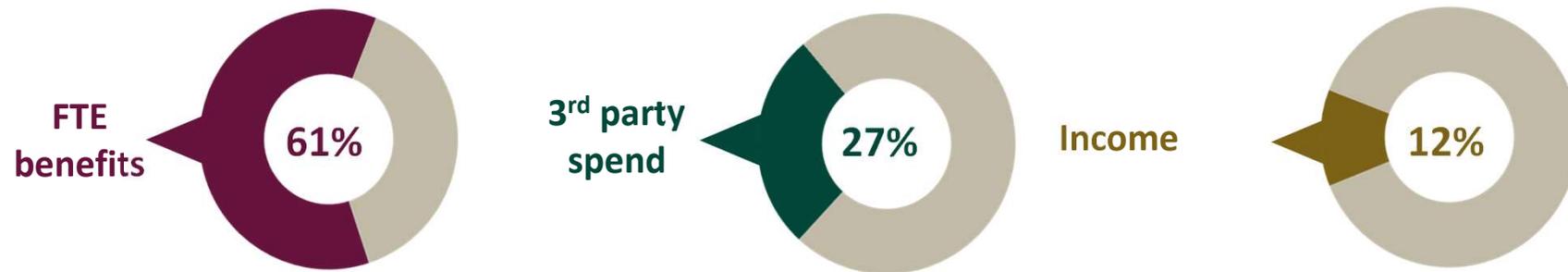
\*For simplicity, all numbers in this table are rounded to the nearest whole number. The totals have been calculated before rounding for accuracy.

\*\* The costs shown in this table **exclude** recurring maintenance costs for technology.

## This benefit profile can be broken down to show both the split by benefit component as well as the timeline for realisation...

### Benefit realisation profile (mid point scenario shown)

It is possible to identify the proportion of estimated benefits associated with each of the 3 key benefit components as outlined below.



These high level percentages can be broken down further to identify the estimated benefits associated with each Financial Year. This aligns with the profiling on the previous slide. In addition to this, the **FTE benefits** can also be broken down by release as per the implementation plan.

Financial year	18/19		19/20		20/21		21/22		22/23		Total*	
	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£	FTE	£
<b>FTE benefits*</b>	<b>0</b>	<b>£0m</b>	<b>201</b>	<b>£7m</b>	<b>372</b>	<b>£14m</b>	<b>171</b>	<b>£7m</b>	<b>0</b>	<b>£0</b>	<b>744</b>	<b>£28m</b>
Release 1	0	£0m	55	£2m	55	£2m	0	£0	0	£0	110	£4m
Release 2	0	£0m	40	£2m	52	£2m	13	£1m	0	£0	104	£4m
Release 3	0	£0m	81	£3m	163	£6m	81	£3m	0	£0	326	£11m
Release 4	0	£0m	25	£1m	102	£4m	76	£3m	0	£0	204	£9m
<b>3<sup>rd</sup> party spend</b>	<b>-</b>	<b>£0m</b>	<b>-</b>	<b>£5m</b>	<b>-</b>	<b>£2.3m</b>	<b>-</b>	<b>£2.3m</b>	<b>-</b>	<b>£2.3m</b>	<b>-</b>	<b>£12m</b>
<b>Commercialisation</b>	<b>-</b>	<b>£0m</b>	<b>-</b>	<b>£1.5m</b>	<b>-</b>	<b>£1.5m</b>	<b>-</b>	<b>£1.5m</b>	<b>-</b>	<b>£1.5m</b>	<b>-</b>	<b>£6m</b>
<b>Annual benefit*</b>	<b>0</b>	<b>£0m</b>	<b>201</b>	<b>£14m</b>	<b>372</b>	<b>£18m</b>	<b>171</b>	<b>£10m</b>	<b>0</b>	<b>£4m</b>	<b>744</b>	<b>£46m</b>

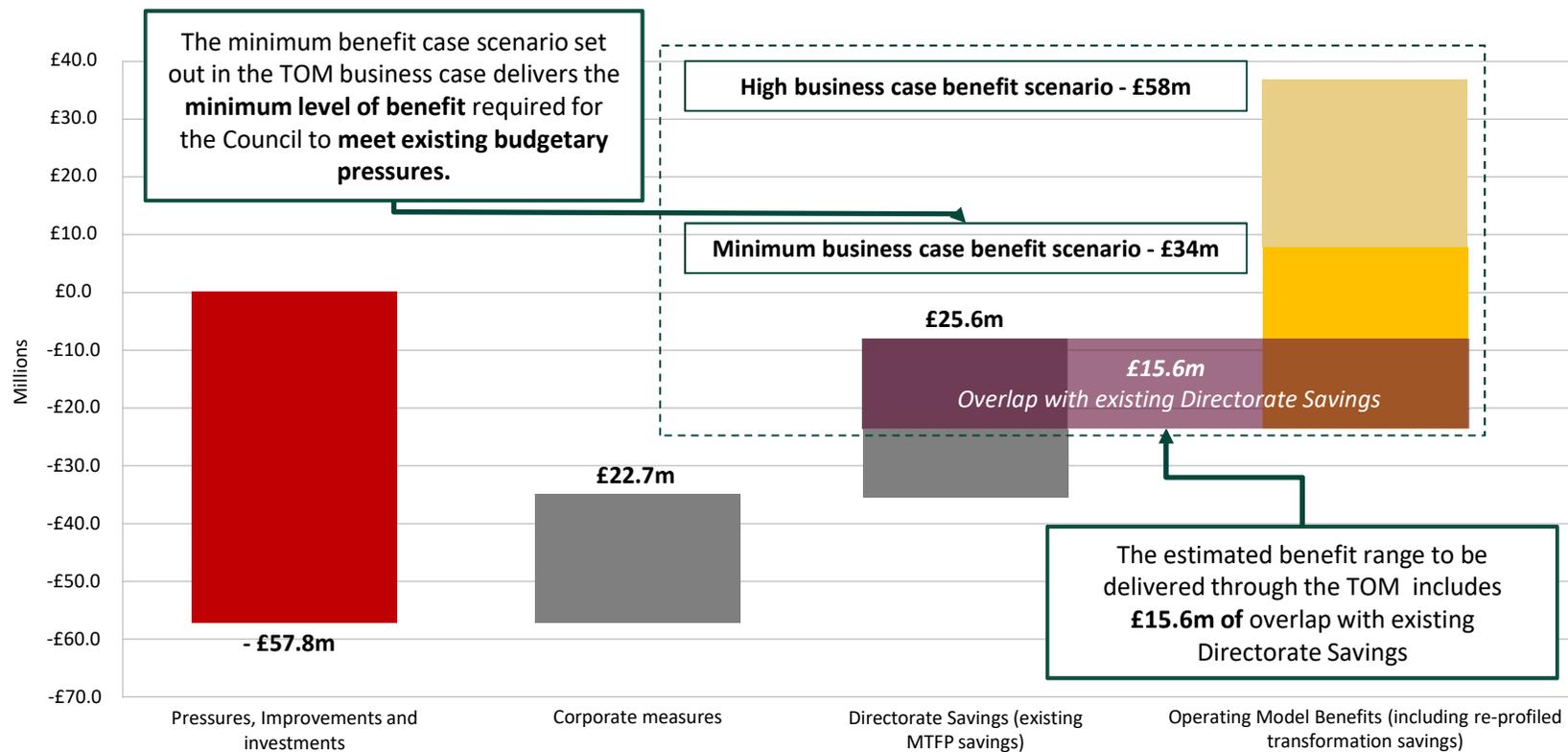
*\*Please note that for accuracy, totals have been calculated before rounding. This results in rounding errors as all numbers in this table have been rounded.*

## The revised financial case will support the Council with responding to its budgetary pressures...

### Linking the revised financial case to the Council's current financial plan

The Council has identified that over the next four years it faces cumulative pressures, improvements and investments of £57.8m.

The revised financial case, set out in Section 5 of this document, builds on the existing transformation activities the Council has underway, whilst recognising that there is some overlap with existing Directorate Savings, to provide a clear roadmap for how the Council can achieve the minimum level of benefit required (£34m) to meet its existing budgetary pressures (as set out on slide 7).



## The following assumptions underpin the target cost - benefit profile set out in this revised case for change (i)...

### Benefit assumptions

The main benefit assumptions used in the development of this revised case for change have been based on agreement within the Programme team, HR and service representatives and practical experience from similar programmes.

- 1 FTE Baseline:** The Activity Analysis provides the baseline of effort by service and process. This baselining of current state activity and subsequent calculations is based on data collected by the Council during July 2017.
- 2 Cost Baseline:** The cost baseline has been developed from an average salary for each unique post in the organisation. This is based on actual salary data provided by HR for the development of the initial case for change, and includes 30% on-costs.
- 3 Redundancy costs:** No redundancy costs have been factored into the business case. Impact will be mitigated by regular staff turnover and the Council has a good track record on redeployment of staff. It is assumed that the Council has sufficient funds separately from the programme to cover any redundancy costs that come to light through the programme.
- 4 Pay protection:** The cost of any future pay protection is currently not included in the programme cost information.
- 5 Benefit levers:** For each benefit lever, the percentage saving for the proposed TOM is based on experience in similar authorities, and examples from leading practice, at a conservative estimate of the potential benefit range and has been tested with officers.
- 6 Volumes:** Where it has been available, and has been provided, we have used the Council's volumetric data (numbers of calls, emails, face to face interactions) to inform the design of the TOM and any potential efficiencies.
- 7 Changes in staff numbers:** During the implementation phase, the Organisation Design may lead to an increase or decrease in staff numbers.
- 8 Approval of identified benefits:** The timetable set out in this business case assumes prompt approval of identified benefits through the agreed governance route for the implementation of the TOM. Delay in this process will impact the cost benefit profile as set out on slide 266.

## The following assumptions underpin the target cost - benefit profile set out in this revised case for change (ii)...

### Cost assumptions

The main cost assumptions used in the development of this business case have been based on agreement within the Programme team, as well as practical experience from similar programmes on the role and cost of transformation support. In relation to technology costs, these have been developed and tested with the Director of Digital & ICT.

- 1** **Scope of technology costs:** The technology costs included in this revised case for change are only those which relate directly to the implementation of the TOM. They are not the full scope of technology costs which OCC might face over the coming years e.g. maintenance, updates and support of existing ICT infrastructure; license costs for existing systems etc.
- 2** **Existing technology costs:** The current staff costs are **c.£1.36m** with an additional **£0.2m** for licences and supplier support. These costs are expected to rise as new products, integration and support increases (these anticipated increases are included in the costs shown on slide 265).
- 3** **Investment in technology:** The current level of investment for the activity already in train and signed of by FFF board will remain the same (e.g. Capita 360).
- 4** **IBC:** As part of the detailed design, we have undertaken a review of the IBC. The technology cost profile in this revised case for change assumes that IBC will be retained.
- 5** **Planned activities:** Digital and ICT resource may be required to support specification and selection activity for some platforms. This will impact delivery of planned activity in 2018/19. This could be mitigated through the use of external resources and product suppliers to support the in house team.
- 6** **Technology benefits:** There may be some benefits generated through rationalisation, but these will be small in comparison to the level of investment.
- 7** **Optimisation of the TOM:** The external support costs set out in this revised financial case assume that any optimisation of the TOM once implemented will be delivered by Council teams. There may however be instances where the Council requires further external support with this optimisation. These costs have not been included in this revised financial case.

## 6. Service impact & gap analysis

## The TOM has been reviewed by each service area in order to understand the impact on the service and the gap between current and future ways of working...

### Service impact & gap analysis approach

There has been a range of opportunities to consider service impact throughout the design process. In addition, each service area (based on CLT members and their direct reports) has had two dedicated opportunities (one at the end of the high level design phase and one at the end of the detailed design phase) to review the emerging TOM design and comment on the potential impact of the proposed design on the service.

In addition at the end of the detailed design phase the service areas were also asked to capture the gap (H/M/L) between the proposed way of working set out in the TOM and the current way of working within the service area. These gaps have been used to inform the composition and sequencing of each of the proposed releases set out on slide 311 in Section 7: Construct & Implement.

#### Service impact testing round 1 (High level design)

At the end of the high level design phase service areas were asked to review the high level design and RAG rate a series of statements summarising the key changes arising from the TOM based on their impact on the service. Services also discussed a number of changes and opportunities for the Front Office in their areas.

R	A	G
Proposed change would result in service area not being able to fulfil statutory obligations due to...	Proposed change would work for service area but consideration would need to be given to...	Proposed change would work for the service area...

#### Service Impact Testing RAG Key...

#### Service impact testing round 2 (detailed design)

At the end of the detailed design phase service areas were asked to repeat the RAG rating exercise (based on the additional information provided) and to consider the gap between the proposed future way of working and the current way of working within that service area.

H	M	L
Significant gap between current state and future state.	Medium gap between current state and future state.	Low gap between current state and future state.

#### Gap Analysis Key...

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

**Summary of service impact & gap analysis across the Council**

TOM Layer	Design statement	Average impact	Average gap
Customer management	<i>Proactive signposting</i>	G	H
	<i>Digital customer portal</i>	G	H
	<i>Digital self-service</i>	G	M
	<i>Multi-skilled customer management function</i>	G	H
	<i>Multi-purpose face-to-face sites</i>	G	M
	<i>Strategic customer approach</i>	G	M
Customer assessment	<i>Improved screening &amp; triage</i>	G	M
	<i>Simplifying non-complex assessments</i>	G	M
	<i>Channel shift to reduce manual interventions</i>	G	M
	<i>Streamlining complex assessments</i>	G	H
	<i>Enhanced partnership working &amp; shared records</i>	G	H

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

Summary of service impact & gap analysis across the Council (cont.)

TOM Layer	Design statement	Average impact	Average gap
Provision cycle	<i>More Active Engagement</i>	G	L
	<i>Category Management</i>	G	M
	<i>Strategic Contract Management</i>	G	M
	<i>Operational Contract Management</i>	G	H
	<i>Transparent Governance</i>	G	M
Enabling & support services	<i>Self Service</i>	G	H
	<i>Business Partnering</i>	G	M
	<i>Centrally managed BAS</i>	A	H
	<i>Virtual BAS Teams</i>	A	H
	<i>Functional BAS Teams</i>	A	M

**Although service areas across the Council broadly believe changes will have a positive impact, there is still a considerable gap to move to future ways of working...**

Summary of service impact & gap analysis across the Council (cont.)

TOM Layer	Design statement	Average impact	Average gap
Strategic capability	<i>Strategy &amp; Policy Definition</i>	G	M
	<i>Project Management Framework</i>	G	H
	<i>Clear project approval process</i>	G	H
	<i>Single view of corporate performance</i>	G	M
	<i>Streamlined performance reporting</i>	G	M
	<i>Outcome based KPIS at a corporate level</i>	G	M
Business intelligence	<i>Automated standardised reporting</i>	G	M
	<i>Quality assurance checks</i>	G	H
	<i>Data will be easy to update and share</i>	G	H

**The following changes proposed as part of the TOM were flagged as needing further consideration as part of construct or implement activities (i)...**

Front Office

**1**

***Use of signposting, information and guidance to divert or avoid demand.***

Concern that this could lead to an inconsistent customer experience and increase demand for services as customer that come through the front door are more likely to be eligible for services..

**2**

***Application of digital self service principles wherever possible.***

Challenge around ensuring that this does not disadvantage vulnerable or digitally-isolated residents and that customers of some service areas will not be able to self-serve.

**3**

***Use of multi-skilled customer management staff to undertake core customer management activities.***

Concern that this could result in loss of service specific customer management skills and knowledge with service areas reliant on a council wide offer / service resulting in loss of control.

**4**

***Development of simple and consistent digital customer portal.***

Concern that this would further increase the risk that vulnerable or digitally isolated residents are unable to access Council services.

**5**

***Streamlining of complex assessments.***

Challenge from service areas that some assessments are unavoidably complex and require a 'multi-faceted' approach. It was emphasised that a 'one size fits' all approach is not viable.

*Responses to these challenges have been considered throughout the design process. These include developing a flexible customer offer based on the complexity of their circumstances, assisted digital solutions, and clear roles and responsibilities between the Customer function and operational service areas. Further consideration, mitigation and responses will be developed as part of the construct and implement phase.*

**The following changes proposed as part of the TOM were flagged as needing further consideration as part of construct or implement activities (ii)...**

Back Office

**1**

***Embedding a council wide category management approach to the management of third party spend.***

Concern from service areas that this could result in loss of control / could result in lost opportunities to leverage benefits opportunities from spending with partners.

**4**

***Use of virtual BAS teams.***

Service areas recognise that this is a significant step-change from current practice and could lead to a loss of direct, line management control of administration resources.

**2**

***Corporate oversight of strategic contract management.***

Concern from service areas that this could result in loss of ownership of contracts for which they are accountable. Additional challenge that service areas are experts in the services they commission.

**5**

***Increase in levels of self-service and self-sufficiency across the Back-Office.***

Challenge from service areas that this has not worked in the past due to process, technology and cultural changes. Risk that this shifts further work onto managers impacting service delivery.

**3**

***Development of a consolidated Business Administration Service.***

Challenge from service areas that this will result in loss of service specific administration capabilities and risk the transfer of these activities to front line staff.

*Responses to these challenges have been considered throughout the design process. These include providing greater clarity on the roles and responsibilities between back office functions and service areas, as well as highlighting the key dependency of technology and systems which are fit for purpose. Further consideration, mitigation and responses will be developed as part of the construct and implement phase.*

## 6a. People directorate

## Front office: Customer management (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Customer management	Proactively signposting, information and advice and guidance to divert or avoid particular types of customer demand.	G	H	G	H	G	M
Customer management	External customers will have access to a simple and consistent digital customer portal that will allow them to access Council services and track their progress with minimal effort.	G	H	G	M	G	H
Customer management	Whenever possible digital self service principles will be applied to allow customers quick and easy access to transactional services.	G	H	G	H	G	L

## Front office: Customer management (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Customer management	A multi-skilled and enhanced customer management function will undertake all core activities related to initial information and service requests.	G	H	A	H	G	L
Customer management	Enable sites with regular face to face contact to be more multi-purpose and better supported for signposting.	G	H	A	M	G	L
Customer management	A strategic approach to customers to continually improve customer experience, outcomes and Council operations.	G	H	G	M	G	L

## Front office: Customer assessment...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Customer assessment	Improved screening and triage so that customers reach the right service at the right time.	G	H	G	H	G	L
Customer assessment	Simplifying or removing non-complex assessments for transactional services.	G	H	A	L	G	L
Customer assessment	Assessment channel shift to forms of less manual intervention from Council staff.	G	L	A	L	G	L
Customer assessment	Streamlining complex assessments both within and between service areas.	A	H	G	H	G	L
Customer assessment	Enhanced partnership working and shared records with partners where possible.	G	H	G	H	G	L

## Back office: Provision cycle...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Provision cycle	Commissioning & Procurement will have more upfront active engagement with service areas and the market to get an understanding of service priorities.	G	L	G	H	G	L
Provision cycle	We will embed a council-wide category management approach to how we manage third party spend.	G	H	A	H	G	M
Provision cycle	Strategic contract management i.e. KPIs will be managed at a corporate level	A	H	G	H	G	L
Provision cycle	Operational contract management will be delivered in services		G	H	G	L	
Provision cycle	There will be a consistent and transparent governance process in place for a clearer approval process.	G	H	G	H	G	L

## Back office: Enabling & support services...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Enabling & support services	Levels of self-service and self-sufficiency will increase where technology allows	G	H	G	H	A	H
Enabling & support services	There will be an integrated and strengthened business partnering approach for the delivery of ICT, Finance, HR and BAS.	G	H	G	H	A	M
Enabling & support services	BAS will be managed centrally as a defined service which supports the whole council with staff co located in teams where possible.	A	H	G	L	A	M
Enabling & support services	Where appropriate virtual BAS teams will be created to enable consistent management and flexibility of resource at locations across the region where small numbers of BAS staff are located.	A	H	A	H	G	L
Enabling & support services	There will be BAS functional teams which provide a specific service to the whole council – as an example this could include recruitment	A	H	G	H	G	L

## Back office: Strategic capabilities (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Strategic Capabilities	There will be organisation wide clarity over what is meant by 'strategy and policy' at both a corporate and a service level.	G	M	G	M	G	M
Strategic capabilities	There will be a single and clear framework on how OCC does project management. This framework will set out the level of oversight/governance proportionate to the risk/value of projects.	G	H	G	H	G	L
Strategic capabilities	There will be a simplified and clear process articulating where projects go for approval and at what stage e.g. role of FFF Board, CLT, procurement gateway process.	G	H	G	H	G	L

## Back office: Strategic capabilities (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Strategic capabilities	There will be a single view of corporate performance i.e. monitoring the Council's performance against key indicators and what the Council wants to be known for.	G	M	G	M	G	M
Strategic capabilities	The process for performance reporting will be streamlined all the way from service areas through to cabinet.	G	M	G	M	G	H
Strategic capabilities	A greater number of corporate performance indicators will be based on outcomes.	G	M	G	M	G	H

## Back office: Business intelligence...

### Impact & gap analysis

TOM Layer...	Design statement..	Adults		Childrens		Public Health	
		Impact	Gap	Impact	Gap	Impact	Gap
Business intelligence	Standardised reporting will be automated, reducing the time spent by front line service staff on reporting tasks.	G	M	G	H	G	M
Business intelligence	Quality assurance checks will be built into the processes where data is gathered and collected throughout the Council	G	M	G	H	G	M
Business intelligence	Data will be kept it up to date and accurate, to ensure that others can access and use it when they need to.	G	M	G	H	G	M

## 6b. Communities directorate

## Front office: Customer management (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Customer management	Proactively signposting, information and advice and guidance to divert or avoid particular types of customer demand.	G	H	G	M	G	H	G	M
Customer management	External customers will have access to a simple and consistent digital customer portal that will allow them to access Council services and track their progress with minimal effort.	G	H	G	H	G	H	G	M
Customer management	Whenever possible digital self service principles will be applied to allow customers quick and easy access to transactional services.	A	H	G	M	G	H	A	M

## Front office: Customer management (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Customer management	A multi-skilled and enhanced customer management function will undertake all core activities related to initial information and service requests.	A	H	G	H	G	L	A	M
Customer management	Enable sites with regular face to face contact to be more multi-purpose and better supported for signposting.	G	L	A	H	Not applicable		G	M
Customer management	A strategic approach to customers to continually improve customer experience, outcomes and Council operations.	G	M	G	M	G	M	G	M

## Front office: Customer assessment...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Customer assessment	Improved screening and triage so that customers reach the right service at the right time.	G	L	G	H	G	M	G	L
Customer assessment	Simplifying or removing non-complex assessments for transactional services.	Not applicable		G	M	G	H	G	M
Customer assessment	Assessment channel shift to forms of less manual intervention from Council staff.	G	M	G	H	Not applicable		G	M
Customer assessment	Streamlining complex assessments both within and between service areas.	G	H	G	H	G	H	Not applicable	
Customer assessment	Enhanced partnership working and shared records with partners where possible.	G	H	G	H	G	H	G	M

## Back office: Provision cycle...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Provision cycle	Commissioning & Procurement will have more upfront active engagement with service areas and the market to get an understanding of service priorities.	G	M	G	M	G	L	G	H
Provision cycle	We will embed a council-wide category management approach to how we manage third party spend.	G	H	A	M	G	L	A	M
Provision cycle	Strategic contract management i.e. KPIs will be managed at a corporate level	A	H	G	L	G	L	G	H
Provision cycle	Operational contract management will be delivered in services	A	H	G	H	G	L	G	L
Provision cycle	There will be a consistent and transparent governance process in place for a clearer approval process.	A	H	G	H	G	L	G	L

## Back office: Enabling & support services (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Enabling & support services	Levels of self-service and self-sufficiency will increase where technology allows	G	M	G	H	G	H	A	L
Enabling & support services	There will be an integrated and strengthened business partnering approach for the delivery of ICT, Finance, HR and BAS.	G	L	G	M	G	H	G	L
Enabling & support services	BAS will be managed centrally as a defined service which supports the whole council with staff co located in teams where possible.	A	H	A	H	A	H	G	M
Enabling & support services	Where appropriate virtual BAS teams will be created to enable consistent management and flexibility of resource at locations across the region where small numbers of BAS staff are located.	A	H	A	H	A	H	G	M

## Back office: Enabling & support services (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Enabling & support services	There will be BAS functional teams which provide a specific service to the whole council – as an example this could include recruitment	A	H	G	M	G	M	A	M

## Back office: Strategic capabilities (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Strategic capabilities	There will be organisation wide clarity over what is meant by 'strategy and policy' at both a corporate and a service level.	G	M	G	M	G	M	G	M
Strategic capabilities	There will be a single and clear framework on how OCC does project management. This framework will set out the level of oversight/governance proportionate to the risk/value of projects.	G	M	G	M	G	H	G	M
Strategic capabilities	There will be a simplified and clear process articulating where projects go for approval and at what stage e.g. role of FFF Board, CLT, procurement gateway process.	G	H	G	M	G	H	G	M

## Back office: Strategic capabilities (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Strategic capabilities	There will be a single view of corporate performance i.e. monitoring the Council's performance against key indicators and what the Council wants to be known for.	G	M	G	M	G	M	G	M
Strategic capabilities	The process for performance reporting will be streamlined all the way from service areas through to cabinet.	G	M	G	M	G	M	G	H
Strategic capabilities	A greater number of corporate performance indicators will be based on outcomes.	G	M	G	M	G	M	G	M

## Back office: Business intelligence...

### Impact & gap analysis

TOM Layer...	Design statement..	Planning & Place		Infrastructure Operations		Investment and Capital Delivery		Oxfordshire Fire & Rescue	
		Impact	Gap	Impact	Gap	Impact	Gap	Impact	Gap
Business intelligence	Standardised reporting will be automated, reducing the time spent by front line service staff on reporting tasks.	G	M	G	M/H	G	H	G	M
Business intelligence	Quality assurance checks will be built into the processes where data is gathered and collected throughout the Council	G	M	G	M	G	H	G	H
Business intelligence	Data will be kept it up to date and accurate, to ensure that others can access and use it when they need to.	G	M	G	M	G	H	G	H

## 6c. Resources directorate

## Front office: Customer management (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Customer management	Proactively signposting, information and advice and guidance to divert or avoid particular types of customer demand.	G	M	A	H
Customer management	External customers will have access to a simple and consistent digital customer portal that will allow them to access Council services and track their progress with minimal effort.	G	H	A	H
Customer management	Whenever possible digital self service principles will be applied to allow customers quick and easy access to transactional services.	G	M	G	L

## Front office: Customer management (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Customer management	A multi-skilled and enhanced customer management function will undertake all core activities related to initial information and service requests.	G	H	G	M
Customer management	Enable sites with regular face to face contact to be more multi-purpose and better supported for signposting.	G	M	G	L
Customer management	A strategic approach to customers to continually improve customer experience, outcomes and Council operations.	G	H	G	H

## Front office: Customer assessment...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Customer assessment	Improved screening and triage so that customers reach the right service at the right time.	G	M	Not applicable	
Customer assessment	Simplifying or removing non-complex assessments for transactional services.	G	M	Not applicable	
Customer assessment	Assessment channel shift to forms of less manual intervention from Council staff.	G	M	Not applicable	
Customer assessment	Streamlining complex assessments both within and between service areas.	A	H	Not applicable	
Customer assessment	Enhanced partnership working and shared records with partners where possible.	G	H	G	H

## Back office: Provision cycle...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Provision cycle	Commissioning & Procurement will have more upfront active engagement with service areas and the market to get an understanding of service priorities.	G	M	G	L
Provision cycle	We will embed a council-wide category management approach to how we manage third party spend.	G	M	G	M
Provision cycle	Strategic contract management i.e. KPIs will be managed at a corporate level	G	H	G	M
Provision cycle	Operational contract management will be delivered in services	G	H	G	M
Provision cycle	There will be a consistent and transparent governance process in place for a clearer approval process.	G	M	G	L

## Back office: Enabling & support services...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Enabling & support services	Levels of self-service and self-sufficiency will increase where technology allows	G	H	A	M
Enabling & support services	There will be an integrated and strengthened business partnering approach for the delivery of ICT, Finance, HR and BAS.	G	M	G	M
Enabling & support services	BAS will be managed centrally as a defined service which supports the whole council with staff co located in teams where possible.	A	H	A	H
Enabling & support services	Where appropriate virtual BAS teams will be created to enable consistent management and flexibility of resource at locations across the region where small numbers of BAS staff are located.	A	H	G	H
Enabling & support services	There will be BAS functional teams which provide a specific service to the whole council – as an example this could include recruitment	A	H	G	L

## Back office: Strategic capabilities (i)...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Strategic capabilities	There will be organisation wide clarity over what is meant by 'strategy and policy' at both a corporate and a service level.	G	M	G	L
Strategic capabilities	There will be a single and clear framework on how OCC does project management. This framework will set out the level of oversight/governance proportionate to the risk/value of projects.	G	H	G	H
Strategic capabilities	There will be a simplified and clear process articulating where projects go for approval and at what stage e.g. role of FFF Board, CLT, procurement gateway process.	G	H	G	H

## Back office: Strategic capabilities (ii)...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Strategic capabilities	There will be a single view of corporate performance i.e. monitoring the Council's performance against key indicators and what the Council wants to be known for.	G	L	G	H
Strategic capabilities	The process for performance reporting will be streamlined all the way from service areas through to cabinet.	G	H	G	H
Strategic capabilities	A greater number of corporate performance indicators will be based on outcomes.	G	M	G	M

## Back office: Business intelligence...

### Impact & gap analysis

TOM Layer...	Design statement..	Finance / Customer Experience / PMO		Strategy & Policy	
		Impact	Gap	Impact	Gap
Business intelligence	Standardised reporting will be automated, reducing the time spent by front line service staff on reporting tasks.	G	H	G	H
Business intelligence	Quality assurance checks will be built into the processes where data is gathered and collected throughout the Council	G	H	G	H
Business intelligence	Data will be kept it up to date and accurate, to ensure that others can access and use it when they need to.	G	H	G	H

## 7. Construct & implement

# 7a. Overview

## The Council will need to adopt the following ‘construct and implement’ methodology in order to successfully deliver the TOM...

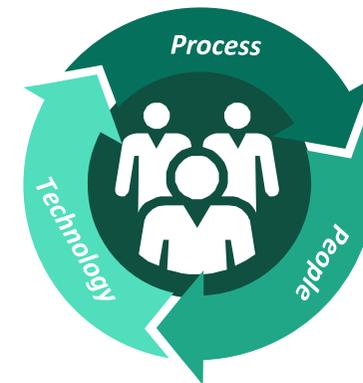
### An overview of ‘construct & implement’

To implement the TOM and achieve whole Council organisational change OCC will need to introduce change in steps, informed by the holistic design set out in this business case, so that change is achieved gradually rather than through a ‘big bang.’

This means change is more likely to be successful and benefits are realised throughout the programme rather than at the end.

### Construct & implement principles

- Implementation of the TOM will require a great deal of change, over a relatively long period of time.
- Change must be made across a number of different areas and these must come together for the change to be coherent and for there to be a greater chance of new ways of working being adopted.
- The best way to ensure that change is successfully delivered in a manageable and controlled way is to introduce it in steps, rather than as one ‘big bang’ – Implementation of the TOM is based on regular change steps.
- While the change will be implemented through steps, and the change will be gradual, the overall change will be informed by a clear view of the holistic TOM design for OCC.
- Each step change the Council makes, will be referred to as a ‘**release.**’ Each release will bring together change across three areas – people, processes and technology.
- The technology that will be developed to support the changes – referred to as the ‘Digital Platform’ – will be produced in stages, building on learning from each stage.
- This methodology for technology development allows business requirements to be developed and completed in small increments as they become complete and ready for use. Using this approach, business change can be completed without delays or dependency on a long development process.
- Using this approach we will be able to get to a testable product faster, which allows time for refinement and improvement before it is made available to the end users.



# The construct and implement methodology shifts the focus from the horizontal layers of the operating model to directorates / service areas...

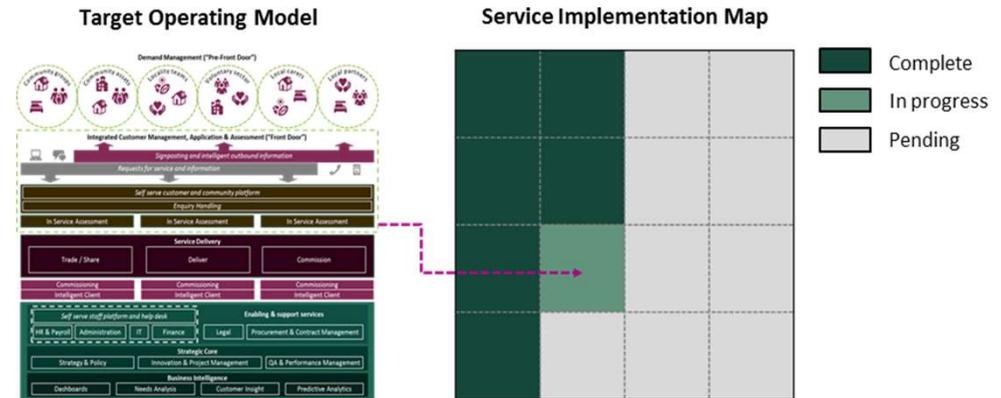
## Construct & implement methodology

The detailed design work focussed on developing the horizontal layers of the target operating model and their associated benefits. During the construct and implement phase, the focus shifts to the vertical components of the future council – in many instances these will be equivalent to what OCC already thinks of as service areas.

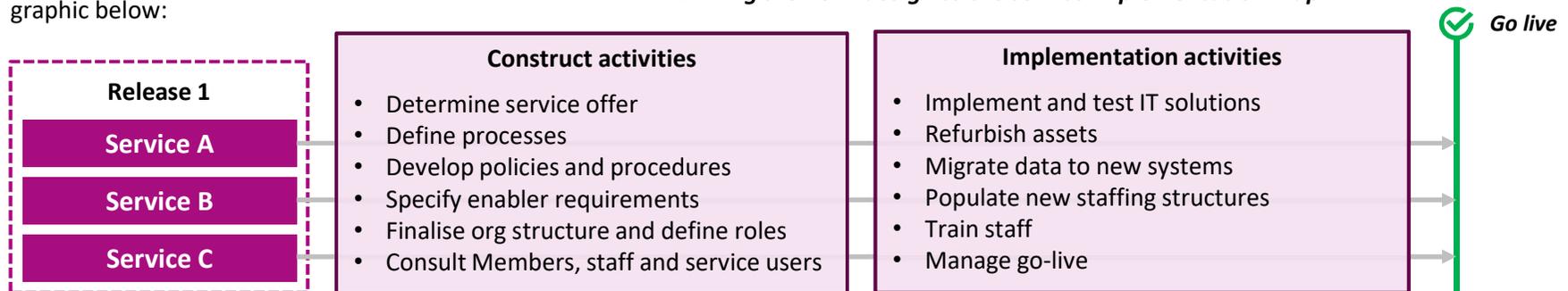
During the construct and implement phases the changes signified by the TOM are applied to each service area in turn. Once all services have been through this process, the delivery of the new council will be complete.

To accelerate the delivery of benefits and improve the efficiency of the implementation process, services are frequently grouped together into a series of ‘releases’.

It is important that each release is taken through the construct and implement phase in sequence, i.e. changes to a service can only be *implemented* once all *construct* activities have been completed. This is clarified in the graphic below:



Linking the TOM design to the service implementation map



## 7b. Implementation plan

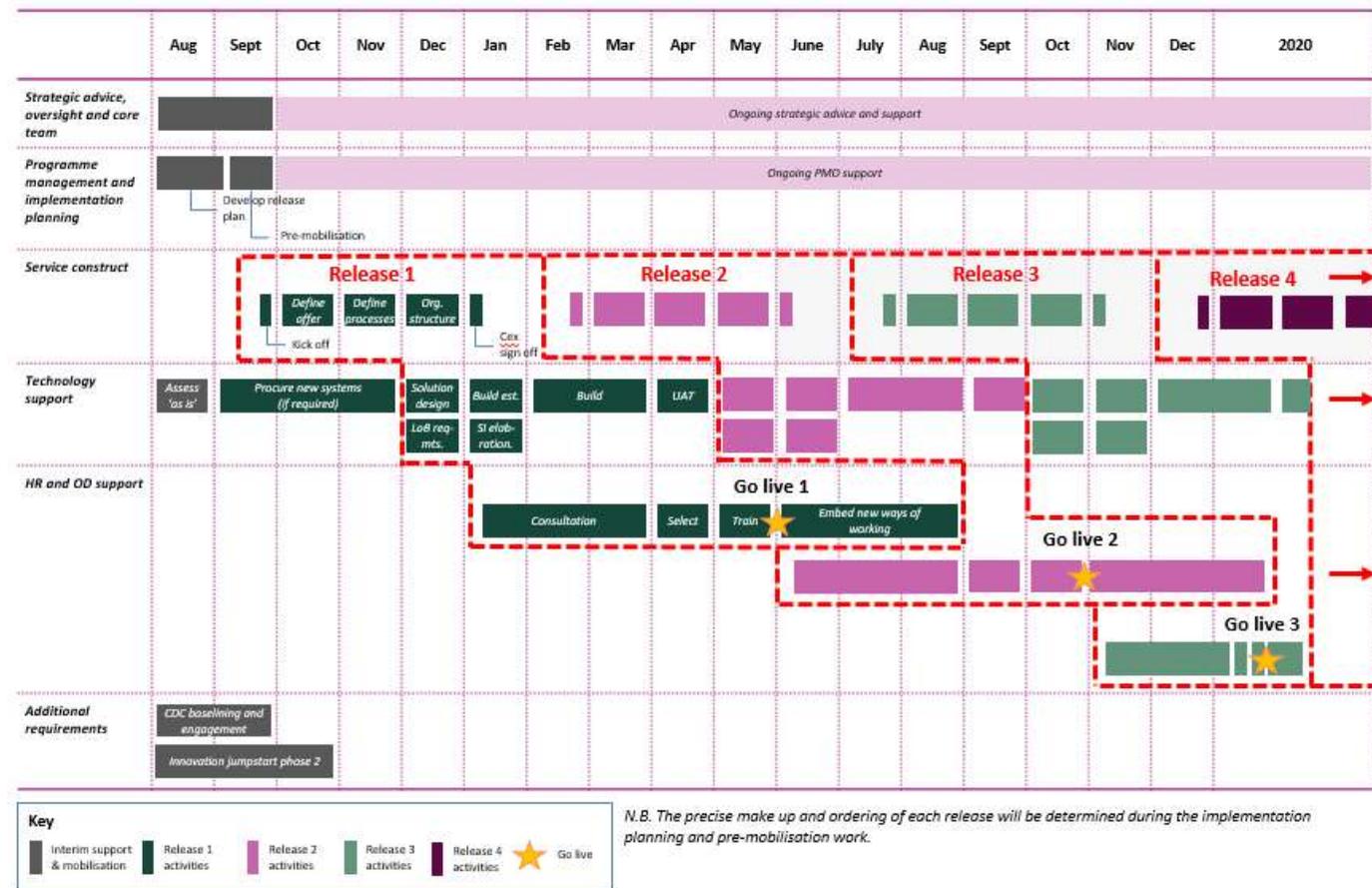
# The diagram below sets out the proposed plan for how the Council should construct and implement its TOM...

## Target implementation plan\*

The implementation plan shown opposite sets out the activities shown on the following slides 312 – 316 required to construct and implement the Council’s TOM over the next 2 years.

The **releases** shown on the plan opposite are indicative with the proposed phasing of releases set out at slides 317 - 322.

The County Leadership Team will further develop this high-level release plan in order to confirm a realistic phased approach to implementation given operational and regulatory factors.



## The typical activities that take place within a release are set out below...

### Service construct

Releases focus on constructing and implementing the stepped changes to process, people and technology required by each horizontal and vertical component of the Council's TOM in order to achieve the target benefits.

The interventions required by each enabling component or by each service area will vary. However, they will all follow a similar flow of design, implement and optimise activities as set out below:

Task	Activities	Outputs
1. Define final service offer	<ul style="list-style-type: none"> <li>Determine the future offer for each service area. This will enable choices to be made about what each service area is going to do in the future (and the identification of any activities that can be stopped).</li> </ul>	Documented offer for each service.
2. Design 'ready to implement' future processes	<ul style="list-style-type: none"> <li>Develop detailed process maps to show the detailed steps, decision points, hand-off points, inputs, and outputs associated with each process for each service area.</li> </ul>	Documented process maps for each service.
3. Develop detailed policies and procedures	<ul style="list-style-type: none"> <li>Based on the above tasks, the policies and procedures that each service will need to adhere to in the future will be developed. These will constitute the basis on which future service interactions will be planned and managed.</li> </ul>	Policies and procedures for each service.
4. Specify enablers	<ul style="list-style-type: none"> <li>Determine the specific enabler requirements for each service area, including access channels, people capabilities, technology and information requirements. This will involve engagement across all levels in each service area.</li> </ul>	Documented specifications for each service.
5. Determine organisational structure and role profiles	<ul style="list-style-type: none"> <li>Design of the future organisational structures for each service, utilising top down modelling and bottom up rightsizing to determine team size.</li> <li>Development of consistent role profiles for new posts.</li> </ul>	Documented org. structure and role profiles for each service.

## These are then supplemented by the following technology activities (i)...

### Technology activities

The Council's TOM is heavily dependent on technology. Many of the opportunities identified, and their associated benefits, are predicated on having technology capable of supporting effective self-service, improving the Council's use of data and automating key business processes.

Task	Activities	Outputs
1. User experience design and testing	<p>These activities focus on the users of the required technology to ensure it addresses <b>why</b> they want to use it, <b>what</b> they want to do with it and <b>how</b> they use it. They include:</p> <ul style="list-style-type: none"> <li>• Design the why, what and how for users for any new processes, known as User Experience (UX) design. This will be based on workshops testing designs with users.</li> <li>• Design the customer-facing side of the website so it is easy to use by customers, including how information is structured and presented (information architecture) and how digital content is created and managed (Content Management System).</li> <li>• Using a Customer Reference Group with a range of representatives to test content and the design with users in mind for each major release.</li> </ul>	Detailed documents setting out how users will experience and navigate systems and technology
2. Develop content	<p>These activities focus on rationalising and ordering information available on the website or other digital platforms to ensure it meets the needs of customers. They include:</p> <ul style="list-style-type: none"> <li>• Conduct audit of existing content to manage and reduce content irrelevant to the customer.</li> <li>• Create guidelines for how information is presented on the website, including tone and style to ensure consistency in content.</li> <li>• Create plan for moving content to relevant systems (content migration), such as moving forms online. This will be linked to building the required digital platform.</li> <li>• Provide training for people creating information and content for the website.</li> <li>• Quality assurance of the new information and content being launched for each release.</li> </ul>	<p>Content audit report.</p> <p>Future content blueprint.</p> <p>Content guidelines.</p> <p>Content migration plan.</p>

## These are then supplemented by the following technology activities (ii)...

### Technology activities cont.

Task	Activities	Outputs
3. Platform design and delivery	<p>A platform underpins and connects all digital elements of the Council’s business so they can interact and support each other as seamlessly as possible. The whole platform will be designed and built in small stages to constantly improve and learn from previous stages. In technology terms, this is known as an ‘Agile SCRUM’ methodology. Key activities include:</p> <ul style="list-style-type: none"> <li>• Confirm technical requirements for the platform based on the needs of service areas and users which are identified in each release.</li> <li>• Define functional business requirements by describing the features from the perspective of the user (User stories). This will include: <ul style="list-style-type: none"> <li>- Defining what is needed to satisfy the user (Acceptance Criteria);</li> <li>- Ensuring the user stories provide the right level of detail to fully inform the development work; and</li> <li>- Assessing how complex it will be to deliver requirements, in order to plan the speed of implementation and when key milestones will be met.</li> </ul> </li> <li>• Day-to-day project management of the series of stages to build the platform.</li> <li>• Co-ordinate testing with representatives who will use the platform to ensure it meets the defined Acceptance Criteria</li> <li>• Co-ordinate testing of platform to ensure it operates in practice in line with the design.</li> <li>• Handover into business as usual once the final design is complete and approved.</li> </ul>	<p>Clear prioritised overarching programme of work for the development team which is continually updated (Backlog)</p> <p>For each stage of development:</p> <ul style="list-style-type: none"> <li>• Defined programme of work</li> <li>• Documentation detailing activities and outputs of each stage</li> <li>• Review of lessons learned to inform next stage of development</li> </ul> <p>For user acceptance testing:</p> <ul style="list-style-type: none"> <li>• Plan for testing the built components with users</li> <li>• Documented results from users on the testing</li> <li>• Closure report</li> </ul>

## And the following human resources and organisation design activities...

### HR & OD activities

The majority of the benefits identified in the business case for the Council's TOM are associated with FTE reductions. To achieve these benefits, the Council will need to run through an HR process for each service area – assessing the capabilities required for the future, carrying out formal consultation, providing training and populating the new staff structures.

Task	Activities	Outputs
1. Populate new staff structures	<ul style="list-style-type: none"> <li>Develop and detail the process for populating new service structures. This will entail supporting decision making about slotting and recruitment procedures, ring-fencing current post holders, planning and providing oversight for the completion of the formal consultation process, supporting recruitment activity and the management of any redundancy processes.</li> </ul>	Consultation documents and recruitment procedure manuals.
2. Provide training and capacity building support	<ul style="list-style-type: none"> <li>Develop bespoke training packages to ensure staff are able to adopt the new ways of working and abide by new process requirements, prior to go live.</li> <li>Provide 1:1 coaching and support in specific areas where the Council has developed new functions e.g. business intelligence.</li> </ul>	Bespoke training packages.
3. Post go live change management and OD support	<ul style="list-style-type: none"> <li>Implement a three month post go-live change management programme in each service area, designed to ensure new ways of working and the associated culture change becomes embedded.</li> </ul>	Change management and OD materials.

## In addition to the above the Council will also need to focus on the following activities in order to successfully implement the TOM...

### Additional activities

Task	Activities	Outputs
1. Develop release plan and critical programme document.	<ul style="list-style-type: none"> <li>• Develop a detailed release plan identifying the order in which services will move through the construct and implement phase and the scheduling of all associated activities.</li> <li>• Develop risk and issues log to cover the construct and implementation programme.</li> <li>• Develop dependencies map and identify opportunities to minimise interruption to business as usual.</li> </ul>	Release plan, risk and issues log and dependencies map.
2. Mobilise construct and implementation programme	<ul style="list-style-type: none"> <li>• Conduct change readiness assessment across the Council.</li> <li>• Conduct communications and engagement across the Council, such as staff briefings setting out details of the approach being taken to implementation.</li> <li>• Design and establish programme governance and reporting arrangements.</li> </ul>	Change readiness report, revised programme governance structure and terms of reference and reporting tools.
3. Provision of ongoing programme support and coordination	<ul style="list-style-type: none"> <li>• Ongoing oversight for the delivery of the programme, enabled by robust and effective governance</li> <li>• Ongoing co-ordination and support to the programme board (e.g. supporting the administration of relevant meetings by managing the development of highlight reports).</li> <li>• Develop and maintain a structured benefits realisation approach, including establishing and monitoring a benefit realisation tracker.</li> </ul>	Completed benefit realisation tracker.

# 7c. Roadmap

## This includes the following implementation roadmap showing the proposed composition of each release...

### Implementation roadmap

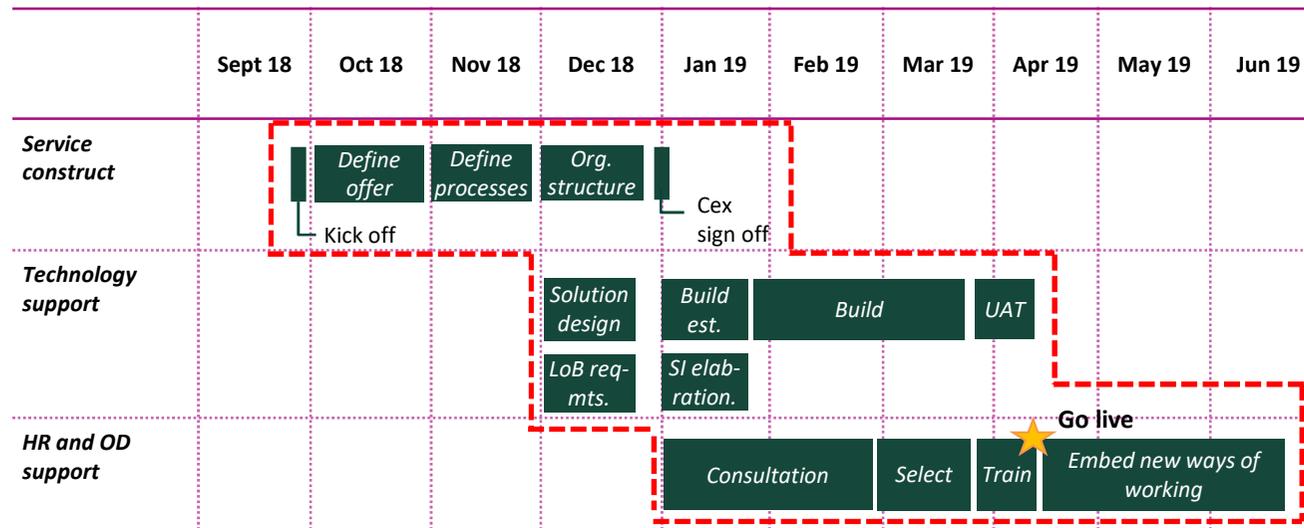
The table below shows an indicative ordering of the horizontal layer components of the TOM and vertical service areas covered in each release. These have been prioritised based on the benefits that can be released, the risk associated with implementation, along with speed and complexity to implement. It should be noted that there will be a time lag from when technology goes live to when benefits can be realised.

This high-level view will be updated and a more detailed release plan created in preparation for Construct and Implement. The implementation of horizontal layers will involve change and create opportunities for all service areas, but the implementation plan will also need to reflect how functions within service areas might be ordered across different releases. The plan will need to ensure there is sufficient review and approval time for key milestones and is likely to need further refinement when technology decisions are made.

Release	TOM layer <i>(involves all service areas)</i>	Residual service area redesign <i>(All service areas will be impacted by the implementation of the horizontal TOM layers)</i>	Benefit
1	<ul style="list-style-type: none"> <li>Customer Management</li> <li>Customer Assessment</li> <li>Provision Cycle</li> <li>Business Intelligence</li> <li>Strategic Capability</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Policy</li> <li>Customer Experience</li> </ul>	£4.0m
2	<ul style="list-style-type: none"> <li>Enabling &amp; Support Services</li> <li>Pre-front door</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Infrastructure Operations</li> <li>Planning and Place</li> <li>Public Health</li> <li>Law &amp; Governance</li> </ul>	£4.1m
3	<ul style="list-style-type: none"> <li>N/A</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Adult's Services</li> <li>Oxfordshire Fire and Rescue</li> <li>Investment and Capital Delivery</li> </ul>	£11.3m
4	<ul style="list-style-type: none"> <li>N/A</li> </ul>	Remainder of: <ul style="list-style-type: none"> <li>Children's Services</li> <li>HR</li> <li>Finance</li> <li>IT</li> </ul>	£8.5m

## Release 1 focuses on designing the ‘horizontal’ building blocks that form the foundation of the Council’s TOM...

### Proposed release 1



### Costs / benefits associated directly with release 1

Financial year	18/19	19/20	20/21	21/22	22/23	Total
Benefits	-	£2.0m	£2.0m	-	-	<b>£4.0m</b>
Cost	-£2.5m	-	-	-	-	<b>-£2.5m</b>
<b>Net benefit</b>	<b>-£2.5m</b>	<b>£2.0m</b>	<b>£2.0m</b>	<b>£0.0m</b>	<b>£0.0m</b>	<b>£1.5m</b>

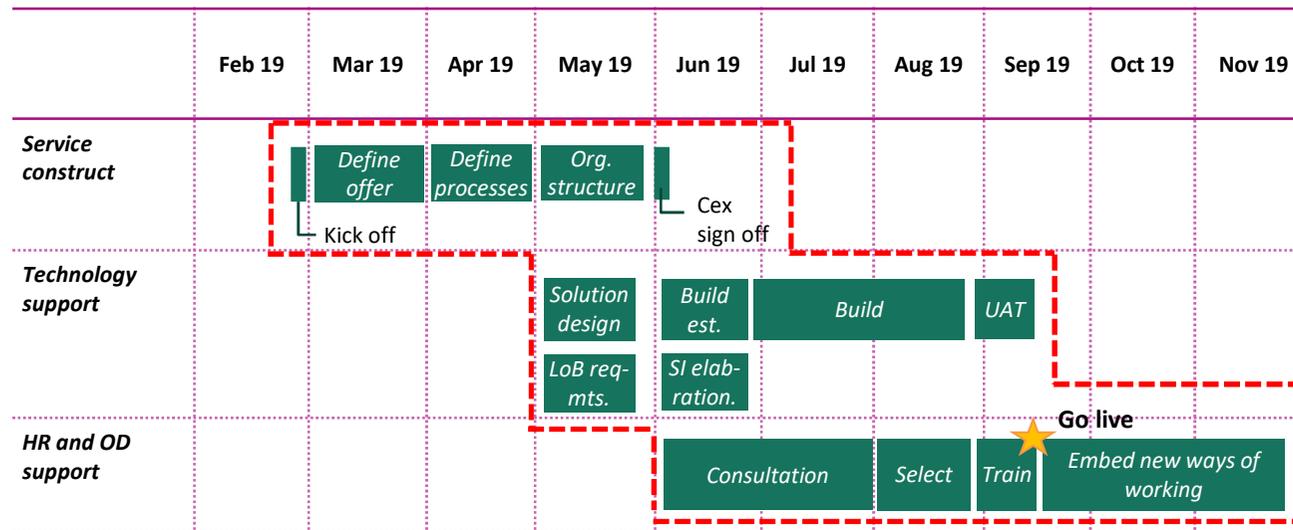
Release 1 focusses on activities related to customers and strategic capabilities required across the Council to drive simplified and standardised ways of working. This will ensure that the Council has a strong foundation for its TOM.

This will also drive a number of non-financial benefits in the way in which the Council manages both its external and internal customers.

In addition to this, a number of opportunities are dependent on significant improvements to the Council’s existing BI (as evident from *section 6*) so early implementation of this component will be essential.

## These building blocks need to be supported by a number of enabling services in release 2...

### Proposed release 2



The construct and build of Enabling & Support Services in release 2 is in light of the time that may be required for the Council to come to a decision regarding IBC (further details around this are providing in section 4.i.).

Irrespective of the route the Council decides to pursue with regards to the IBC, there will be a time lag associated with either negotiating change in the partnership terms or undertaking a potential technology scoping exercise for alternative solutions.

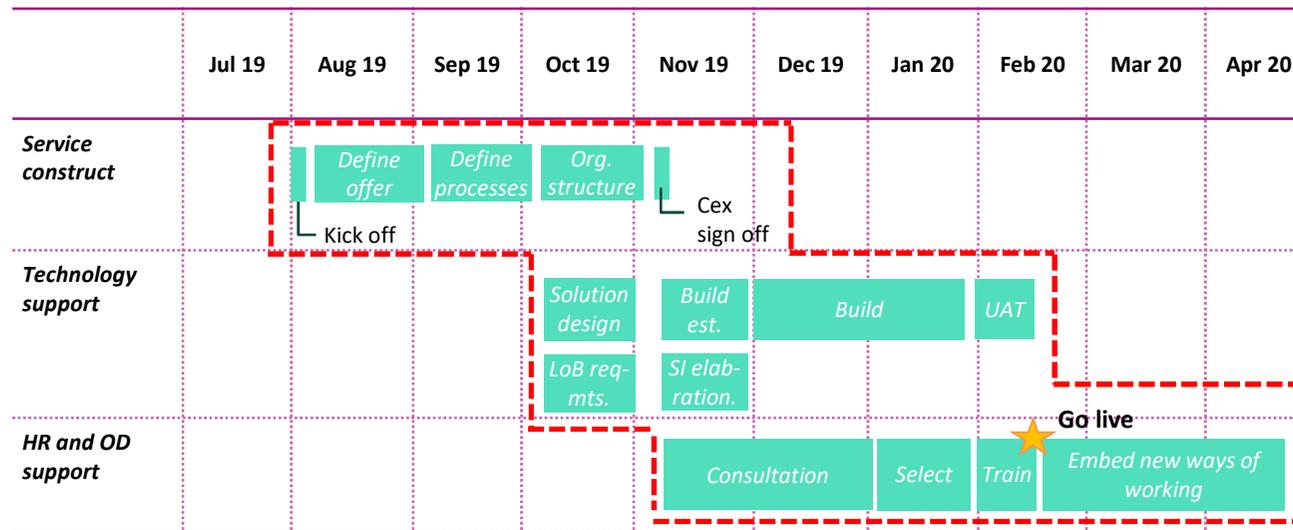
Despite the above considerations, it is important to consider a relatively early implementation for these functions given the enabling nature.

### Costs / benefits associated directly with release 2

Financial year	18/19	19/20	20/21	21/22	22/23	Total
Benefits	-	£1.6m	£2.0m	£0.5m	-	<b>£4.1m</b>
Cost	-£1.25m	-£1.25m	-	-	-	<b>-£2.5m</b>
<b>Net benefit</b>	<b>-£1.25m</b>	<b>£0.35m</b>	<b>£2.0m</b>	<b>£0.5m</b>	<b>£0.0m</b>	<b>£1.6m</b>

## Release 3 then shifts the focus to the construction and implementation of the Council’s ‘vertical’ services ...

### Proposed release 3



It is important to shift the focus from the horizontal components of the TOM to the Council’s vertical services in release 3.

Given the vast nature of services the Council delivers, it is vital to consider the phasing of these services taking into account complexity of the service, statutory requirements etc. These considerations will have a significant impact on the risk to implementation.

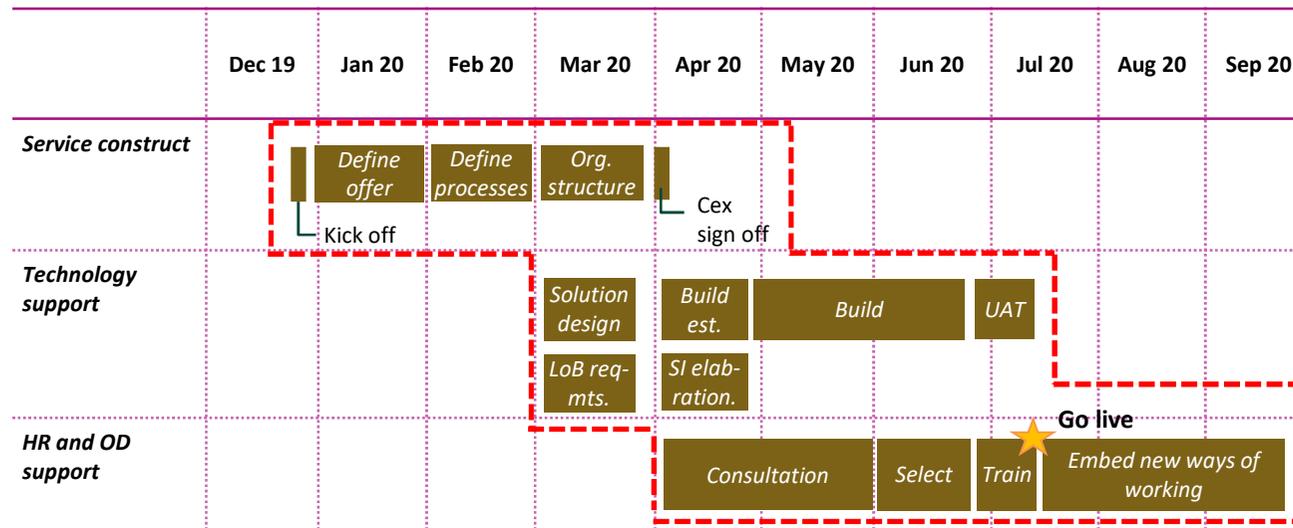
Primarily this release will focus on remaining service redesign in Adult’s Services given the large proportion of FTE effort and increased complexity. In addition to this, the gap analysis (*section 6*) indicates there are significant gaps so a greater level of change is required.

### Costs / benefits associated directly with release 3

Financial year	18/19	19/20	20/21	21/22	22/23	Total
Benefits	-	£2.8m	£5.7m	£2.8m	-	<b>£11.3m</b>
Cost	-	-£2.5m	-	-	-	<b>-£2.5m</b>
<b>Net benefit</b>	<b>£0.0m</b>	<b>£0.3m</b>	<b>£5.8m</b>	<b>£2.8m</b>	<b>£0.0m</b>	<b>£8.8m</b>

## With the final service areas being constructed and implemented as part of release 4...

### Proposed release 4



### Costs / benefits associated directly with release 4

Financial year	18/19	19/20	20/21	21/22	22/23	Total
Benefits	-	£1.1m	£4.2m	£3.2m	-	<b>£8.5m</b>
Cost	-	-£2.5m	-	-	-	<b>-£2.5m</b>
<b>Net benefit</b>	<b>£0.0m</b>	<b>-£1.4m</b>	<b>£4.2m</b>	<b>£3.2m</b>	<b>£0.0m</b>	<b>£6.0m</b>

The last release continues to build out the Council's services.

The primary focus of this release will be on remaining service redesign in Children's Services which has the largest FTE effort across the whole Council and is also one of the most complex services. As a result of this, implementation can be expected to take longer, requiring an entirely dedicated team to work through some of the challenges in implementing new ways of working.

In addition to this, the HR, ICT and Finance services will also be built out following the Council's decision around IBC and the subsequent implementation of the Enabling & Support services layer of the TOM.

# 7d. Assumptions

## The target implementation plan for the TOM has been constructed based on the following assumptions...

### Planning assumptions

- 1 Governance** - Governance for TOM Implementation will align under the existing FFF programme governance structures and arrangements and will make use of established bodies such as the FFF programme board. Work to re-affirm the programme's governance arrangements will be conducted during August and September to ensure they comprehensively meet the needs for TOM implementation
- 2 Procurement** – The procurement of any identified technology requirements will start immediately upon approval of the business case and will be informed by both the business case and the detailed technology assessment and gap analysis to take place during August and September.
- 3 Organisational change** – Organisational design / change activity will take place as part of each release rather than as a single organisational wide approach.
- 4 Construct and implement phasing** - Final operating model component / service area prioritisation will be determined through an assessment of the benefits they release, the risk associated with implementation, along with speed and complexity to implement. The availability of supporting ICT will also influence how services will be addressed. The technical elements of the construct and implement plan – particularly relating to core technology requirements, will be revisited following the detailed technology assessment and gap analysis.
- 5 Approval of identified benefits:** The timetable set out in this business case assumes prompt approval of identified benefits through the agreed governance route for the implementation of the TOM. Delay in this process will impact the cost benefit profile as set out on slide 266.
- 6 Optimisation of the TOM:** The external support costs set out in this revised financial case assume that any optimisation of the TOM once implemented will be delivered by Council teams. There may however be instances where the Council requires further external support with this optimisation. These costs have not been included in this revised financial case.

# 8. Risks

## The following risks have been identified as part of the design of the TOM (i)...

### Risks

The risks set out over the following section have been identified over the course of the design of the TOM. The list below is not exhaustive and it is expected that further risks will be identified through the proposed construct and implement phases.

All risks and issues associated with the TOM will be managed through the project lifecycle.

Category	Risk	Likelihood	Impact	Mitigating action	After mitigation
People	Retention of key capabilities during a potential extended period of uncertainty and consultation.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Robust and open communications strategy and clear transition plans will be established for each service, detailing actions and assigned owners.</li> <li>Implement plan for accelerating development/opportunities for existing staff.</li> <li>Where possible, we will start recruiting for new talent immediately and assess all recruiting alternatives.</li> </ul>	Likelihood: L Impact: M
Change	The large scale of organisational change could impact the delivery of business as usual activities.	<b>H</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Clear accountability for management of BAU vs. transformation activities will be established.</li> <li>Updated governance for management and prioritisation of transformation alongside BAU activities will be implemented.</li> </ul>	Likelihood: M Impact: M
Change	End state ways of working and practices not being fully adopted and embedded within the services.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>There will be detailed implementation plans which are regularly tracked with risks and issues raised and mitigated through robust governance.</li> <li>Dedicated implementation costs have been identified for training and development of staff to enable them to fully adopt new ways of working.</li> </ul>	Likelihood: L Impact: M

## The following risks have been identified as part of the design of the TOM (ii)...

### Risks

Category	Risk	Likelihood	Impact	Mitigating action	After mitigation
Change	Cultures and behaviours do not change and subsequently the full benefits of new ways of working are not realised.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Comprehensive change management and engagement plan with an approach to measure, report on and enact a change in cultures and behaviours.</li> <li>There will be effective communication throughout the programme.</li> <li>Clear buy in and sponsorship from all leaders within the Council.</li> </ul>	Likelihood: L Impact: M
Change	The required digital take up from residents for online services is not realised, or takes too long to reach targets and generate the required efficiencies from the digital platform.	<b>L</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Effective marketing campaign to be launched alongside implementation, with a defined Assisted Digital offer in line with the TOM.</li> <li>A structured benefits realisation approach will be established, with an agreed time period between going live with technology and realising the benefits.</li> <li>We will engage and use customer-led design to ensure digital solutions that are simple, easy to use and provide an excellent experience .</li> </ul>	Likelihood: L Impact: L
Change	Wider strategic changes involving external partners, such as an Integrated Care System, may create complexity or misalignment with TOM design.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>The TOM supports the Council to be aligned as a whole organisation and better placed to influence and participate in wider system developments.</li> <li>TOM provides an operating blueprint which is adaptable to changing strategy.</li> <li>We will continue engagement with service areas to direct construct and implement activities in alignment with discussions with other partners.</li> </ul>	Likelihood: M Impact: M

## The following risks have been identified as part of the design of the TOM (iii)...

### Risks

Category	Risk	Likelihood	Impact	Mitigating action	After mitigation
Change	The Council may not be able to improve some processes and technology used in integrated working with partners, as they are not within OCC control or follow statutory requirements.	<b>M</b>	<b>L</b>	<ul style="list-style-type: none"> <li>Implementation plans for each release and service area will clearly set out the scope of processes, people, technology and other enablers for transformation.</li> <li>Ongoing engagement with partners will inform and shape design during Construct and Implement phases.</li> </ul>	Likelihood: L Impact: L
People	Proposals and implications of the TOM may not be accepted by the relevant staff bodies.	<b>M</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Approach to HR and Organisational Development processes is defined in the Implementation Plan. This will be supported by a clear methodology, actions and assigned owners.</li> <li>There will be robust consultation and engagement for the consideration of impact and implementation approach for each release and service area.</li> </ul>	Likelihood: L Impact: M
Systems	The IBC platform remains as is without any changes so is unable to support the Council's TOM, without a clear decision point on options.	<b>H</b>	<b>H</b>	<ul style="list-style-type: none"> <li>Options assessment is being undertaken of the capability of IBC to support required change, building on the relevant section of this business case. This will inform decision making and approach for construct and implement phase.</li> <li>There is ongoing engagement with IBC stakeholders to determine and assess options.</li> <li>We will establish clarity on timelines and impact for decision making on available options.</li> </ul>	Likelihood: M Impact: M

## The following risks have been identified as part of the design of the TOM (iv)...

### Risks

Category	Risk	Likelihood	Impact	Mitigating action	After mitigation
Technology	Technology and system development is an important enabler for the TOM, requiring digital and ICT resource to support specification and selection activity. This will impact delivery of planned activity in 2018/19.	H	M	<ul style="list-style-type: none"> <li>Dedicated implementation costs have been identified for support for implementing technology needed to enable the TOM</li> <li>Impact and prioritisation of transformational vs business as usual activities will be managed as part of the wider governance approach.</li> <li>The use of additional resource and product suppliers is being considered to support implementation.</li> </ul>	Likelihood: M Impact: L
Technology	Some of the Council's existing technology architecture will not fully enable the TOM as it is basic and / or ageing, such as the current version of Sharepoint and the voice platform.	H	H	<ul style="list-style-type: none"> <li>Additional work is currently being undertaken to analyse the Council's existing technology architecture, future requirements and the gap.</li> <li>Existing architecture will be utilised as far as possible where this enables the blueprint and design principles set out in the TOM.</li> <li>Clear prioritisation and ordering of technology implementation to support TOM releases will be established.</li> </ul>	Likelihood: M Impact: M
Technology	Existing infrastructure and staff support constraints, such as mobile and fixed line telephony, may not support the requirements of the TOM.	H	M	<ul style="list-style-type: none"> <li>Additional work being undertaken to identify potential constraints, analyse the impact and assess options to support TOM implementation.</li> <li>Implementation plan for each release and service area will detail any infrastructure constraints and how these will be mitigated.</li> </ul>	Likelihood: M Impact: M

## The following risks have been identified as part of the design of the TOM (v)...

### Risks

Category	Risk	Likelihood	Impact	Mitigating action	After mitigation
Technology	The cost of the digital and ICT team will increase as a result of the demands of the TOM. These costs will increase as new products, integration and support increases in supporting the TOM.	<b>H</b>	<b>M</b>	<ul style="list-style-type: none"> <li>Costs considered within the business case and will be further developed through Construct and Implement activities.</li> <li>Robust benefits realisation tracking approach will be used to clearly monitor and demonstrate the case for all costs associated with the TOM and how they enable benefits.</li> </ul>	Likelihood: M Impact: L

## 9. Next steps

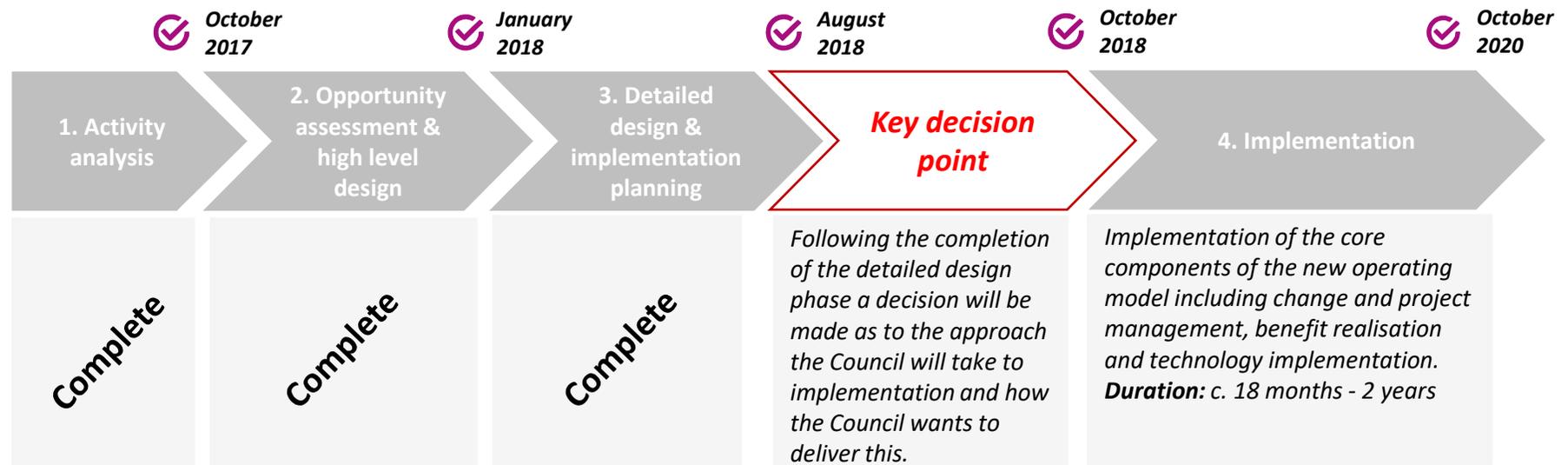
**This business case provides the Council with a comprehensive design for a more efficient and effective organisation. The Council now has a decision to make about whether it wants to implement this design and how it wants to do that...**

**Next steps**

The Council has taken significant steps towards becoming a more efficient and effective organisation in the future. The operating model assessment enabled the Council to look at itself in a holistic manner, to understand how its effort and resource were being deployed and to develop an overarching case for change.

The subsequent design of the Council’s TOM has engaged staff from right across the organisation to set out an exciting vision of the future, and a roadmap for transforming the whole Council over the next two years. The Council now has a decisions to make about whether it wants to implement this design and how it wants to do that.

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## **The decision as to whether or not the Council chooses to implement the TOM is of critical importance. Delay will impact on the benefit profile and will reduce the options the Council has to enhance service provision and ensure financial sustainability...**

### **Conclusion**

The Operating Model and the approach to implementation described in this Business Case has been designed to tackle the particular challenges faced by Oxfordshire County Council. Successful implementation will enable the Council to address the issues identified in the analysis conducted during the summer of 2017. It will ensure the Council is better equipped to cope with ongoing financial pressure as well as improve outcomes and experience for residents and staff.

Implementing the TOM will enable the Council to adopt an approach that is consistent, streamlined, entrepreneurial, agile, innovative and ambitious. It will provide an opportunity to address existing inefficiencies in the way the Council is organised and operated. It will enhance the Council's capacity and capability to address front line service challenges – enabling specialists to focus on delivering better outcomes for residents, at the same time as improving efficiency and resilience within services and at a whole council level.

Fundamentally, the transformation described in this document will provide an opportunity to achieve these benefits at the same time as reducing the cost of running the Council. While the Council has made prudent decisions in the past about its finances, ensuring it is in a better position than many other local authorities, it will still need to make significant savings in the coming years. Implementing the TOM will enable the Council to meet this challenge by reducing expenditure in certain areas by design.

The consequences of not implementing the Operating Model are difficult to quantify. To some extent, the Council has been attempting to achieve the benefits described above, but without the coherence and structure an Operating Model implementation programme provides, for many years. The Council's own assessment of the effectiveness of this programme suggests that the benefits achieved have been somewhat limited. If the Council decides not to pursue the more structured approach described in this document, or opts for a partial implementation aimed at achieving the minimum level of benefit required to meet existing pressures, then it is highly likely that the required reductions in spending will be apportioned out across existing services, with the result that any progress that is achieved will become piecemeal, levels of risk will increase and there would be a greater likelihood of unforeseen consequences arising.

Implementing the TOM in full, following a structured and coherent programme and investing in the right level of support and enabling technology, offers the Council the best chance of securing a strong and sustainable future, delivering on its strategic objectives and playing its part in improving the lives of everyone living and working in Oxfordshire.

## Service and Community Impact Assessment (SCIA)

### Front Sheet:

**Directorate and Service Area:**

Corporate Policy on behalf of the Chief Executive

**What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):**

Implementing a new Operating Model for Oxfordshire County Council

**Responsible owner / senior officer:**

The Chief Executive

**Date of assessment:**

August 2018

**Summary of judgement:**

The Operating Model as set out describes at a high-level the design of a new approach for overall council operations. In itself, this decision will not have a direct impact on residents or staff. However, the detailed implications and outputs of the Construct and Implement phase will impact on these groups

Detailed impact assessment and where appropriate user testing and consultation, will need to be undertaken throughout the Construct and Implement phases as each new service area is considered. High-level potential impact, initial mitigating activity undertaken through design and plans for further assessment throughout implementation are set out in the attached Service and Community Impact Assessment. This emphasises that full assessments and plans will need to be developed alongside detailed implementation planning.

## Detail of Assessment:

### Purpose of assessment:

This assessment has been undertaken ahead of a Cabinet decision to adopt a new operating model for the County Council.

Section 149 of the Equalities Act 2010 (“the 2010 Act”) imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person’s disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief
- sex
- sexual orientation
- marriage and civil partnership

## Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934<sup>1</sup> might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

## Context / Background:

A report to Cabinet in September 2018 will set out work that has led to the development of a new Operating Model for the Council and summaries the business case for change. It will seek Cabinet approval to adopt the Operating Model as the basis for whole-council transformation, ahead of a future decision on the detail of investment in implementation.

## Proposals:

The Operating Model contains proposals to redesign the County Council based on seven functional 'layers' which cut horizontally across services. These are set out in *Fig. 1* below.

The Business Case also incorporates proposals reviewing procurement and contract management for third party spend and for further commercialisation.

<sup>11</sup> [EC Procurement Threshold for Services](#)

<b>Front Office</b>	<b>Pre-Front Door</b>	Individuals, communities, members, the council and partner organisations working together to build resilience, develop strengths and create opportunities in local areas, which helps to reduce the need for council services.
	<b>Customer Management</b>	The customer management layer contains all activities undertaken by the council that involve interaction with customers and/or have an immediate impact on service delivery to customers.
	<b>Customer Assessment</b>	The customer assessment layer contains activities that are a key part of many customer interactions with the council, with information being used to decide whether and how services are provided.
<b>Back Office</b>	<b>The Provision Cycle</b>	The Provision Cycle layer provides the framework of processes and activities through which the Council decides how best to meet an identified need or to achieve a specific outcome, including commissioning, contracting and the management of third party suppliers.
	<b>Enabling and support services</b>	The Enabling & Support Services layer provides services that are optimised to meet the needs of internal customers through process improvement, the use of enhanced digital systems and clear delineation of roles and responsibilities.
	<b>Strategic capability</b>	The strategic capability layer provides the capabilities that the Council requires in order to define its vision, high level strategy and objectives, as well as capabilities required to support, manage and review the realisation of each of these.
	<b>Business intelligence</b>	The business intelligence layer provide information, intelligence and insight to a range of customers including businesses, partners and staff within the organisation.

**Fig. 1: Operating Model Layers Summary**

**Evidence / Intelligence:**

The Operating Model so far has been developed by service leaders and staff - making use of their detailed understanding of service and customer needs - supported by professional advisors. Regular reference has been made back to elected members (as set out in the report). At a cross-council level, extensive use of the Council's core evidence base and strategic framework has informed the direction and conclusions of the report, including the Corporate Plan, the Medium Term Financial Plan, JSNA and external inspection conclusions.

The proposals within the Operating Model are a high-level description of a new approach for overall council operations. In themselves, they do not directly amount to proposals that will impact on individual services users or staff. However, the detailed implications and outputs of the next proposed phase of activity, the 'Implement and Construct' phase, may impact on these groups. Detailed impact assessment will need to be undertaken throughout the Construct and Implement phases as each new service area is considered and through this process, detailed consideration of evidence of user groups of particular services and customer access channels will need to be assessed. Engagement, consultation and user testing will also need to be incorporated into delivery plans.

**Alternatives considered / rejected:**

The options set out in the report and the reasons for the final recommendation are replicated below:

	Description	Commentary
1	<b>Adopt the proposed Operating Model to enable delivery of the estimated range of savings (£34m-£58m) to the fullest extent appropriate</b> – agree to the proposals as set out and go forward to identify options for delivery	<b>Recommended</b> – the business case sets out the costs and benefits of the model, the potential for improvements to resident outcomes and includes new ways to support prevention and minimise future demand contributing to long-term financial sustainability. Delivering the maximum benefits may create capacity to manage future pressures and for policy and investment choices. It will also help create a council that is agile and resilient to change with greater capacity to manage risk and deliver agreed political objectives.
2	<b>Adopt the proposed Operating Model to enable delivery of required MTFP savings only, i.e. £33m</b> – agree to implement the proposals only as far as required to deliver the MTFP savings without a requirement to deliver additional benefits	<b>Not recommended</b> – the business case does not support the case for not pursuing implementation to the furthest extent possible – when taking into full account the requirements of service delivery: <ul style="list-style-type: none"> <li>• Firstly, the costs of delivery are not related to savings on a linear basis - significant enabling investment is required, for example in technology, to release the initial savings;</li> <li>• Secondly, there are no proposals within the business case that are intended to lead to reduction in resident outcomes - rather, the range of savings shown throughout provides the flexibility for professional judgement and policy choices to be made during the construction phase where the Council will be able to assess the extent to which it thinks the Operating Model can be applied without impacting on outcomes. Where there is risk of impact, the model would not be applied, or changed, or the risk mitigated in some other way whilst maintaining overall benefits within the envelope identified.</li> </ul> <p>Therefore, not taking the full possible savings obtainable, whilst making the significant enabling investment, would represent poor value for money.</p>
3	<b>Do nothing</b> – deliver required MTFP savings through identifying service reductions and individual efficiency initiatives, including those which have yet to be identified.	<b>Not recommended</b> – this option is likely to have a negative impact on resident outcomes through service reductions. Minimal proactive investment in prevention and reducing demand will be possible, undermining any strategy to cope with increased demand in the future and reducing the ability of the Council to establish long-term financial sustainability. Relying on individual efficiency initiatives increases risk in the MTFP as these have not yet been identified. Continuing with individual initiatives perpetuates the challenges of duplication and un-joined up services and support functions. No benefit will be released to enable policy and investment choices.

## Impact Assessment – the wider community

Overall, the intention of the operating model is to create a Council that is Fit for the Future, meaning that it is financially sustainable, equipped to address rising demand and focusses resources on front-line outcomes. It should, therefore, ultimately have a positive impact on the population as a whole and particularly on those most in need of services. This is most clear when considered against the alternative of direct reductions in service levels. There is the potential for specific positive outcomes to one of more particular groups depending on how the model is implemented and on choices that are made on how any benefits are reinvested. However, such future policy choices will need to be subject to individual impact assessments in the usual way, including where relevant the SCIA process associated with Service and Resource Planning.

Of the seven layers of the Operating Model, three relate directly to customer-facing activity:

- Pre-front door
- Customer management
- Customer assessment

The characteristics of service users and customers across the Council's diverse services varies considerably, from universal services, used by the whole population to services targeted at extremely specific groups. The impact on specific individuals and identified groups of applying the model will only therefore be able to be assessed in the detail of the Construct and Implement Phase and the action plan below recognises the need for that future assessment – including through appropriate consultation, engagement, user-testing and co-production.

However, the three outward-facing layers, if implemented, will create some shared characteristics for services which mean that it useful at this stage to consider potential impact and ensure appropriate mitigations are in place within the proposals.

The three key characteristics of the front-office layers and their potential differential impacts are set out below:

- **Digital by design:** *Development and promotion of channel-shift opportunities across all service areas, with a particular focus on digital and self-service. This will be enabled by a simple digital customer portal, integrated systems and an assisted digital offer.*

As identified in the 2018 JSNA (see [insight.oxfordshire.gov.uk](https://insight.oxfordshire.gov.uk)) local data on internet and digital service use is limited. However, national data sets – including the Office of National Statistics Opinions and Lifestyle survey ([ons.gov.uk](https://ons.gov.uk)) and Ofcom's Communications Market Reports and its Adult's Media Use and Attitudes Report (see [ofcom.org.uk](https://ofcom.org.uk)) – can be used as a working basis to make working-assumption about Oxfordshire's population to be tested through consultation, engagement and more detailed local analysis.

Together, the data sources listed make a number of conclusions relevant for consideration in expanding the Council's digital and self-service capacity:

- Nearly all adults aged 16-54 are now online
- The total proportion of non-users of the internet has remained unchanged at ~12% through 2014, 2015, 2016 and 2017 studies - suggesting a plateau of usership
- Older people and those in less affluent socio-economic groups are more likely to be non-users of the internet
- Adults are increasingly likely to use a smartphone to go online
- Half of all adults have completed a government process online and half have looked at government sites for public service information
- More than half (52%) of non-users of the internet say they do not go online because they do not see the need, one in five (22%) mention a reason relating to the internet being 'too complicated' and 15% mention a cost related reason. Older non-users are more likely than younger non-users to say they don't go online because they do not see the need, while young non-users are more likely to cite cost.
- A majority (63%) of non-users say nothing would prompt them to go online in the next 12 months, a figure that has decreased since 2016 from 75%. More than two in five (44%) of non-users have asked someone else to use the internet on their behalf in the past year.
- Smartphone ownership peaks at 95% for 16-24 year olds
- A significantly lower proportion of disabled people, when asked, stated that they had used the internet to find information about good and services (57% disabled compared with 80% not disabled)

The available data therefore suggests that age, deprivation and disability can be excluding factors and these are discussed below.

Rurality may be a potential excluding factor from digital access as some (although certainly not all) of the remaining areas of the County with less connectivity are in rural areas. The Better Broadband for Oxfordshire website ([betterbroadbandoxfordsire.org.uk](http://betterbroadbandoxfordsire.org.uk)) estimates that 96% of homes and businesses in Oxfordshire will be able to access superfast broadband by the end of 2018. This places Oxfordshire in the upper quartile of counties in terms of superfast broadband access, but will leave approximately 8,500 premises without access and where there is no fully funded solution in place due to the very high cost of intervention required.

A lack of data on other protected groups does not necessarily indicate that there is no exclusion and so services will need to continue to monitor the impact of digital and self-service during implementation and in the future for other groups not specifically addressed here i.e.: gender reassignment; pregnancy and maternity; race; religion or belief; sex, sexual orientation; marriage and civil partnership.

The design of the Operating Model is deliberately *Digital by Design* and not *Digital by Default*. A design decision was made to adopt an approach of

building digital and automated access where appropriate which most people would choose to use as their first option, rather than forcing digital as the only route. Alongside digital access, an *Assisted Digital* approach will ensure that those unable to access digital or automated services or who might be at risk of experiencing disadvantage in service outcomes such an access route will be able to make the choice to access assisted digital channels, according to their needs. The business case states that assisted digital is:

- Designed to meet well-defined assisted digital user needs
- Helps users build the skills and confidence to use online channels independently [and in doing-so, build transferable skills]
- Is easy for users to find – at the times and places they need it
- Is trusted, free to use and easy to access.

It is envisaged that this would be provided face to face – including through libraries and receptions and in people’s own homes, on the telephone and through webchat where an agent can assist with an enquiry on-line, in real-time.

- ***Enhanced Customer function:*** *An enhanced customer function with the right mix of resources and service specialisms to effectively signpost, filter, resolve queries at first contact or route to operational service areas. This supports a consistent Front Door across the whole council to assist residents, members and staff.*

It is not the case now that accessing the Council is always straight-forward; the Activity Analysis identifies multiple telephone numbers and access points and different ways of handling digital enquiries. Therefore, standardising and improving contact routes overall offers the opportunity to enhance the experience for all. Clearly this requires that the standardisation and consolidation of customer service functions and in particular assessment processes are successfully delivered. In the event of any given service’s standards dropping through such a change, and given the specific user demographics of many specialist services, it is possible that one or more protected groups would be disproportionately affected. Alongside assessing the potential differential impact for specific services as the change is designed, it will therefore be critical to monitor implementation and service performance in the future including through the consideration of demographic indicators against performance indicators e.g. complaints (see note below on the recently revised Equalities Policy and Strategy 2018-2022).

- ***Enabling service areas and communities:*** *Links with the Pre-Front Door will help people to find solutions and create opportunities in their local communities. Operational service areas will be able to focus on more complex customers and service delivery, supported by streamlined processes and improved technology.*

This focus of the Operating Model seeks to ensure that the Council is enhancing the community’s capacity to deliver innovative, local and empowering solutions.

While the Council is already extensively engaged with community and voluntary sector organisations and initiatives, integrating community involvement as a fundamental aspect of all service design is a new approach. It is the intention for the Council to act in the main as an enabler in this area of the Operating Model: to support the right conditions for strong communities, to empower others to take actions and to connect resources together to maximise impact. Prevention and the reduction of demand on traditional council services through more successful early community intervention is core to the purpose of this approach.

As such, detailed design of community based initiatives will need to consider the extent to which they have the potential to have a differential impact on protected groups considering that:

- Geographic communities and communities-of-interest with lower social cohesion, social capital and capacity for action may be at risk of disadvantage if these factors are not identified as new approaches are designed;
- Isolated groups living within strong communities may be at risk of disadvantage if these factors are not identified as new approaches are designed.

The remaining four layers of the Operating Model are predominantly concerned with back-office services:

- The provision cycle
- Enabling and support services
- Strategic Capability
- Business Intelligence

While in themselves changes proposed within these layers should not be experienced directly by the population, the successful implementation of these layers, and in particular Strategic Capability and Business Intelligence, will be part of the mechanism by which the Council delivers on its commitments within the recently agreed Equality Policy and Strategy (2018-2022) to:

- Improve the Council's understanding of its customers
- Improve the Council's understanding of users' views on services
- Improve access to the Council's web and digital services making sure that all residents are able to access the information they need as easily as possible
- Improve the quality of data on services users to improve responses and outcomes and to better understand needs

Improving in these areas will support the Council's commitment to equality, diversity, fairness and inclusion by supporting individual services to improve the quality of analysis within their own service planning and impact assessments.

The business case also concludes that the Council can generate additional benefits through improved procurement and the management of third party spend and commercialisation. Again, it is not possible to assess the impact of these proposals in aggregate as detail is not yet available of what might change. The implementation of any new contracting or contract management arrangements or the establishment of any commercial arrangement will need to be assessed for service impact in the normal course of service and policy review.

## Impact Assessment – staff

The business case identifies that there is a potential loss of between 600 and 890 full time equivalent posts within the Council as a result of implementing the business case – before consideration is given to the potential reinvestment of some savings in service provision. (It also notes that other savings options not recommended, would also result in reduction in headcount, but in a less managed process.) As the report makes clear however, the high-level assessment of an overall reduction in headcount cannot be directly equated to specific job losses through redundancies and it is not therefore possible to examine the impact on particular groups at this stage. It is clear however that there is a likelihood of a significant number of potential redundancy situations. The report goes on to note that it is the Council's policy to minimise redundancy through retraining and redeployment and three factors will support the delivery of this policy in the current situation:

- Firstly, the programme is expected to be delivered over two-three years. With staff turnover of 650 per year, there is opportunity to limit the real impact by carefully managing HR planning over the programme period;
- Secondly, the Council has a good track record of applying its redundancy policy and has experience, working with staff and the unions, of limiting the impact of reorganisations on individuals
- Finally, at the upper end of the scale of potential savings, choices will be able to be made about how resources released are invested. It may be the case that the Council is in a position to choose to reinvest in some services, focussing resources on frontline impact. This would reduce the net number of posts lost as resources would effectively shift across the organisation. This would be a decision for elected councillors through the normal budgeting processes.

The Equality Policy and Strategy (2018-2022) also sets out objectives for promoting a culture of fairness and inclusion in employment demonstrating our commitment towards greater equality in our workforce. It draws on evidence within the most recent Equality in Employment Report (from 2017) which gives the Council a good understanding of the make-up of its staff group.

The relevant objectives in the Equality Policy and Strategy are to:

- Improve the balance of gender in the workforce, particularly in services where a group is under-represented;
- Increase the representation of Black, Asian and Minority Ethnic employees in the workforce;
- Increase the number of people under 25 employed in the workforce;
- Improve how employees with disabilities are supported so they can be fully involved in the workplace, access career development opportunities and be successful at work.

Implementation of the Operating Model will bring about new ways of working and change across the organisation. Therefore, it presents both an opportunity for accelerating change and challenges with respect to delivering these objectives. Programme implementation planning will need to take these objectives into account and examine detailed evidence and impact analysis of proposed change before they are agreed, through the usual processes.

The detail of identified potential impact on groups, other service providers and staff is set out below.

This assessment is initial and high-level, and mitigations should be regarded as indicative pending the full development of implementation strategies and plans. As noted in the Cabinet report, each phase-release plan will need to demonstrate that sufficient impact assessment has been undertaken before approval.

**Impact on Individuals and Communities:**

- Age

Risks	Mitigations
<p>Older people are the most likely age group not to have access to the internet and could be excluded by services that were digital or self-service only</p>	<p>The Operating Model is designed specifically to be digital by choice, rather than digital only. Assisted digital options are being designed in from the outset including supported access through physical locations (eg Libraries), supported access via telephone and on-line support where appropriate. Services will not be shifted to an automated or digital approach where this is not deemed appropriate for the specific service and individual impact assessments will be made. The usual community and formal support mechanisms for more vulnerable older people will remain in place. ‘The pre-front door’ element of the business case seeks to strengthen community support and the Council continues to support programmes such as the ‘Digital Buddies’ scheme to reduce digital exclusion.</p>
<p>Younger people are more likely to access online services through mobile devices. There is a risk that if investment in new devices and formats is not sustained, automated services will be less accessible for choosing mobile access.</p>	<p>Digital and automated services need to be designed for the devices our customers are most likely to use</p>

- **Disability**

<b>Risks</b>	<b>Mitigations</b>
<p>People with disabilities are less likely than the wider population to access services and information through digital channels and could be excluded by services that were digital or self-service only.</p>	<p>The Operating Model is designed specifically to be digital by choice, rather than digital only. Assisted digital options are being designed in from the outset including supported access through physical locations (eg Libraries), supported access via telephone and on-line support where appropriate. Services will not be shifted to an automated or digital approach where this is not deemed appropriate for the specific service and individual impact assessments will be made. The usual community and formal support mechanisms for vulnerable disabled people will remain in place. 'The pre-front door' element of the business case seeks to strengthen community support and the Council continues to support programmes such as the 'Digital Buddies' scheme to reduce digital exclusion.</p>

- **Deprivation**

<b>Risks</b>	<b>Mitigations</b>
<p>People experiencing deprivation are less likely than the wider population to have access to the internet and could be excluded by services that were digital or self-service only.</p>	<p>The Operating Model is designed specifically to be digital by choice, rather than digital only. Assisted digital options are being designed in from the outset including supported access through physical locations (eg Libraries), supported access via telephone and on-line support where appropriate. Public wifi and computers are available for free in all libraries mitigating risks associated with cost of access. Services will not be shifted to an automated or digital approach where this is not deemed appropriate for the specific service and individual impact assessments will be made. The usual community and formal support mechanisms for vulnerable disabled people will remain in place. 'The pre-front door' element of the business</p>

	<p>case seeks to strengthen community support and the Council continues to support programmes such as the 'Digital Buddies' scheme to reduce digital exclusion.</p>
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- **Rurality**

<b>Risks</b>	<b>Mitigations</b>
<p>Lack of superfast connectivity for a number of rural communities could exclude customers in these communities from access digital of self-service channels.</p>	<p>The Operating Model is designed specifically to be digital by choice, rather than digital only. Other options will remain (as set out above). The Council continues to support a successful and effective broadband programme to extend access as far as possible within available funding limits.</p>

**Impact on Staff:**

<b>Risks</b>	<b>Mitigations</b>
<p>Impact of wide-spread change is likely to lead to a significant number of redundancy situations</p>	<p>To develop a comprehensive implementation strategy that meets the council's policy of minimising the redundancy through retraining and redeployment. Take advantage of the two-three year timescale of the programme to carefully manage employment strategy to minimise net redundancies and ensure existing staff are in a position to undertake any new opportunities that may emerge from potential decisions to reinvest in services. The Operating Model incorporates substantial investment for training, communications and engagement.</p>
<p>That the scale of change in the organisation, including a period of restricted recruitment, could impact on the Council's ability to deliver the objectives with the Equalities Policy and Strategy (2018-2022). These include the development of greater diversity in the</p>	<p>The objectives of the Equalities Policy and Strategy need to be incorporated into any Operating Model implementation strategy and monitored as performance indicators of the overall programme.</p>

workforce, including the recruitment of more young people and members of BAME communities.	
That any specific change could impact disproportionately on one or more protected groups.	To undertake impact analysis of each reorganisation process in the normal way.
That the scale of change could negatively impact on staff levels of stress, or anxiety, or overall wellbeing.	A full staff engagement and change plan will need to be delivered as part of implementation planning. The Operating Model proposals includes significant investment in change preparedness. The Council already invests in a staff welfare programme including access to Occupational Health advisors, a helpline and specific courses on resilience and experiencing change.

**Impact on other Council services:**

Not applicable - the Operating Model proposals are inherently cross-council and designed to impact across services.

**Impact on providers:**

The specific impact on providers will need to be assessed within the Construct and Implement phase of the programme, as the details of design are understood.

**Social Value**

*If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.*

**How might the proposal improve the economic well-being of the relevant area?**

n/a

**How might the proposal improve the environmental well-being of the relevant area?**

n/a

**Action plan:**

<b>Action</b>	<b>By When</b>	<b>Person responsible</b>
Implementation strategies and plans will need to set out how impact on the community will be assessed and mitigated. This will only be possible as the detail of plans is developed.	To be confirmed in the programme implementation strategies and plans	Fit for the Future Board
Implementation strategies and plans will need to set out how impact on staff will be assessed and mitigated. This will only be possible as the detail of plans is developed.	To be confirmed in the programme implementation strategies and plans	Fit for the Future Board
Detailed impact assessments will need to be undertaken alongside the development of each new service offering – in the usual way – and this will need to examine the available evidence on the make-up of customers for specific services and assess any potential disproportionate impact on protected groups and identify corresponding mitigations.	To be confirmed in the programme implementation strategies and plans	Fit for the Future Board

**Monitoring and review:**

Try to be as specific as possible about when the assessment will be reviewed and updated, linking to key dates (for example when consultation outcomes will be available, before a Cabinet decision, at a key milestone in implementation)

The SCIA will need to be reviewed and updated as implementation strategies and plans are brought forward for agreement.

**Person responsible for assessment:** Robin Rogers

Version	Date	Notes (e.g. Initial draft, amended following consultation)
0.1	August 2018	

DRAFT

## **CABINET – 18 SEPTEMBER 2018**

### **Comments from the Performance Scrutiny Committee on IMPLEMENTING A NEW OPERATING MODEL FOR OXFORDSHIRE COUNTY COUNCIL**

At its September meeting the Performance Scrutiny Committee reviewed the business case being put forward to Cabinet on the proposed new operating model for the County Council.

This report details the comments raised by the committee for consideration by Cabinet in agreeing a way forward.

Overall the Committee accepts there is need to change the way the organisation works. Improved coordination across the whole authority for the benefit of Oxfordshire residents must be the way forward, but the risks associated with this change need to be properly managed.

The points the Committee wishes to raise with Cabinet are:

- The business case provides insufficient detail about implementation to give members and the public confidence that there will not have to be further cuts to front line services to make the required savings. No 'Plan B' is outlined in the report.
- There is a lack of evidence in the business case that similar models have worked elsewhere. More evidence should be included to demonstrate the benefits of a different approach and enable Cabinet to make a robust decision.
- Members were sceptical that implementation could be achieved within 3 years. A more realistic timetable should be developed.
- Councillors are great collectors of local intelligence; the interface with councillors and the public as the operating model is embedded will be important. Elected members need to be involved in shaping and overseeing this process and there needs to be clear evidence along the way that benefits are being realised.
- The levels of staff engagement and involvement in the design of the model; if staff have not 'bought into' the new ways of working, they are likely to find work arounds which could negate planned efficiencies and savings.
- Members were mindful that potential redundancy costs have not yet been factored into the financial model and are concerned about the impact this could have on the identified savings.
- The need to ensure that vulnerable people are still supported to access vital services, in light of a heavy reliance on technological solutions in the new model. Members queried how we will ensure investment in new technology will deliver the best results.
- The proposed approach to business intelligence has the potential to be transformative in itself and members hope this will lead to better decision-making and management of the organisation.

Going forward, the committee is keen to have oversight of the implementation of the model, in particular to scrutinise how effective the changes are in improving performance and delivering better outcomes for residents.

Councillor Liz Brighthouse  
Chairman of the Performance Scrutiny Committee

September 2018

Division(s): All

## **CABINET – 18 SEPTEMBER 2018**

### **Oxfordshire Joint Statutory Spatial Plan Local Development Scheme Draft Statement of Community Involvement 2018 Scoping Document**

**Report by the Director for Planning and Place**

#### **Introduction**

1. The six Oxfordshire Councils and the Oxfordshire Local Enterprise Partnership (OXLEP) agreed the Oxfordshire Housing and Growth Deal with Government in March 2018. Under the terms of the Deal the local authorities have committed to producing an Oxfordshire Joint Statutory Spatial Plan (JSSP) for submission to the Planning Inspectorate for independent examination by 31 March 2020 and adoption by 31 March 2021, subject to the examination process.
2. When the councils agreed the Oxfordshire Housing and Growth Deal through Council meetings in February 2018, one of the resolutions was to participate in the preparation of a Joint Statutory Spatial Plan in the timescales set out in the Growth Deal Delivery Plan and in accordance with S28 of the Planning and Compulsory Purchase Act 2004.
3. The JSSP will provide an Oxfordshire-wide, integrated strategic planning framework and supporting evidence base to support sustainable growth across the county to 2050, including the planned delivery of the new homes and economic development, and the anticipated supporting infrastructure needed.
4. The JSSP will be a formal Development Plan Document (DPD), prepared by the City and District Councils under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended), which enables two or more local planning authorities to agree to prepare a joint Plan.
5. Oxfordshire County Council is a Growth Board member, a key statutory consultee, strategic planning authority for Minerals and Waste, and a provider of many essential services to the communities and businesses of Oxfordshire. The County's role as Highway/Transport and Education Authority are particularly relevant and it is important that the County Council supports and provides extensive input to the JSSP preparation process.

## JSSP Local Development Scheme (LDS)

6. Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) requires Local Planning Authorities to prepare and maintain an LDS setting out a timetable for the production of DPDs.
- (a) The LDS must specify:
- the local development documents which are to be development plan documents;
  - the subject matter and geographical area to which each development plan document is to relate;
  - which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;
  - any matter or area in respect of which the authority has agreed (or propose to agree) to the constitution of a joint committee;
  - the timetable for the preparation and revision of the development plan documents; and
  - such other matters as are prescribed.
7. The Development Plan Documents must be prepared in accordance with the LDS and this must be demonstrated at public examinations. The LDS will be used by officers, consultees, developers, agents, local organisations and the public in determining when important milestones in the production of the JSSP and key stages of consultation can be expected. Implementation of the LDS will be monitored and the document will be periodically reviewed if there are significant changes in circumstances.
8. The proposed LDS is presented in Annex 1. This relates solely to the preparation of the JSSP for Oxfordshire. The partner Local Planning Authorities (LPAs) will also have their own individual LDSs concerned with the production of their individual Local Plans and other planning matters. The key milestones for production of the JSSP are as follows and as required by the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended):

Early Stakeholder Engagement	October 2018
Consultation on Preferred Strategy Options (Reg. 18)	February/March 2019
Consultation on Proposed Submission Draft Plan (Reg. 19)	October/November 2019
Submission (Reg. 22)	March 2020
Examination (Reg. 24)	September 2020 TBC
Receipt and Publication of Inspector's Report	December 2020 TBC
Adoption (Reg 26)	March 2021 (subject to examination)

## **Draft JSSP Statement of Community Involvement (SCI)**

9. The SCI is a requirement of Section 18 of the Planning and Compulsory Purchase Act 2004 (as amended). It needs to comply with statutory requirements and Government policy for plan making and consultation on planning matters. However, the Government no longer provides guidance on how to produce a SCI. It is for planning authorities to decide how they will prepare their own SCI.
10. As part of the preparation and adoption of the JSSP, the Oxfordshire local authorities will be producing a number of documents, requiring consultation. It is therefore important to have an up-to-date SCI that sets out the requirements and strategy for engaging with communities and key stakeholders.
11. The draft SCI clearly sets out the key stages for preparing the JSSP and how the Oxfordshire local authorities intend to inform, involve and consult stakeholders on the preparation of the plan at different stages. It will set out what is required from the partner Local authorities, how and when. This SCI relates only to - and is specific to - the production of the JSSP. As with their LDSs (referred to above), the partner Local Planning Authorities (LPAs) will also have their own individual SCIs concerned with the production of their individual Local Plans and other planning matters.
12. The SCI for the JSSP will ensure that plan is shaped by early, proportionate and meaningful engagement between plan makers and communities, local organisations, businesses, infrastructure providers and statutory consultees.
13. The outcomes of the consultation processes set out in this SCI will be an important element of the consideration of the LPAs in developing the JSSP. However, they are one element of the considerations alongside other material matters such as the evidence base and the Sustainability Appraisal etc. Consultees and those engaged should recognise the multi-faceted considerations that will go towards the conclusions in the JSSP that are sent forward for Examination.
14. Cabinet is accordingly invited to note and support the Draft SCI, as proposed for consultation. A six-week period of consultation will assist in the finalisation of a robust SCI.

## **JSSP Scoping Document**

15. The JSSP Scoping Document is an informal document, not required by regulations, but which is a helpful project planning tool which seeks to set out the understanding between the various parties on the objectives of the JSSP and the processes that will be followed. This will form an agreed framework for the project and it will be used to inform the work programme for the plan.
16. The Scoping Document will:
  - (a) Determine the geographical extent of the JSSP

- (b) Explain the policy context within which the JSSP is proposed
  - (c) Determine the plan period for the JSSP
  - (d) Set out the timetable, key milestones and procedures of the JSSP
  - (e) Set out the proposed structure of the JSSP
  - (f) Explain the evidence base which will be required to underpin the JSSP
  - (g) Clarify the linkages to other relevant work programmes
  - (h) Explain the governance arrangements of the JSSP project
  - (i) Set out the importance of communications and consultation
  - (j) Set out the JSSP team structure
17. As the document explains, the JSSP will provide an overall strategy for the scale and distribution of development up to 2050. It will be a genuinely strategic plan, which will set out future housing requirements and identify strategic locations or broad areas for future growth - but it **will not** allocate specific sites for development (any such decision to do this would require the explicit agreement of all the local authorities). Neither will it contain detailed local policies, as these will be covered by future Local Plan reviews as necessary. The JSSP will address the strategic and cumulative implications of growth and set out a long-term framework covering the whole of Oxfordshire.
18. A common evidence base will be developed to underpin the JSSP and future Local Plan reviews. This will include work on environmental quality and natural capital, as well as on strategic transport and other infrastructure requirements. The JSSP will take into account any existing commitments made in emerging and adopted Local Plans, which will be of particular relevance in the first half of the JSSP period.
19. The JSSP will also build upon and reflect recent work undertaken by the Growth Board, particularly on the approved Oxfordshire Infrastructure Strategy, and take into account changes and updates to that work, including reflecting strategic decision making on national and/or regional infrastructure investment. The Plan will also need to link closely to other workstreams that are shaping the strategic future of Oxfordshire, for example the emerging Local Industrial Strategy being developed by the LEP.
20. Cabinet is accordingly invited to note and support the Draft JSSP Scoping Document.

### **Approval Processes**

21. The JSSP will be a formal DPD prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree to prepare a joint Plan. It also necessitates that approval of that plan and relevant stages of its production be formally agreed by the individual partner authorities.
22. The February Council resolutions included the principle of preparing a JSSP in accordance with S28 of the Planning and Compulsory Purchase Act 2004.

23. Oxfordshire County Council's Cabinet is one of six meetings at which the LDS, the Draft SCI and the JSSP Scoping Document will be considered during September and October. These documents will also be considered in parallel meetings at Oxford City Council, South Oxfordshire District Council, Vale of the White Horse District Council, Cherwell District Council and West Oxfordshire District Council.
24. Whilst the City and District Councils, as the plan-making bodies, will be asked to formally agree and approve these documents, the County Council is invited to note and support this material in its capacity as a key Growth Board partner and statutory consultee for the JSSP.
25. Following the anticipated agreement of this necessary supporting documentation, the JSSP Project Team will commence consultation on the Draft SCI for a six-week period in October 2018. Following this consultation period a final SCI (amended as appropriate in response to comments received) will be reported to the City and District Council Cabinets for final approval, and for information in the case of the County Council, in December.
26. The development of the JSSP under the s28 process will be overseen and informed by a sub-group of the Growth Board made up of member representatives of each of the local authorities.
27. Please note that these documents are a part of the preparations that are on-going for the production of the JSSP. Approval of these documents and formal commencement of the JSSP process is subject to the delivery of the Planning Freedoms and Flexibilities that are part of the Deal with the Government. Consultation on the Draft SCI will not commence until the Government has confirmed the delivery of the 3 year land supply flexibility. The Ministry for Housing, Communities and Local Government have confirmed their intention to publish a Written Ministerial Statement granting this flexibility to Oxfordshire as soon as possible when Parliament returns in the Autumn.

## **Conclusion and Reasons for Recommendations**

28. The Council and its partners are at an early stage in the production of a Joint Statutory Spatial Plan (JSSP) for Oxfordshire. Once adopted the JSSP will form part of the City and District's Development Plans against which formal planning decisions will be made and other local planning documents prepared. The Councils have a statutory duty to prepare and maintain an LDS under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended). The preparation of the JSSP will require community and stakeholder involvement and the production of a SCI is a legal requirement under Section 18 of the Planning and Compulsory Purchase Act 2004 (as amended) to ensure compliance with statutory requirements and Government policy for plan making and consultation on planning matters.
29. These documents will not replace Oxfordshire Councils existing LDSs and SCIs, they will remain relevant to all other planning matters.

## **Alternative Options and Reasons for Rejection**

30. To not adopt the draft SCI - The SCI is a requirement of Section 18 of the Planning and Compulsory Purchase Act 2004 (as amended). To not adopt an SCI would leave the production of the JSSP and the soundness of the development plan document open to challenge.
31. To reconsider the content of the draft SCI - The draft SCI has been produced having regarded to statutory and policy requirements for plan-making. Examples of recently approved SCIs have been considered. It is considered by officers to be an appropriate consultation document.

## **Financial and Staff Implications**

32. As part of the Housing and Growth Deal, the government has agreed £2.5million capacity funding over three years to support the development of the JSSP. The business case will be reviewed in light of the scoping document and timescales set out in the Local Development Scheme with the intention of delivering the project within this funding envelope. Any costs over and above this would be subject to further agreement by the Oxfordshire Authorities and met from existing Planning Policy budgets. The revised business case will also examine future savings that will result from the JSSP and its joint evidence base to the five local planning authorities in their work on future Local Plan reviews.
33. Any work directly commissioned by Oxfordshire County Council will be claimed back from the capacity fund held by the County Council as the Accountable Body for the deal, or from other Local Plan Authorities over and above the capacity funding.
34. There are no significant direct financial implications arising from this report. The cost of implementing the updated SCI 2018 as proposed will be met within existing budgets of the Oxfordshire Housing and Growth Deal.

## **Legal Implications**

35. The constituent local planning authorities have a legal duty to produce an SCI under the Planning and Compulsory Purchase Act 2004 (as amended). There are no legal implications for the County Council.

## **Equalities Implications**

36. The JSSP SCI seeks to ensure opportunities for participation in the JSSP process, including fair access for equalities groups. The way that the JSSP team consults on the preparation of the JSSP could have an impact on equalities groups who may have challenges in accessing information, such as those that do not have English as their first language or those who are unable to access the internet. Therefore, an Equalities Impact Assessment will be produced when preparing JSSP documents for each stage of consultation.

## RECOMMENDATION

37. The Cabinet is **RECOMMENDED** to:
- (a) note and support the Local Development Scheme (LDS) for the JSSP presented at Annex 1.
  - (b) note and support the draft Statement of Community Involvement 2018 for the JSSP, presented at Annex 2, which will undergo a six-week period of formal public consultation.
  - (c) note and support the JSSP Scoping Document presented at Annex 3.

SUSAN HALLIWELL  
Director of Planning and Place

<b>Annex No</b>	<b>Title</b>
Annex 1	Draft Local Development Scheme
Annex 2	Draft Statement of Community Involvement 2018
Annex 3	JSSP Scoping Document
Annex 4	Vale of White Horse Red Lines
<b>Background Papers</b>	
None	

Contact Officer: Amanda Jacobs, Principal Infrastructure Planner

September 2018

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# OXFORDSHIRE JOINT STATUTORY SPATIAL PLAN LOCAL DEVELOPMENT SCHEME AUGUST 2018

Produced by:



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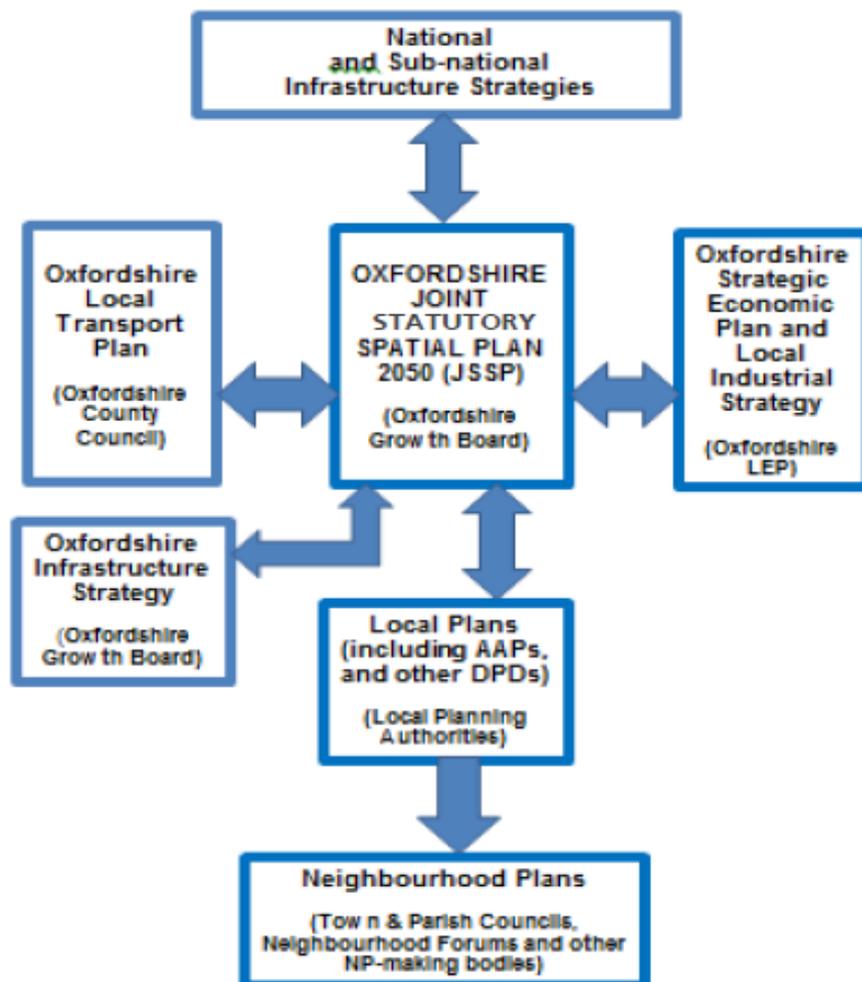
## Introduction - Purpose of a Local Development Scheme

1. This is the Local Development Scheme (LDS) for the Oxfordshire Joint Statutory Spatial Plan (JSSP). It has been endorsed by the Oxfordshire Growth Board and will then be formally approved by the Oxfordshire District Planning Authorities.
2. The Oxfordshire authorities consider it important that stakeholders are engaged in the preparation of the JSSP; this LDS explains how the JSSP will be produced and when, so that it is clear when people will be able to get involved. It outlines the programme for completion and adoption of the Plan over the period to March 2021.
3. The LDS will be revised as necessary and rolled forward on a regular basis to take account of progress on preparation of the JSSP and monitoring, and any changes in Government guidance.

## Background

4. The six Oxfordshire Councils and the Oxfordshire Local Enterprise Partnership (OXLEP) have agreed the Oxfordshire Housing and Growth Deal with Government. Under the terms of the Deal the local authorities have committed to producing an Oxfordshire Joint Statutory Spatial Plan (JSSP) for submission by 31 March 2020 and adoption by 31 March 2021, subject to examination process.
5. The JSSP will be a formal Development Plan Document (DPD), prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree a joint Plan.
6. The JSSP will provide an Oxfordshire-wide, integrated strategic planning framework and supporting evidence base to support sustainable growth across the county to 2050, including the planned delivery of the new homes and economic development, and the anticipated supporting infrastructure needed.
7. Section 15 of the Act requires local planning authorities to prepare and maintain a LDS which specifies:
  - the documents which are to be Development Plan Documents;
  - the subject matter and geographical area to which each Development Plan Document is to relate;
  - which documents are to be development plan documents;
  - which Development Plan Documents are to be prepared jointly with one or more other local planning authorities;
  - any matter or area in respect of which the authorities have agreed (or propose to agree) to the constitution of a joint committee;
  - the timetable for the preparation and revision of the Development Plan Documents; and
  - such other matters as are prescribed.
8. The JSSP will set the strategic framework for the preparation of local plans in Oxfordshire; as a development plan document, on adoption it will become part of the Development Plan for each local planning authority area. In view of its importance in establishing the strategic direction of growth for the county it is appropriate that a LDS be prepared for it in its own right. This LDS is only concerned with that document.

9. The Oxfordshire Local Planning Authorities will separately each prepare and maintain a LDS for production of their own Local Plans.
10. Neighbourhood Plans produced by Town or Parish Councils or other relevant bodies, are prepared to a timescale set by each plan-making body and on adoption they become part of the statutory Development Plan. Neighbourhood plans need to be in general conformity with the strategic policies contained in the JSSP or Local plans.
11. Fig 1 below shows the relationship between the JSSP and the Local Plans and Neighbourhood Plans



### The Oxfordshire Joint Statutory Spatial Plan (JSSP)

12. The JSSP will be a countywide strategic plan which integrates planning for growth and infrastructure; considering quality of life and place-making issues to secure sustainable development.
13. It will identify the overall quantum of housing and economic growth within Oxfordshire to be planned for to 2050 and their distribution across the county, strategic priorities, and strategic infrastructure necessary to deliver the spatial strategy. Its preparation will include the calculation of new housing need figures based upon the methodology

in the National Planning Policy Framework, and the implications of the Oxford to Cambridge Corridor. Paragraph 6 of the National Planning Policy Framework states that other statements of government policy may be material when preparing plans, such as relevant Written Ministerial Statements and endorsed recommendations of the National Infrastructure Commission. The detailed scope of the JSSP will be defined early in the process of preparation.

14. The JSSP will set the strategic planning context within which Local Plans will sit. It will link to a new 2050 Transport Vision and a new Oxfordshire Local Industrial Strategy. It will also integrate with the higher-level framework to be developed for the Oxford - Milton Keynes - Cambridge Growth Corridor.

### Statement of Community Involvement

15. A Statement of Community Involvement (SCI) has been produced specifically to explain how local communities and other stakeholders will be engaged in the preparation of the JSSP.

### Programme for the production of the JSSP

16. The programme for preparing the JSSP is set out in the schedule below, this is consistent with the timeframes specified in the Oxfordshire Housing and Growth Deal.

<b>Title</b>	<b>Oxfordshire Joint Statutory Spatial Plan</b>	
<b>Subject Matter</b>	The JSSP will identify the overall quantum of housing and economic growth within Oxfordshire to be planned for to 2050 and their distribution across the county, strategic priorities, and strategic infrastructure necessary to deliver the spatial strategy.	
<b>Geographical Area</b>	Oxfordshire	
<b>Status</b>	Development Plan Document (DPD)	
<b>Timetable (Dates are on or before)</b>	Formal commencement (signing of Oxfordshire Housing & Growth Deal)	31 January 2018
	Early Stakeholder Engagement	October 2018 TBC
	Consultation on Preferred Strategy Options (Reg. 18)	February / March 2019
	Consultation on Proposed Submission Draft Plan (Reg. 19)	October / November 2019
	Submission (Reg. 22)	March 2020
	Examination (Reg. 24)	Expected September 2020 TBC
	Receipt and Publication of Inspector's Report	December 2020
	Adoption (Reg 26)	March 2021 (subject to examination)
	Notes: Examination dates and subsequent programme subject to confirmation from the Planning Inspectorate and views of Inspector.	
<b>Resources Required</b>	A JSSP Sub Group and a specific JSSP Project Team will be established and support the process.	

		2018												2019												2020												2021			
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A
Formal commencement (signing of Deal)	Jan 18	■																																							
Early Stakeholder Engagement	Oct 18								■																																
Consultation on Preferred Options (Reg. 18)	Feb/March 19												■	■																											
Consultation on Proposed Submission Draft (Reg. 19)	Oct/Nov 19																					■	■																		
Submission (Reg. 22)	March 20																																								
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Adoption (Reg 26)	March 21 TBC																																								



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# OXFORDSHIRE JOINT STATUTORY SPATIAL PLAN DRAFT STATEMENT OF COMMUNITY INVOLVEMENT AUGUST 2018

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## **Statement of Community Involvement**

### **How the Oxfordshire Joint Statutory Spatial Plan will be prepared with Community and Stakeholder Engagement**

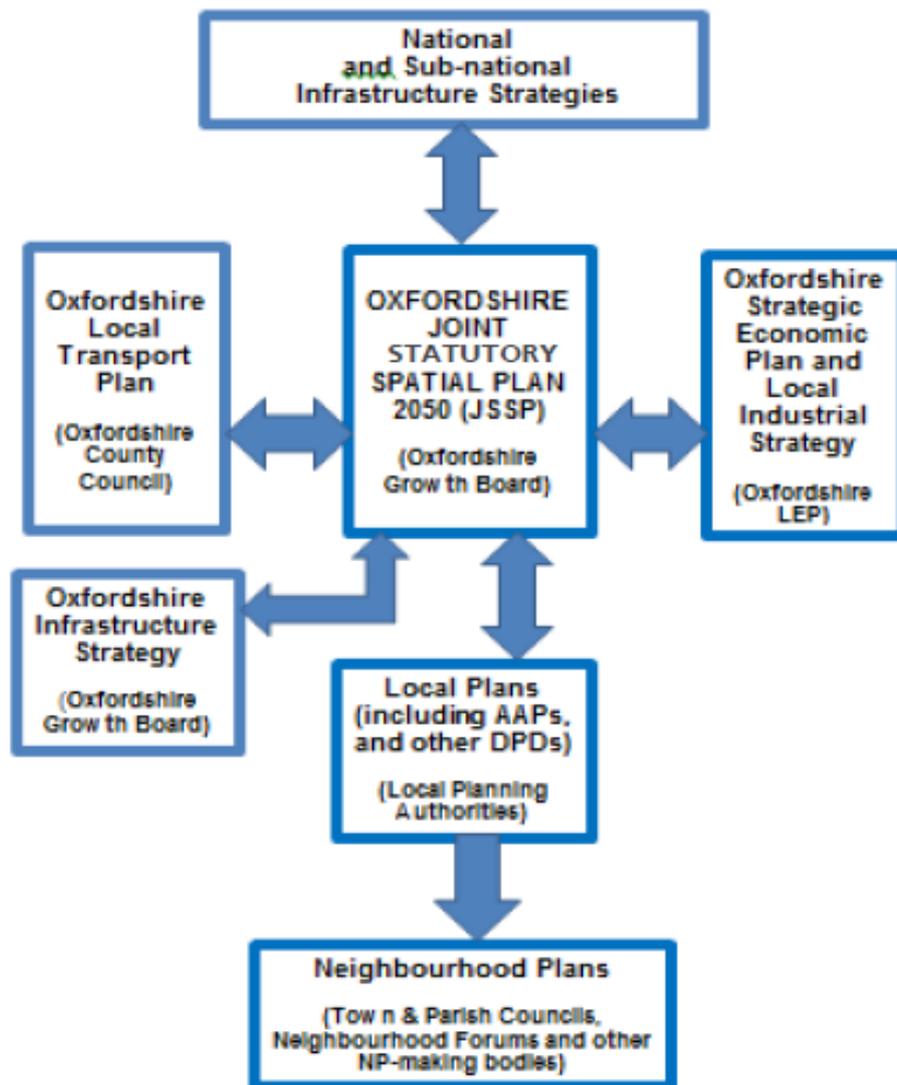
**August 2018**

#### **Introduction**

1. This is the Statement of Community Involvement (SCI) for the Oxfordshire Joint Statutory Spatial Plan (JSSP). It will be endorsed by the Oxfordshire Growth Board for consultation and then formally considered by the Oxfordshire District Planning Authorities in December.
2. The six Oxfordshire Councils and the Oxfordshire Local Enterprise Partnership (OXLEP) have agreed the Oxfordshire Housing and Growth Deal with Government. Under the terms of the Deal the local authorities have committed to producing an Oxfordshire JSSP for submission to the Planning Inspectorate for independent examination by 31 March 2020 and adoption by 31 March 2021, subject to examination process.
3. The JSSP will provide an Oxfordshire-wide, integrated strategic planning framework and supporting evidence base to support sustainable growth across the county to 2050, including the planned delivery of the new homes and economic development, and the anticipated supporting infrastructure needed.
4. The JSSP will be a formal Development Plan Document (DPD), prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree to prepare a joint Plan. Oxfordshire County Council will support the plan preparation process.
5. A JSSP Project Board was established in July 2018 to guide the preparation of the JSSP. The Oxfordshire Growth Board which includes the Oxfordshire Local Enterprise Partnership (LEP) will monitor progress on the JSSP, and approve its budget, reviewing the achievement of milestones as part of an annual review.
6. The JSSP will be prepared with community and stakeholder involvement.
7. This SCI sets out how the Oxfordshire authorities intend to inform, involve and consult stakeholders on the preparation of the JSSP and when they will be engaged in the process. This SCI is specific to the production of the JSSP. The Local Planning Authorities (LPAs) will also have their own individual SCIs concerned with the production of their Local Plans.
8. This SCI will ensure that the JSSP will be shaped by early, proportionate and meaningful engagement between plan makers and communities, local organisations, businesses, infrastructure providers and statutory consultees.
9. The outcomes of the consultation processes set out in this SCI will be an important element of the considerations of the LPAs in developing the JSSP. However, they are one element of the considerations alongside other material matters such as the evidence base and the Sustainability Appraisal etc. Consultees and those engaged should recognise the multi-faceted considerations that will go towards the conclusions in the JSSP that are sent forward for Examination.

10. The JSSP will build on the current suite of adopted and emerging Local Plans that plan to between 2031 and 2036, the Oxfordshire Infrastructure Strategy (OxIS) and the Oxfordshire Local Transport Plan and will link both to a new 2050 Transport Vision and Local Industrial Strategy. The Plan will also integrate with the higher-level framework to be developed for the Oxford – Milton Keynes – Cambridge Growth Corridor.
11. The JSSP will identify the overall quantum of housing and economic growth within Oxfordshire to be planned for to 2050 and its distribution across the county, strategic priorities, and the strategic infrastructure necessary to deliver the spatial strategy. Its preparation will include the calculation of new housing need figures based upon the methodology in the National Planning Policy Framework, and the implications of the Oxford – Milton Keynes - Cambridge Growth Corridor.
12. The JSSP will be formally adopted by the individual LPAs and will provide a high-level framework for the review and roll-forward of the Local Plans and related Neighbourhood Plans. Fig.1 shows the relationship between the JSSP and other relevant plans.

### Relationship between JSSP and Other Plans



## **Duty to Cooperate**

13. LPAs, County Councils and other public organisations have a Duty to Co-operate with one another, particularly in the context of strategic cross boundary matters. The way the Oxfordshire local authorities are working together under the Duty to Cooperate to complete the JSSP is set out in an Oxfordshire-wide Statement of Common Ground.

## **When and how we will involve Stakeholders**

14. A public-sector Equality Duty came into force on 5 April 2011. It means that public bodies must consider all individuals when carrying out their day-to-day work in shaping policy, in delivering services and in relation to their own employees. It also requires that public bodies have due regard to the need to:
  - eliminate discrimination
  - advance equality of opportunity
  - foster good relations between different people when carrying out their activities.
15. The Town and Country Planning (Local Development) (England) Regulations 2012 identify specific and general consultation bodies that must be consulted when preparing Local Plans and Supplementary Planning Documents. Specific consultation bodies must be consulted where the proposed subject matter will be of interest to them. There is also a requirement to invite representations from such residents and persons carrying on business as considered appropriate.
16. The Oxfordshire Councils intend that all people should have the opportunity to have their say in how the county is spatially planned irrespective of their differences; including by way of age, disability, gender reassignment, pregnancy and maternity, race, religion and belief, sex and sexual orientation. Research may be commissioned to understand public attitudes on relevant topics. Documents will be written in plain English. To achieve value for money and to ensure that consultation is proportionate to the issues being considered, the translation of documents into other languages will be balanced against the cost, time constraints and the available resources.
17. Relevant regulations set out the formal stages in the preparation process of the JSSP, i.e. when we must formally publish the documents for comment and for how long. This SCI reflects how these requirements will be met. Additional days will only be added where statutory Public Holidays (England) fall within the formal consultation period.
18. The early stage of plan preparation will involve engagement with specific stakeholders, prescribed bodies, partners and consultees to inform the identification of issues and options. Notwithstanding the above, engagement with specific stakeholders will be undertaken on a continuous basis to ensure options are thoroughly tested and policy preparation is robust. We may use panels or reference groups as part of this engagement as well as undertake additional research such as an opinion poll.
19. A JSSP consultation database containing specific and general consultees and others that have expressed an interest to be consulted will be developed and maintained in accordance with the General Data Protection Regulation. Where consultation is required, all those on the consultation database will be consulted. When an individual or organisation makes a representation on the JSSP or its supporting documentation they will be added to the consultation database.

20. There will be opportunities to comment on the draft JSSP when it is formally published and to be involved during its examination by an independent Inspector.
21. A Sustainability Appraisal is an integral part of the plan preparation process and is required for DPDs. It looks at the environmental, social and economic effects of a plan to make sure that the plan promotes sustainable development and takes the most appropriate approach given reasonable alternatives. At each stage of the JSSP preparation there will be a corresponding stage of the Sustainability Appraisal which will be made available for comment during public consultation.
22. Groups we will engage with during the JSSP preparation process will include:
- statutory consultees as set out in the relevant regulations, including neighbouring councils;
  - local service providers and other key general consultation bodies who may have an interest in the JSSP; and
  - other interested groups, businesses, developers, landowners, agents, Town Councils and Parishes, and residents who register on our consultation database.
23. Different levels and methods of community involvement will be appropriate as the JSSP progresses through the plan-making process. Table 1 sets out the key consultation stages and milestone dates in the preparation of the JSSP, together with the different groups we will involve in the plan-making process and how we propose to involve them.

### Consultation stages in JSSP preparation process

Who will be involved	What are we consulting on?	How are we consulting?
<b>Early Stakeholder Engagement – focused consultation</b>		
Informal dialogue with targeted stakeholders - focusing on the challenges/opportunities for developing strategy options	Initial scoping of key issues and options with stakeholders	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Stakeholder meeting/workshop</li> <li>• Events/exhibitions</li> <li>• Press release</li> </ul>
<b>Sustainability Appraisal Scoping Report</b>		
Consult people/organisations listed in the Regulations and others as appropriate	Consulting on SA implications of various options identified	<ul style="list-style-type: none"> <li>• Email contact</li> <li>• JSSP website</li> <li>• LPA Websites</li> </ul>
<b>Call for Strategic Development Options</b>		
Landowners, developers, agents, general public	To identify the availability, suitability and deliverability of land for strategic growth	<ul style="list-style-type: none"> <li>• Targeted e-mail contact</li> <li>• JSSP website</li> <li>• LPA websites</li> </ul>
<b>Preferred strategy options Consultation (Reg.18)</b>		

Consult people/organisations listed in the Regulations and others as appropriate	Publish document - six weeks	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Events/ exhibitions</li> <li>• Press release</li> </ul>
<b>Pre-Submission Consultation (Reg. 19)</b>		
Consult people/organisations listed in the Regulations and others as appropriate	Publish document - six weeks	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Press release</li> </ul>
<b>Examination</b>		
Notify people/organisations listed in the Regulations and others as appropriate via Programme Officer	Publish dates and programmes associated with Examination	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Press release</li> </ul>
<b>Consultation on Inspectors main modifications to the draft plan (if any)</b>		
Notify people/organisations listed in the Regulations and others as appropriate via Programme Officer	Potential main modifications to JSSP	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Press release</li> </ul>
<b>Publication of Inspector's Report</b>		
Notify people/organisations listed in the Regulations and others as appropriate via Programme Officer	Only distributed for information	<ul style="list-style-type: none"> <li>• JSSP website</li> <li>• Contact consultees/ organisations by email</li> <li>• Press release</li> </ul>
<b>Adoption (subject to examination)</b>		
March 2021 - No further consultation		

## Review of the SCI

24. The SCI will be updated if a review is required due to changes to:
- Legislation/national policy
  - Local decisions
  - Consultation methods
  - Technology

## How to Comment on the JSSP

25. The SCI sets out the methods we will use to engage with stakeholders and residents on the development of the JSSP. We will encourage electronic engagement as the primary portal for consultation and will encourage people to make use of the JSSP consultation portal, accessed through the JSSP website as this will set out the information we are seeking at each consultation stage, together with clear instructions on how to register comments. This will offer an easy method for response and in turn will help speed up our analysis of the comments received. We will report the comments received to each of the individual authorities as the SCI is finalised.

26. We will receive comments online or by post. A comments form will be produced at each stage of involvement. The form will be able to be used through the portal, alternatively the form or letters can be emailed or posted to us.

27. The Councils will comply with the obligations under the General Data Protection Regulations, and the principles of the Data Protection Act, in how they manage any personal data collected through consultation processes.
28. Upon publication of a draft plan for consultation we will also deposit one paper copy of the JSSP at each district council head office in Oxfordshire and at libraries throughout Oxfordshire.

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## **Appendix 1: Consultation Bodies which may have an interest in the proposed Oxfordshire JSSP**

### **Specific Consultation Bodies**

Homes England (formerly the Homes and Communities Agency)

Environment Agency

Historic Buildings and Monuments Commission for England (known as Historic England)

Natural England

Network Rail

Highways England (formerly the Highways Agency)

Electronic communications providers

NHS Oxfordshire Trusts and Clinical Commissioning Group

Utilities – Electricity, Gas, Sewerage, Water

Neighbouring authorities:

- Aylesbury Vale District Council
- Buckinghamshire County Council
- Cotswold District Council
- Gloucestershire County Council
- Northamptonshire County Council
- Reading Borough Council
- South Northamptonshire Council
- Stratford-on-Avon District Council
- Swindon Borough Council
- Warwickshire County Council
- West Berkshire Council
- Wiltshire Council
- Wokingham Borough Council
- Wycombe District Council

### **Other Consultees**

General Consultation Bodies

Ministry of Defence

Civil Aviation Authority

CPRE

Thames Valley Police

Chiltern Railways

Great Western Railway

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# OXFORDSHIRE JOINT STATUTORY SPATIAL PLAN SCOPING DOCUMENT AUGUST 2018

Produced by:



Supported by:



# **Oxfordshire Joint Strategic Spatial Plan**

## **Scoping Document**

### **1.0 Introduction**

- 1.1 The Councils in Oxfordshire have agreed to produce a Joint Statutory Spatial Plan (JSSP), building upon the existing joint working and partnership arrangements through the Oxfordshire Housing and Growth Deal. The Oxfordshire JSSP will provide a strategic policy framework for Oxfordshire to 2050. This recognises and reinforces the commitment to the Housing and Growth Deal to deliver up to 100,000 homes over a 20 year period by 2031.
- 1.2 The JSSP will identify the number of new market and affordable homes, the level of economic growth and related infrastructure that is needed across Oxfordshire. It will then seek to place the required growth in a cohesive and sustainable spatial planning framework that will set the scene for a future round of Local Plans. This approach will allow district local planning authorities to subsequently establish detailed planning policies and site allocations at a local level.
- 1.3 The JSSP will cover the administrative county area of Oxfordshire. However, it will seek to address linkages to wider planning considerations, for example the Oxford – Milton Keynes – Cambridge Growth Corridor. The local planning authorities are:
- Cherwell District Council
  - Oxford City Council
  - South Oxfordshire District Council
  - Vale of White Horse District Council
  - West Oxfordshire District Council
- 1.4 The JSSP will also be prepared in partnership with Oxfordshire County Council, which has a key role given its responsibilities for the delivery of key infrastructure and services such as transport and education, and the Oxfordshire Local Enterprise Partnership which is leading on the production of the Local Industrial Strategy (LIS).
- 1.5 This Scoping Document aims to:
- Determine the geographical extent of the JSSP
  - Explain the policy context within which the JSSP is proposed and parameters for the JSSP
  - Determine the plan period for the JSSP
  - Set out the timetable, key milestones and procedures of the JSSP
  - Set out the proposed structure of the JSSP
  - Explain the robust evidence base which will be required to underpin the delivery of a sound JSSP
  - Clarify the linkages to other relevant work programmes
  - Explain the governance arrangements of the JSSP project
  - Set out the importance of communications and consultation to the project
  - Set out the JSSP team structure

### **2.0 Geographical extent**

- 2.1 The JSSP will cover the administrative area of Oxfordshire (all five constituent districts). The parties involved in the JSSP have committed to this process as they see the benefits of collectively

agreeing the level of growth, the broad spatial areas of that growth and in setting aspirations for place making at a strategic level. The JSSP also offers an opportunity to formally consider the infrastructure needs collectively, to align strategies, and form part of any application for infrastructure funding through the Growth Deal or other sources.

- 2.2 Planning on an Oxfordshire-wide scale gives added benefits to the plan. Many of the issues that a plan needs to consider are better dealt with at this higher level, for example Oxfordshire is a housing market area and functional economic area, people live and work across the county, everyday life is not restricted to district administrative boundaries. Some spatial planning issues for example Green Belt, biodiversity and transport can be dealt with at a district level, but will benefit from consideration at a higher level with a consistent approach across the authorities. The JSSP will also form valuable evidence of compliance with the Duty to Co-operate.

### **3.0 Policy context and parameters**

- 3.1 Each Oxfordshire district is committed through the Oxfordshire Housing and Growth Deal to submitting a Local Plan for examination by April 2019. The districts are at different stages of Local Plan production, however each authority is well on the way to producing a Local Plan covering the period to 2031 or 2036. As stated in the Housing and Growth Deal Delivery Plan, 'The Oxfordshire authorities are committed to planning to meet the 100,000 housing requirement for Oxfordshire set out by the Oxfordshire Strategic Housing Market Assessment (SHMA) by 2031'. The Local Plans make provision for these homes and they allocate specific sites for development.
- 3.2 The JSSP will build on the foundations set by the suite of current and emerging Local Plans and look at the strategic planning issues for the period up to 2050. The JSSP will take into account the existing commitments made by this suite of plans through their site allocations as a baseline for the earliest part of the JSSP plan period.
- 3.3 The agreed Statement of Common Ground identified the following key matters for the JSSP to set out:
- An overall strategy for the pattern and scale of development in Oxfordshire to 2050
  - Identify the number of new market and affordable homes and level of economic growth needed across Oxfordshire
  - Identify an appropriate spatial strategy and strategic growth areas for new development based upon an understanding and appreciation of both the environmental quality and natural capital of Oxfordshire
  - Outline the strategic transport and other infrastructure that needs to be provided to support sustainable growth
- 3.4 The JSSP will be a formal Development Plan Document, prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree a joint Plan. It will form part of the development plan for each of the authorities in Oxfordshire and will be used in the formulation of more detailed plans locally and in determining planning applications where appropriate.
- 3.5 The JSSP will form the framework within which subsequent Local Plans will be drafted. Subsequent Local Plans will need to be in broad conformity with the JSSP and provide a detailed application of the strategic policies which it contains.

- 3.6 All parties agree that whilst the JSSP will set out the level of growth, the strategy and areas for growth; the JSSP will not contain policies that cover detailed matters, including the allocation of land for development. This is supported by the NPPF which recognises that strategic policies should not extend to detailed matters that are more appropriately dealt with at a local level through neighbourhood plans or other non-strategic policies (paragraph 28 of the NPPF).
- 3.7 The JSSP's strategic policies will cover the following matters:
- County wide housing requirement figures
  - Affordable housing requirements
  - Identification of strategic growth areas
  - Strategic housing trajectory
  - Gypsy, Traveller and boat dwellers, needs and distribution
  - County wide employment growth figures
  - The spatial dimension of the Local Industrial Strategy
  - Retail hierarchy
  - Green Belt strategy and policies
  - Biodiversity and natural environment
  - Placemaking and built environment
  - Health and wellbeing
  - Green infrastructure
  - Strategic environmental allocations
  - Transport strategy
  - Infrastructure strategy
  - Energy framework
- 3.8 While the JSSP will set out strategic policies on these matters future Local Plans will set out the strategic policies on other matters, and also the local policies on these and other matters.
- 3.9 The JSSP will set out the identified housing requirement for Oxfordshire and the apportionment for each Local Authority area and identify strategic growth areas for housing and economic growth within each Local Authority area, taking account of the opportunities offered by infrastructure investment, environmental constraints and economic growth forecasts (aligned with the LIS).
- 3.10 Whilst the JSSP will determine the spatial strategy and strategic growth areas it will not allocate sites. The precise level of detail that this information will be presented in will be determined through the production of the plan. However, it is considered that for the JSSP to add real value to the process, to set a good framework for the Local Plans that follow, and for authorities to be able to resist speculative proposals that do not fit within the agreed strategy, the JSSP needs to go beyond global Oxfordshire figures and district based apportionments and be more specific by identifying strategic growth areas on a key diagram with associated housing / employment numbers. The following diagram is taken from the West of England Plan as one example of how this could be illustrated.



\*The main cities and towns will continue to be supported as key locations for employment.  
 \* Transport alignments in this plan are shown for illustrative purposes and are indicative only. Diagram excludes local bus service improvements.



## 4.0 Plan Period

- 4.1 The Oxfordshire Housing and Growth Deal commits the JSSP to covering the period to 2050. This is a significantly longer period than is typical with a Local Plan and is important in this strategic context. It is more difficult to predict and forecast patterns and needs with certainty over an extended period and it is well accepted through examination that the level of detail and certainty of an evidence base supporting a plan will decrease over the plan period. It is considered appropriate therefore that the JSSP will address the time period in phases. For example it would seem logical to consider the period 2020-2030, then 2030-2040 and then 2040-2050 as phases of the strategy.
- 4.2 In terms of that first phase, 2020-2030, a significant amount of joint work across the Oxfordshire authorities has already taken place with a joint SHMA, Growth Board agreed apportionment of Oxford's unmet need and the post-SHMA work. All of this has fed into the current and emerging round of Local Plans. These Local Plans cover the period from 2011-2031/36. There is therefore a good deal of detail and certainty around the period to 2031/36 as plans and strategies are well advanced.
- 4.3 The next two phases of the JSSP 2030-2040 and 2040-50 will be based on a new evidence base produced specifically for the JSSP and will be used on part of the new round of Local Plans. The level of certainty around any forecasting will vary from topic to topic, but in general it is considered it will be possible to have a good level of certainty in data for the period 2030-2040 even if the level of confidence in the assessments for the period 2040-2050 is less certain. It is nonetheless vital to address the latter part of the period as a core part of the plan; it is this long-term vision where the JSSP adds real value to the traditional approach of plan making. This longer timeframe also offers the opportunity to take account of and harness the benefits that will come with long term infrastructure investment such as the Oxford-Cambridge Expressway.

## 5.0 Timetable, key milestones and procedures

- 5.1 The Oxfordshire Housing and Growth Deal commits the parties of the JSSP to a high level timetable for its production. The milestones for the JSSP as set out in the Deal are:
- Joint Project Board established under Section 28 – July 2018
  - Draft JSSP published for formal consultation (Reg. 19) – 31<sup>st</sup> October 2019
  - Submission of JSSP – 31<sup>st</sup> March 2020
  - JSSP Adoption (subject to examination) – 31<sup>st</sup> March 2021
- 5.2 The procedures for developing a statutory development plan document are described in regulations. There are therefore several key interim milestones to build into this timetable. This results in a more detailed timetable for production of the JSSP which can be summarised as follows:
- Early Stakeholder Engagement – October 2018
  - Consultation on Preferred Strategy Options (Reg. 18) - February / March 2019
  - **Consultation on Proposed Submission Draft Plan (Reg. 19) - October / November 2019**
  - **Submission to the Secretary of State for examination - March 2020**
  - Examination - Expected September 2020 TBC
  - Receipt and Publication of Inspector's Report - December 2020 TBC
  - **Adoption - March 2021 (subject to examination) TBC**
- 5.3 It is important to recognise that once the JSSP has been submitted to the Secretary of State (Planning Inspectorate), the responsibility for the timetable of the examination is no longer under the control of the plan makers but determined by the appointed Inspector. As such the later milestones are estimations based on experience of these processes and are not fixed through the Growth Deal agreement.
- 5.4 As required in the regulations, a Local Development Scheme (LDS) has been drawn up to set out and make public the timeline for the production of the JSSP. Each local authority will adopt the JSSP LDS. This will be adopted in addition to their own LDS which sets out the timetables for the Local Plans that individual authorities will be producing.
- 5.5 Another requirement of the regulations is the production of a Statement of Community Involvement (SCI) to set out the ways in which the plan making body will involve and consult with the public and stakeholders through the project. An SCI for the JSSP has been produced and this will also be adopted by each authority and will stand alongside their own SCIs.
- 5.6 The decision making bodies for the JSSP production are the five local planning authorities (see section 9 on governance). The individual Councils will be asked to formally approve JSSP documents as follows:
- Approve LDS – September 2018
  - Approve SCI (following consultation) – December 2018
  - Approve JSSP Preferred Options Document for consultation (Reg 18) – January 2019
  - Approve Submission draft JSSP for consultation (Reg 19) and submission to SoS – September 2019
  - Adopt JSSP – March 2021 (subject to examination)
- 5.7 The JSSP timetable is ambitious and reflects the commitment of the parties involved to delivering change for Oxfordshire. In order to keep to this ambitious timetable, and underline the joint

working approach taken, the individual authorities have agreed to hold co-ordinated council meetings at the above stages. All authorities will hold the relevant meetings within the same week (as far as possible) and consider a joint report from the JSSP project team.

## **6.0 Proposed structure of the JSSP**

- 6.1 It is anticipated that the structure of the document will comprise the following elements:
- (a) Introduction – Setting out the purpose of the document, Oxfordshire in a wider context, policy framework – the relationship of the JSSP to other documents and plans and the functional housing and economic market area.
  - (b) Spatial Portrait - setting a spatial context for the county and identifying issues and opportunities to be considered in the JSSP.
  - (c) Vision and Objectives – linked to the Sustainability Appraisal and evidence base.
  - (d) Spatial Strategy - overall quantum of development for housing and employment together with strategic growth areas and opportunities and the necessary strategic infrastructure to support this, including a key diagram.
  - (e) Delivery and monitoring – to include phasing of development, review mechanisms, monitoring, funding arrangements etc.
- 6.2 Early work on the JSSP will focus on the vision and objectives for the plan including the vision for Oxfordshire in 2050. The early stakeholder engagement will focus on these aspects; they will also form part of the first round of formal consultation (Regulation 18 - February 2019) which will also test options for the Spatial Strategy. A clear vision is key to engaging the wider community in the project and objectives form a vital part of the Sustainability Appraisal process for the plan and will help test the effectiveness of the project.

## **7.0 Supporting evidence base**

- 7.1 A bespoke evidence base will be required to support the JSSP. The list below gives an indication of the pieces of technical work that will be required as part of this evidence base. This list is not exhaustive; more pieces of work may become relevant or apparent as the project progresses. Some of these pieces of work already exist and can be relied on for the purposes of the JSSP with no or only minor updates. This list will be reviewed throughout the project as work progresses:
- a) Oxfordshire Local Housing Need calculation
  - b) Economic forecasting and job growth calculation
  - c) Transport strategy, assessment and modelling
  - d) Sustainability Appraisal
  - e) Habitat Regulations Assessment
  - f) Green Belt Review/Assessment
  - g) Other infrastructure assessments/update of OXIS
  - h) Flood Risk Assessment
  - i) Natural Capital Assessment (including biodiversity)
- 7.2 These studies will be collected in various ways to ensure that the evidence base is both robust and proportionate (at the appropriate level of detail), and that this is done in a cost-effective way. For example each authority already has a Strategic Flood Risk Assessment (SFRA), these are carried out to an established methodology and as such it may not be necessary to prepare a joint SFRA. However, other studies will require review and updating, and some new studies will need to be commissioned from specialist consultants. Where consultants are commissioned all draft briefs

will be reviewed and approved by officers of each district ahead of the competition process. Capacity funding from the Housing and Growth Deal is available to fund studies.

- 7.3 A Housing and Economic Land Availability Assessment is one of a number of studies which will support the development of the JSSP. The JSSP Team and the partner authorities will be running a 'Call for Sites' as part of the plan process seeking submissions which will identify sites and broad areas for strategic scale housing and economic development within Oxfordshire. The sites and broad areas for growth identified by the Call for Sites will be assessed for their suitability for development and will form part of the evidence base to demonstrate the supply of development land for the period to 2050 in the Housing and Economic Land Availability Assessment.

## 8.0 Links to other work programmes

- **The Oxfordshire Local Industrial Strategy.** Oxfordshire has been invited by central government to develop a Local Industrial Strategy and to build an ambitious programme for long-term economic growth that will guide a step-change in how the County thinks about economic growth and investment. It is important that the JSSP Team continues to work with the LIS Team to explore how the two workstreams can be integrated and aligned to capitalise on synergies and to support Oxfordshire's growth. This will include exploring key strategic growth areas for Oxfordshire's development that can form part of the LIS and also discussing the key barriers and opportunities around delivering strategic sites.
- **Oxfordshire Local Transport Plan.** Oxfordshire County Council are working on a refresh of their Local Transport Plan (LTP4) that will take a fresh look at a transport vision, goals and objectives for the County. There is a need to ensure alignment between this and the JSSP to ensure that decisions are made that are correct for the County to guide its future growth.
- **Oxford to Cambridge Corridor.** Alongside the autumn budget 2017, the Government published its overarching vision for the Oxford-Cambridge Corridor as an initial response to the recommendations of the National Infrastructure Commission. The NIC identified an area that has the potential to be the UK's Silicon Valley nurturing innovative industries and promoting economic growth in the national interest also recognising that unaffordable housing is acting as a brake to economic growth. It recommended that a shared vision for the corridor is established and that work will need to plan for capturing its economic potential; place-making, including housing, cultural and community ambitions; and connectivity and infrastructure including new investments in and the opportunities presented by East West Rail and the Oxford to Cambridge Expressway. The JSSP has an essential role to play in responding positively to these recommendations and addressing these criteria and will need to contribute positively to a cross corridor vision. Highways England are now taking forward more detailed development of the Expressway proposals and have identified three potential broad corridors for its route which affect Oxfordshire in different ways. The JSSP needs to consider the current proposals and in turn the final preferred corridor when it is published in Autumn 2018 and detailed route option in 2019.

## 9.0 Governance arrangements

- 9.1 The JSSP is a core work stream of the Oxfordshire Growth Board as part of the Housing and Growth Deal, yet the decision making bodies for the production of a plan are the five districts as Local Planning Authorities. This section sets out the emerging governance arrangements for the project.

9.2 The Growth Deal commits to the establishment of a Joint JSSP Project Board to take forward the project under Section 28 of the Planning and Compulsory Purchase Act (2004). Section 28 of the Act provides the means for more than one Local Planning Authority to jointly produce a Local Development Document (the JSSP). While formal decision making power resides with the individual Local Planning Authorities arrangements can be set up under Section 28 to help the Councils coordinate the preparation of the JSSP.

9.3 Two groups will be set up to help guide the preparation of the JSSP, a Member sub-group, made up of Elected Members, and an officer project board made up of senior officers.

9.4 *Member sub-group:*

- Made up of members from the Districts and a County observer
- Will provide political advice and input into the work of the JSSP project team
- Representatives of the Statutory Agencies will be invited to participate in meetings as the agenda requires their advice and input
- Not a decision making group but will make recommendations to the Growth Board and to the individual Local Planning Authorities
- Meet on average quarterly with flexible programme to reflect the JSSP work programme
- Meet after the Officer Project Board

9.5 *Officer Project Board:*

- Made up of the relevant Heads of Service of the District Councils, including the JSSP Project Sponsor, the Growth Deal Workstream Lead, and representatives of Oxfordshire County Council, OxLEP, MHCLG, Homes England and other relevant bodies as required.
- Meet on average quarterly with flexible programme to reflect work programme
- Meet ahead of the Member Sub Group

9.6 *Provisional work programme and meeting dates:*

- September 18 – as part of the October project launch
- November 18 – help to refine the Regulation 18 document; discuss the jobs numbers and housing numbers for the plan period
- February 19 – during Regulation 18 consultation; start exploring the spatial expression of the numbers
- May 19 – help to refine the Regulation 19 document and prepare for the consultation
- October 19 – review consultation outcomes and refine the proposed Submission Draft Plan
- February 19 review of consultation outcomes on the proposed Submission Draft Plan

9.7 The table below identifies of the invitees to the two groups that make up the JSSP Project Board:

<b>Officer Project Board</b>		
<b>Partner</b>	<b>Officer</b>	<b>Responsibility</b>
West Oxfordshire DC	Giles Hughes	Project Sponsor - Overall responsibility for ensuring that the project meets its objectives and delivers the projected benefits. In addition same responsibilities as other Heads of Service.
Growth Deal	Deal Director	Provide direction and support for the JSSP Project Team and the link

		to the Growth Deal / Board.
Oxford City Council	Patsy Dell	Provide direction for the JSSP Project Team and the link to the corporate decision making processes of the Local Planning Authorities.
Cherwell DC	Adrian Colwell	
South Oxfordshire and Vale DCs	Adrian Duffield	
Oxfordshire County Council (Observer)	Rachel Wileman	Provide advice and observations, and coordination with wider Growth Deal activity
OxLEP (Observer)	tbc	
Homes England (Observer)	tbc	
MHCLG (Observer)	tbc	
<b>Member Sub-group</b>		
<b>Partner</b>	<b>Member</b>	<b>Responsibility</b>
Cherwell DC	Cllr Colin Clarke	Will provide political advice and input into the work of the JSSP project team.
Oxford City	Cllr Alex Hollingsworth	
South Oxfordshire DC	Cllr Will Hall Sub all con group members	Not a decision making group but will make recommendations to the Growth Board and to the individual Local Planning Authorities.
Vale of White Horse DC	Cllr Anthony Hayward Sub- all con group members	
West Oxfordshire DC	Cllr James Mills (Chair) Cllr Jeff Haine Sub Cllr Toby Morris	
Oxfordshire County Council (Observer)	Cllr Fox –Davies Sub Cllr Jeanette Matelot	

### **JSSP Liaison Group**

- 9.8 Work on the JSSP to date has been carried out by the Interim Project Team. This group is made up of a planning officer representative from each of the partner and observing bodies and has been meeting regularly to put in place the various project management documents and arrangements required to initiate the JSSP project. This work means that the JSSP Project Team is able to start from a good position with much of the scoping, project planning, and statutory requirements well underway.
- 9.9 With the establishment of a dedicated JSSP Project Team, it is proposed that the interim team, with their well established relationships and working arrangements is retained but adapts to form a Liaison Group for the project. This group would continue meeting on a regular basis but with a changed role, advising and performing a liaison function with the constituent authorities. The table below identifies members of the liaison group.

<b>JSSP Reference / Liaison Group</b>		
<b>Partner</b>	<b>Officer</b>	<b>Responsibility</b>
Cherwell DC	Alan Munn	Members of the Liaison Group will meet regularly to provide the key link between the JSSP Project Team and the authorities. They will bring key messages from their organisations to the JSSP Project
West Oxon DC	Andrew Thompson	
South Oxon DC	Holly Jones	

Vale WH DC	Andrew Maxted	Team and provide feedback to the Project Team on proposals and plans based on discussions within their organisations. They will help develop the agenda for the Officer Project Board and Member Sub Group meetings.
Oxford City	Richard Wyatt /Rachel Nixon	
Oxfordshire CC	Dawn Pettis	

## 10.0 Engagement and communication

- 10.1 It will be important to ensure that stakeholders are kept up to date with progress on the JSSP and have the opportunity to feed into the project. The SCI sets out the general approach to engagement and consultation. Formal consultation periods will be held at two key stages, Regulation 18 (February 2019) and Regulation 19 (October 2019).
- 10.2 Communications should be proactive, positive and high profile to reflect the wishes of the Board that public engagement and knowledge of the JSSP is at a high level. The project team will seek to maximise the use of digital channels for engagement, for example:
- Advertising – for example of key events
  - Social Media
  - Develop an interactive and engaging JSSP website, including a consultation portal
  - Commission highly professional video(s) to demonstrate the message on the website
  - Ensure that the opportunities on each partners website are maximised and that there is clear signposting to the JSSP website
- 10.3 The JSSP will be supported by a dedicated communications and engagement officer.

## 11.0 JSSP Project Team Structure

- 11.1 The JSSP Project Team will be responsible for co-ordinating and producing the work on the JSSP. Resources will come from 3 main sources:
- Core team recruited/seconded through the Growth Deal
  - Resources from the partner bodies (more specific task related and including the input of the Liaison Group)
  - Commissioned advice/expertise from external sources
- 11.2 A dedicated team resource is to be recruited to the project who will be able to fully focus on producing the work required. This team will be managed by Rachel Williams as JSSP Workstream Lead and will be structured as follows:
- JSSP Lead – Rachel Williams
  - 4 FTE planners – at a range of scales/grades
  - 1 Apprentice Planner
  - 1 FTE Communication Officer (already agreed as part of Growth Deal budget)
  - 1 FTE Project Admin Support

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# Oxfordshire housing and growth deal

## Outstanding matters for the Vale

### MATTERS WHICH ARE NOT NEGOTIABLE

Item	Commentary
Scope of joint statutory spatial plan (JSSP) must be agreed by cabinet and full council.	This can be arranged for a suitable meeting, full council is provisionally to be held on 18 July 2018.
Substantive work on the JSSP (for example, commissioning of evidence) is not to begin until the government has finalised the new National Planning Policy Framework (NPPF) and published a written ministerial statement establishing the Oxfordshire planning freedoms and flexibilities.	The timetabling dependency is already built into the delivery plan. Assuming NPPF is published according to government timetable, a JSSP programme board will be established in July under s28 of the Planning and Compulsory Purchase Act 2004. The delivery plan is clear that there is no penalty on Oxfordshire councils if the JSSP timetable slips as a consequence of delays in the government's NPPF timetable. The scale of early preparatory work on the JSSP will need to be agreed by all partners. No work should be done to gather an evidence base until the scope of the JSSP has been formally agreed.
The JSSP will not allocate housing sites.	This will be a matter for agreement among the partner authorities when the scope of the JSSP is defined. The JSSP will need to take account of existing local plans in order to avoid duplication or inconsistency.
Annual housing targets, trajectories and objectively assessed need (OAN) may not be increased for any year in the life of the current local plan (to 2031); nor may land supply and housing delivery calculations be based on higher baselines than those already built into the adopted local plan.	These figures are already in the adopted Local Plan Part 1 and they remain within the council's sovereign control unless overturned by an inspector or by some aspect of the new NPPF. The introduction of joint spatial planning should not be seen by other local planning authorities as an opportunity to seek revision of the Vale's existing plan numbers.
The council will only accept liability for any claw-back of funds arising from mismanagement by the Vale of White Horse District Council.	The delivery plan already states that "claw-back of funding will be in the event of financial mismanagement / inappropriate spending." Assurance can be gained from establishing a robust governance structure for the growth deal, including an inter-authority agreement.

## MATTERS WHICH ARE FOR CLARIFICATION

<b>Item</b>	<b>Commentary</b>
What metrics are to be used for housing delivery to achieve the infrastructure funding?	This is stated in the delivery plan. Government will expect the indicative milestones for housing completions / starts each year to be achieved. Note that these delivery plan targets are set at county-wide level.
What is the period for which a three year housing land supply to be applied?	This is stated in the delivery plan. From commencement of the s28 process to adoption of the JSSP (planned for March 2021), a three year land supply will be applied in Oxfordshire. This will be subject to local consultation alongside the national consultation on the NPPF. The new NPPF is expected to offer the opportunity to have the housing land supply agreed on an annual basis and fixed for a one-year period, so it should be possible to extend this freedom for (almost) a year beyond the adoption of the JSSP.
What is the bespoke housing delivery test and for what period will it apply?	The delivery plan states that the bespoke housing delivery test will apply for three years following submission of the JSSP (planned for March 2020). The detail of the test is not defined at this stage: the expectation is that the Oxfordshire growth team will informally agree a bespoke test with MHCLG officials and it will then be subject to local consultation alongside the national consultation on the NPPF.
Will the land supply and housing delivery tests be applied at county or district level?	Although the detail of the housing delivery test cannot be finalised at this point (see above), MHCLG officials have given written confirmation that there will be no requirement for it to operate at a county-wide level.
What is the impact of any new, lower OAN figure on the three year housing land supply test?	We expect that the new NPPF will use adopted local plan targets (where they exist) rather than OAN as the baseline for the housing land supply test. Confirmation will have to await its publication.

Division(s): All

## **Cabinet – 18 September 2018**

### **Elective Home Education Working Group Findings**

#### **Report by Policy and Performance Manager**

#### **Introduction**

1. At the Education Scrutiny Committee on 13 December 2017, the Committee received a report about Elective Home Education (EHE) in Oxfordshire. In 2016-17 there were 558 recorded cases of EHE which represented an increase of 21%. 70 children returned to school, compared to 90 in the previous year.
2. The Committee agreed that Councillor Waine and Councillor Smith would investigate the reasons for this rise; trends in EHE including concentrations of EHE in particular localities and schools; and to meet with parents who have decided to EHE. Members considered whether there were any particular trends in relation to year groups, locality or increase over time. The data suggest that there is no particular trend by locality, however there do appear to be higher instances of EHE for SEND pupils. During the course of the investigation, the Department for Education (DfE) published revised EHE guidance for local authorities and parents for consultation and so this has also been considered as part of the investigation.
3. The Education Scrutiny Committee considered the report at their meeting on 27 June 2018. There are nine recommendations for Cabinet to consider, other recommendations were for the Committee to add additional items to their forward plan. The Committee made several amendments to the report which have been incorporated into the version presented to Cabinet.

#### **Background**

4. To gather information, Councillors Waine and Smith met with lead officers including an EHE Link Workers to understand the role of the EHE team, the national context, the powers and duties of the local authority and to commission further data to inform the investigation.
5. A second meeting was held with the lead County Attendance Officer responsible for EHE to discuss the data and the DfE Call for Evidence.
6. Finally, the working group met with two parents/carers who have elected to home educate to find out about their experiences. Both parents/carers had initially sent their children to primary school and had then pursued elective home education.

## National Context

7. In April 2018, the Department for Education (DfE) launched a new call for evidence in relation to Elective Home Education including seeking comments on revised non-statutory guidance<sup>1</sup>. The call for evidence asked a number of questions and the working group a response to the consultation on behalf of the Committee based on the evidence gathered as part of this investigation.
8. The non-statutory guidance for local authorities states that local authorities do not have a specific statutory duty to monitor the quality of home education on a routine basis but they do have a duty to make arrangements, in so far as possible, to find out whether the education pupils are receiving is suitable.
9. Local authorities also have a duty under the Education Act 2002 to safeguard and promote the welfare of children but this does not give local authorities the power to enter the home of families who EHE for the purposes of monitoring elective home education provision.
10. Parents have a duty to ensure that their children receive an education that is suitable for their age, ability, aptitude and any other special educational needs that they may have. This may be through attending school or otherwise. 'Otherwise' may include elective home education.

## Trends in Elective Home Education

11. Children who have never attended school:

The revised guidance issued by the DfE states that one of the most significant issues for local authorities is the initial identification of children who are educated at home. Some children may never attend school and there is no legal duty on parents to inform the local authority that a child is being educated at home. However, the local authority does have a duty under the Education Act 1996 to identify, in so far as possible, children in its area who may not be receiving suitable education. Until a local authority is satisfied that a home-educated child is receiving suitable full-time education, then a child being educated at home could fall within the scope of this duty. The guidance suggests that "local authorities should explore the scope for using agreements with health authorities, general practitioners and other agencies to increase their knowledge of children who are not attending schools," (DfE Elective Home Education Draft Guidance, April 2018, p.9). In Oxfordshire, the Elective Home Education team have established relationships with the Multi-Agency Safeguarding Hub (MASH) and the team will also receive information from local GPs. Local GPs have also been briefed so that they are aware that local authorities do not have the ability to carry out EHE inspection but will offer home visits.

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<sup>1</sup> DfE 'Elective Home Education: Departmental guidance for local authorities: draft for consultation' April 2018 (accessed 23.04.2018): <https://consult.education.gov.uk/school-frameworks/home-education-call-for-evidence-and-revised-dfe-a/>

12. Increase over time:

Nationally over the past three years EHE has risen from around 34,000 in 2014-15 to 48,000 in 2016-17<sup>2</sup>. Oxfordshire has also seen a rise over time in EHE:

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Number of EHE children	379	378	410	456	460	557

13. The peak years for EHE in Oxfordshire appear to be at years 5 and 9. Over the past three years at Year 5 there was an increase from 33 to 49 pupils (20% increase) and at Year 9 it increased from 51 pupils in 2014-15 to 86 in 2016-17 (25% increase). Both are key years in the schooling process. The working group learnt that there may be a trend emerging at year 9 where pupils decide to move schools to undertake vocational qualifications that are better suited to their educational needs rather than GCSEs. EHE can be used as an interim measure while this transition takes place. The working group would like further work to be undertaken to investigate the reasons why years 5 and 9 appear to be the peak areas for EHE. This information could potentially be gained through making amendments to the EHE questionnaire that the authority asks parents/carers to complete when opting for EHE.

**Recommendation: That further analysis is undertaken to understand the reasons for higher numbers of EHE at years 5 and 9 through modifications to the EHE parent/carer questionnaire.**

14. Variation across Key Stage:

The number of EHE children varied across key stages in 2016-17:

	Key Stage 1	Key Stage 2	Key Stage 3	Key Stage 4
Number of EHE children	82 15%	128 23%	193 35%	146 26%

15. Locality area and high EHE schools in Oxfordshire:

The percentage of EHE compared to the overall school population for each locality area is relatively low. In 2016-2017 Banbury has the highest percentage at 1.26% or 112 pupils becoming electively home educated compared to Witney, Burford and Carterton with the lowest percentage of 0.76% or 66 pupils. The data for 16-17 suggests that EHE is concentrated in the urban centres of the County with Abingdon, Banbury, Didcot and Henley and Oxford City making up 57% of the EHE population in the last year. The working group would like to understand whether there are further trends

<sup>2</sup> BBC News Home schooling in the UK increases 40% over three years (accessed 26.04.18): [http://www.bbc.co.uk/news/uk-england-42624220?utm\\_source=LGiU+Subscribers&utm\\_campaign=1b7a3f1bd1-EMAIL\\_CAMPAIGN\\_2018\\_04\\_26&utm\\_medium=email&utm\\_term=0\\_4e47157211-1b7a3f1bd1-199239193](http://www.bbc.co.uk/news/uk-england-42624220?utm_source=LGiU+Subscribers&utm_campaign=1b7a3f1bd1-EMAIL_CAMPAIGN_2018_04_26&utm_medium=email&utm_term=0_4e47157211-1b7a3f1bd1-199239193)

associated with EHE and recommend that further analysis is undertaken to understand the trends associated with EHE in locality areas to see if there links to SEND provision or social deprivation.

**Recommendation: Further analysis is undertaken by officers on a school level and locality basis to understand the trends associated with EHE in locality areas to see if there are links with social deprivation, gender, adoption or SEND provision. This should be reported to the Committee in 6 months' time.**

16. This section also highlights primary and secondary schools with the highest EHE figures in 16-17, special educational needs and disability (SEND) schools are discussed in a separate section.

Locality Area	Number of EHE pupils in 16-17	Total school age population in 16-17	% of EHE compared to school age population
Abingdon	59	5,530	1.07%
Banbury	112	8,865	1.26%
Bicester and Kidlington	58	7,204	0.91%
Chipping Norton and Woodstock	62	5,033	1.23%
Didcot and Henley	108	10,695	1.01%
Farringdon and Wantage	71	5,747	1.24%
Oxford City	133	16,463	0.81%
Thame, Wheatley and Watlington	58	6,694	0.92%
Witney and Burford	66	8,734	0.76%

17. In relation to high EHE schools the secondary schools compared to the total population of the school, the highest in 2016-17 schools were as follows:

Name	Total Pupil Population	EHE Students	% of EHE per total population
Banbury Academy	704	19	2.70%
Chiltern Edge School	433	7	1.62%
The Warriner School	1160	18	1.55%
Larkmead School	648	10	1.54%
Gillotts School	848	13	1.53%

18. For primary schools the schools with the highest levels of pupils being withdrawn in favour of EHE in 2016-17 were as follows:

Name	Total Pupil No.	Number of EHE Students	% of EHE per total population
Bladon Church of England Primary School	83	6	7.2%
Tackley Church of England Primary School	85	6	7.1%
Aston Rowant Church of England Primary School	58	4	6.9%
Finstock Church of England Primary School	68	4	5.9%

19. The working group learnt that officers would like to implement a 2-week cooling off period for all EHE cases but this will require sign-up from schools. The cooling-off period would allow for mediation between parents/carers and the school with a view to keeping a pupil in the school environment if it is in the best interests of the child to do so. If this could be implemented, it might prevent some instances of off-rolling, but it may require resources to undertake the mediation between the schools and parents. The working group are aware that a county conference will be taking place in July and would recommend that the concept of the 2-week cooling off period is discussed with attendees to gauge buy-in from schools.

**Recommendation: That the concept of a 2-week cooling off period before taking pupils off the roll at a school is discussed as part of the attendance conference in July, or at another suitable occasion with head teachers, to gauge level of commitment from schools to understand whether it would be feasible to implement a system across Oxfordshire.**

20. The working group also feel it is important that governors of local schools are kept informed about the numbers of pupils being withdrawn to home educate. This will ensure that governors can ask appropriate questions in relation to their schools' approaches to inclusion and supporting families.

**Recommendation: That the authority advocates that school leaders include information about numbers of EHE children in their termly reports to governors/directors or other reporting mechanism that may exist.**

## **The Role of the County Attendance Team**

21. The draft DfE guidance recommends that local authorities should:
  - Provide parents with a named contact who is familiar with home education policy and practice
  - Contact parents who are home educating their children at least on an annual basis so that the authority may reasonably inform itself of the current suitability of the education provided
  - Have a named senior officer with responsibility for elective home education policy and procedures
  - Organise training on the law and home education methods for all officers who have contact with home-educating families
  - Ensure that staff who may be a first point of contact for potential home-educating families understand the right of the parent to choose home education and that parents are provided with accurate information from the outset
  - Work co-operatively with other relevant agencies such as health services to identify and support children who are home educated (DfE Guidance p.13)
  
22. Through meeting with officers, the working group felt assured that the authority has these procedures in place. Written notification is required from parents/carers. Parents/carers are required to put in writing their intention to remove their child from roll to home education. Schools will then notify the local authority when in receipt of the letter and after this point they can remove the pupil from their roll.
  
23. The working group learnt that the Elective Home Education Team has been restructured. There are now two part-time link workers, which equates to one full time equivalent (FTE). The link workers act as the named contact for parents who are electively home educating. As a result, a new RAG (Red, Amber, Green) rating system has been introduced based on the school exit form to indicate which cases warrant a home visit and any other further action. Prior to this, every parent who opted to EHE would be offered a home visit. A parent/carer is not under any obligation to accept a visit from the local authority but most parents welcome a meeting with attendance officers.
  
24. Red flagged pupils will be offered a meeting with a member of the EHE Team as soon as possible, this would include any pupil who has been identified as a vulnerable learner or where the family/child are known to social care. Amber flagged pupils will be offered a visit in due course and green pupils are not routinely offered a home visit but will be contacted by the EHE team to let them know that a visit can be arranged if requested. The RAG rating of pupils is reviewed on a regular basis and a pupil's rating may change if additional information is received.

25. The working group are supportive of the RAG rating system being introduced. The rating system will mean that parents/carers and their children who are working well in an EHE environment should feel supported and resources can be targeted. The working group are keen to monitor the impact of the restructure to ensure that there are enough resources in place to engage with parents/carers in a timely manner and to understand the impact that the RAG rating system has had.

**Recommendation for the Education Scrutiny Committee: That the Committee receives an update report in twelve months' time to review the impact of the restructure to the EHE team, how the RAG rating system is working, the outcome of the Committee's recommendations and the results of the DfE consultation.**

26. The team has recently updated their guidance leaflet that signposts parents/carers to useful information and feedback was sought from parents who electively home educate to ensure it is fit for purpose. Investigations are also underway to see whether more formal support such as non-financial assistance with exam registration could be offered. The leaflet currently lists educational establishments who are prepared to host private students sitting exams and explains that the costs of sitting the exams will need to be met by the parent/carer. The working group noted that currently all of the exam centres in Oxfordshire are located in Oxford, other centres are outside of the County which may present barriers to some EHE families.

**Recommendation: That schools and colleges in the County are contacted and asked if they would be prepared to provide access to private candidates to expand the range of exam centres in the County for EHE pupils.**

27. Information about children/families will be obtained from a variety of sources including GPs and health sector representatives, although there have been instances where partner agencies are not aware that the authority does not have any powers to undertake a visit. It was noted from meeting with officers that it would be beneficial to have a named contact at the Multi Agency Safeguarding Hub (MASH) with an interest in EHE as this would aid the flow of information. It was also felt that there may be an opportunity to brief members on the MASH to develop a better understanding of EHE and the powers that the local authority has.

**Recommendation: That a named contact on the MASH is identified as a point of contact for EHE issues and concerns.**

**Recommendation: That a briefing is organised for representatives on the MASH about EHE and the role of the County Attendance Team in EHE.**

### **Reasons for Electively Home Educating**

28. When a parent informs a school that they wish to take elective home education, the local authority will ask the school/parent to complete a

questionnaire. The main reason given in 2016-17 for removing a child to EHE was 'unknown' meaning that a reason has not been given or parents did not wish to disclose their reasons for electively home educating. In order to improve the quality of data the local authority collects about EHE this option has now been removed from the questionnaire. From next year, the Council should be able to better understand the reasons for EHE. The working group believe this is a positive change but would also recommend that an open section is added to the questionnaire to capture more detail about why parents/carers have opted for EHE. The working group felt that this would enable the authority to build a more detailed picture of EHE and to address issues which may mean that pupils stay in school or ensure that appropriate support can be provided.

29. The second most common reason given was 'dissatisfaction with the system'. This trend is mirrored nationally, an Association of Directors of Childrens Services (ADCS) report<sup>3</sup> also stated that this was the most common reason for parents/carers choosing EHE. The ADCS report also noted that many parents either do not give a reason or that there are often multiple reasons why parents choose EHE. Adding an additional section to allow for more qualitative data to be gathered may also enable the authority to understand where there are multiple reasons for opting for EHE.
30. The parents/carers that the working group met said EHE families are likely to have multiple reasons for choosing to home educate. From their experiences and those of others they said common reasons would be a lack of appropriate learning opportunities particularly for pupils with SEND, bullying, anxiety and other mental health issues. By building a better understanding of the multiple reasons for EHE, the authority can use this information to ensure that there is a more inclusive learning environment.

**Recommendation: That the EHE questionnaire is further modified to give the ability to include a more detailed explanation from parents/carers, if they wish to share more detailed reasons for opting for EHE.**

### **Special Educational Needs and Disability (SEND) pupils and Elective Home Education:**

31. For SEND learners in a special school placement, parents cannot remove them from the school unless they have consent from the Authority. If the child is in a mainstream school and parents feel that their needs are not being met then parents can take them out to EHE. The Council will work with schools to try to identify SEND provision but the working group learnt that this is becoming increasingly difficult. Presently there are no SEND places within the county area. The lack of placements is partially a result of the growing school age population but also an increased demand for special school places and with comparatively low High Needs Funding in Oxfordshire. The parents/carers that the working group met with agreed that a lack of SEND provision meant that some families felt that they had to home educate for their

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<sup>3</sup> ADCS 'Summary Analysis of ADCS Elective Home Education Survey (October 2017)

children's wellbeing. The parents/carers also reported that access to Child and Adolescent Mental Health Services (CAHMS) had been an issue for some families.

32. The Committee has previously raised the issue of High Needs Funding in Oxfordshire in comparison to neighbouring authorities with the Secretary of State for Education. The Leader and Cabinet Member for Education have also lobbied government in relation to High Needs Funding. The working group are supportive of any continued efforts to lobby the government for further Higher Needs funding in Oxfordshire.
33. The numbers of EHE students from special educational needs schools in 2016-17 is outlined below:

Name	Total Pupil No.	Number of EHE	% of EHE per total population
Kingfisher School	73	11	15.07%
Fitzwaryn School	76	11	14.47%
Bishopswood Special School	57	7	12.28%
Frank Wise School	77	6	7.79%
Northfield School	68	4	5.88%

34. The County Attendance team will work with a SEND pupil and their family if they are considering elective home education and will provide details of the SENDIAS contact team and will try to keep the child in the school.

### **Views of Parents/Carers who Electively Home Educate**

35. The timescales of the investigation meant that the working group were only able to meet with two parents/carers who home educate. Both parents have established good relationships with other local EHE families through a local voluntarily run home education network. The parents/carers valued the network saying that it allows EHE families to share skills and expertise. Both parents/carers are supportive of schools but felt it was not the right environment for their children.
36. Parent A has one child that has been home educated since Year 4. Their child was adopted and experienced a range of issues linked to attachment disorder. The parent/carer stated that they had tried to address concerns with the school but that the pressure of the school environment meant they had to home educate. Initially the parent/carer had intended to home educate on an interim basis until secondary school but has now decided to continue with home educating as it was in the best interests of their son. The parent/carer said that they use tutors for some aspects of their education.
37. Parent B relocated to Oxfordshire with three school age children. Both parents/carers are teachers. Initially two of the three children were enrolled at school, the parent/carer decided to home educate the third child whilst waiting

for a place to become available. The parent/carer stated that their children attending school had experienced bullying and the size of the school meant that their child could not get the educational support they needed. The parent/carer said they were particularly concerned about peer pressure facing young people in the school environment. For them, the home educating community meant that their children were learning with other young people of varying ages, abilities and interests and felt that this had a positive impact on their learning outcomes. The parent/carer said that whilst home education had intended to be an interim measure, they intended to continue but said that their children would like to access further education colleges when they are older.

38. The key message that the working group heard from parents/carers was the importance of feeling supported, not judged, by the local authority. The parents/carers felt that the County's link workers that they had met with had been supportive and were complimentary about the visits. The parents/carers valued that the link workers had experience of teaching/education and felt that it was important that any link worker had these skills.
39. In terms of support for EHE parents/carers, the working group learnt that the Home Educating community is well established across the County. The parents/carers said that if new EHE parents were signposted to the local network, they would find the support that they needed. It is noted that the leaflets produced by the Council do signpost to the local group as well as other organisations.
40. For both parents/carers, the issues for them started in the school environment. The working group feel that the Inclusion Strategy being developed by the local authority will have an important role to play in creating a culture that means the right interventions can happen whilst the child is still at school.
41. The specific issues that each family had experienced were different but both had been concerned about that their children's mental wellbeing and attainment levels. The working group feel it is important to ensuring, through the Inclusion Strategy, that schools have staff who are trained in attachment disorder and mental health awareness are important factors in creating an inclusive learning environment.

**Recommendation for the Education Scrutiny Committee: The Committee would like further information about the Inclusion Strategy as it develops.**

42. The working group discussed the DfE EHE consultation with the parents/carers. The parents/carers expressed concern about the revised DfE EHE guidelines. They felt the language used in the revised guidance was judgemental. Whilst the parents/carers did see that having a register would be beneficial from a safeguarding perspective, they were extremely concerned about any formal inspection regime. The parents/carers felt that it was important that local authorities understand that educational attainment for

home educated students could not be measured in the same way as mainstream education as every child's aspirations would be different.

43. The parents/carers stated that their children would like to study for further educational qualifications. The parents/carers cited New College, Swindon as a positive example. The establishment is a further education college that offers a programme for EHE pupils returning to education. Parents/carers said that they would be supportive of any similar arrangements being introduced into the County.

**Recommendation: That the New College, Swindon example of good practice is investigated and any information is shared with Further Education establishments in Oxfordshire.**

44. The parents/carers also noted that home educating did incur a financial outlay for families. Whilst the working group felt that this was outside of the scope of the investigation, the working group did not that once a pupil is removed from a school, Pupil Premium money also ceases. The working group stated that they mention this in the Committee's response to the DfE consultation.

## **Conclusions**

45. The working group have identified that the reasons for home educating are often multiple and complex. The working group noted that the comparative lack of High Needs Funding in the County has meant that some families may feel that they need to home educate. The need to create an inclusive learning environment within schools is also important so that issues can be addressed within the school.
46. The working group feel that further work could be undertaken by the authority to gain a greater understanding of the underlying issues that give rise to elective home education through greater data comparison and analysis.
47. The working group discovered that there is a broad range of approaches to elective home education. The working group are supportive of the RAG rating that has been introduced. The rating system should mean that parents/carers who have taken a proactive approach to home educating feel supported and intervention work can be targeted where the authority may have concerns or families need support. The working group wish to continue to monitor EHE numbers, the impact of the restructure and the introduction of the system to ensure that the right resources are in place.

## **Acknowledgements**

48. The working group would like to thank the families who met with them for giving up their time and helping them to understand their experiences of home educating. The working group would also like to thank the Education Inclusion Manager, County Attendance Officer and Home Education Link Worker for providing evidence to support the investigation.

## Financial and Staff Implications

49. There are no financial or staffing implications associated with this report. The working group have recommended that further work is undertaken to understand EHE trends, it will be for the Cabinet to determine whether they wish to accept these recommendations.

## Equalities Implications

50. The working group have recommended that further work is undertaken by officers to understand equalities related trends in EHE.

## RECOMMENDATION

51. The Cabinet is **RECOMMENDED** to:
- (a) consider the recommendations of the Education Scrutiny Committee Elective Home Education working group;
  - (b) agree which of the following recommendations the Cabinet will accept:
    - 1) Further analysis is undertaken to understand the reasons for higher numbers of EHE at years 5 and 9 through modifications to the EHE parent/carers questionnaire.
    - 2) Further analysis is undertaken by officers on a school level and locality basis to understand the trends associated with EHE in locality areas to see if there are links with social deprivation, gender, adoption or SEND provision. This should be reported to the Committee in 6 months' time.
    - 3) The concept of a 2-week cooling off period before taking pupils off the roll at a school is discussed as part of the attendance conference in July, or at another suitable occasion with head teachers, to gauge level of commitment from schools to understand whether it would be feasible to implement a system across Oxfordshire.
    - 4) That the authority advocates that school leaders include information about numbers of EHE children in their termly reports to governors/directors or other reporting mechanism that may exist.
    - 5) Schools and colleges in the County are contacted and asked if they would be prepared to provide access to private candidates to expand the range of exam centres in the County for EHE pupils.
    - 6) A named contact on the MASH is identified as a point of contact for EHE issues and concerns.

- 7) A briefing is organised for representatives on the MASH about EHE and the role of the County Attendance Team in EHE.
- 8) The EHE questionnaire is further modified to give the ability to include a more detailed explanation from parents/carers, if they wish to share more detailed reasons for opting for EHE.
- 9) The New College, Swindon example of good practice is investigated and any information is shared with Further Education establishments in Oxfordshire.

and;

- (c) ask the Director for Children's Services, in consultation with the Cabinet Member for Public Health and Education, to prepare a response a future meeting of the Education Scrutiny Committee.

BEN THREADGOLD  
Policy and Performance Service Manager

Background papers: Elective Home Education Annual Report presented to the Education Scrutiny Committee in December 2017.

Contact Officer: Lauren Rushen  
June 2018

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## Officer comments on the deep dive recommendations

Recommendation to Cabinet	Officer comments
<p>a) That further analysis is undertaken to understand the reasons for higher numbers of EHE at years 5 and 9 through modifications to the EHE parent/carers questionnaire.</p>	<ul style="list-style-type: none"> <li>•Data analysis of this area to be completed in partnership with the data and performance team</li> <li>•Review the parent/carers questionnaire to focus on Y5 and Y9</li> <li>•Liaise with schools to gain an understanding for this trend.</li> </ul>
<p>b) Further analysis is undertaken by officers on a school level and locality basis to understand the trends associated with EHE in locality areas to see if there are links with social deprivation, gender, adoption or SEND provision. This should be reported to the Committee in 6 months' time.</p>	<ul style="list-style-type: none"> <li>•Data analysis of this area to be completed in partnership with the data and performance team</li> <li>•Liaise with schools to gain an understanding for this trend.</li> <li>•Utilise breakfast meetings to gain locality understanding against these links</li> <li>•Liaise with Early Help/SEND/SENDIASS/Social Care colleagues to work in partnership to build a greater understanding cross teams</li> </ul>
<p>c) That the concept of a 2-week cooling off period before taking pupils off the roll at a school is discussed as part of the attendance conference in July, or at another suitable occasion with head teachers, to gauge level of commitment from schools to understand whether it would be feasible to implement a system across Oxfordshire.</p>	<ul style="list-style-type: none"> <li>•The 2 week cooling off period has been spoken about at the Attendance conference in July and the Breakfast meetings.</li> <li>•School liaison officers have also been promoting this approach in schools.</li> <li>•Feedback to date shows schools are positive and we have had the opportunity to intervene successfully when notified by a school often requiring a call to the family and not a meeting, when discussing with the parent this has been more challenging and at times unsuccessful.</li> <li>•We continue to encourage this process where appropriate.</li> </ul>
<p>d) That the authority advocates that school leaders include information about numbers of EHE children in their termly reports to governors/directors governors or other reporting mechanism that may exist.</p>	<ul style="list-style-type: none"> <li>•Education Inclusion manager is working with governor services to ensure that governors are aware of requesting information relating to young person's being removed from their school for Elective Home Education.</li> <li>•EI manager will ensure that information is provided to governor services which will support governors to question the reasons for the decision being made highlighting the need to look closely at those with SEND.</li> </ul>
<p>e) That schools and colleges in the County are contacted and asked if they would be prepared to provide access to private candidates to expand the range of exam centres in the County for EHE pupils</p>	<ul style="list-style-type: none"> <li>•The work with the schools and colleges needs to continue, a platform needs to be identified. It may be that a pilot project needs to be set up.</li> </ul>
<p>f) That a named contact on the MASH is identified as a point of contact for EHE issues and concerns.</p>	<ul style="list-style-type: none"> <li>•There is now an Education worker in the MASH team who has met with the EHE team.</li> <li>•The manager of the MASH Pauline Morris needs to clarify the responsibilities within the role around EHE.</li> </ul>

g) That a briefing is organised for representatives on the MASH about EHE and the role of the County Attendance Team in EHE.	<ul style="list-style-type: none"> <li>•Joanna Goodey Education Inclusion Manager is attending a team meeting on September 18 to discuss the role of the County Attendance team and those issues relating to EHE.</li> </ul>
h) That the EHE questionnaire is further modified to give the ability to include a more detailed explanation from parents/carers, if they wish to share more detailed reasons for opting for EHE.	<ul style="list-style-type: none"> <li>•The questionnaire does allow for a written explanation from parents who often do not choose to complete it And this will be reviewed with parent .</li> </ul>
i) That the New College, Swindon example of good practice is investigated and any information is shared with Further Education establishments in Oxfordshire.	<ul style="list-style-type: none"> <li>•The Education and Inclusion Manager will be contacting Swindon College- this has not yet been completed.</li> </ul>

In addition to the above the following changes have been made:

- Young person's coming off a reduced timetable-the closure form allows for EHE as a reason which will help with data collection.
- A link has been created with school health nurses- the EHE officer sends letters to parents of young persons who are registered as EHE and requiring immunisations.
- EHE officer and the Education and Inclusion Manager are meeting with EHE parents to establish a link and explore ways of the local authority identifying EHE families and supporting them with exams etc.

## CABINET – 18 September 2018

### STAFFING REPORT – Quarter 1 2018/19

#### Report by Director of Human Resources

#### Introduction

1. This report provides an update on staffing numbers and related activity for the period 1<sup>st</sup> April – 30th June 2018. Progress will be tracked throughout the year on the movement of staffing numbers from those reported at 31 March 2018 as we continue to deliver our required budget savings. We also continue to track staffing levels since 1 April 2010 to reflect the impact on staffing numbers via delivery of our Business Strategy and Transformation programme.

#### Current numbers

2. The staffing number (FTE) as at 30 June 2018 was 3644.2 employed in post. These figures exclude the school bloc. We continue to monitor the balance between full time and part time workers to ensure that the best interests of the Council and the taxpayer are served. The numbers as at 30 June 2018 were as follows - Full time 2608 and Part time 1847. This equates to a total of 4455 employees; 3644.2 FTE employed in post. The changes to staffing this quarter have seen a reduction in the number of part time staff and an increase to full time which has slightly increased the overall fte, but reduced the headcount.
3. The changes in staffing numbers since 31 March 2018 are shown in the table below. A breakdown of movements by directorates is provided at Annex 1.
4. We will continue to track progress on staff number movements during the year ahead. Since 31 March 2010 the Council has seen a reduction of 1639.8 FTE, an overall reduction of 31.03%.

Quarter	FTE Employed	Quarterly Change (FTE)
Q4 (31 March 2018)	3625.20	+185.6
Q1 (30 June 2018)	3644.20	+18
Q2 (30 Sept 2018)		
Q3 (31 Dec 2018)		
Q4 (31 March 2019)		

## Quarter 1 Update

5. We remain committed to redeploying displaced staff wherever possible, although this is getting increasingly more difficult. There were no redeployments in this quarter.

## Agency Workers and Consultants

6. We recognise that operational services are critical and cannot be left without any cover. Prudent use of agency staff is therefore deployed to ensure continuity of service. In common with all employers, the council deploys agency staff as cover for instances of maternity leave, peaks in workload, illness and short-term gaps in recruitment where a permanent replacement is not due to arrive until sometime after an employee has left. Agency staff are also used to cover permanent vacancies where there are skills shortages in the labour market, such as Children's Social Workers.
7. The total cost of agency and consultancy staff this quarter is reported as £2,658,114. The council's new arrangements for the supply of agency workers and interims that went live on 7 December 2017 provides a more accurate and detailed picture of agency use and expenditure. This improved visibility will allow leadership teams to monitor their use of agency workers more effectively and help us identify where other resourcing solutions may be more cost effective or where we have hard to fill vacancies.
8. All agency workers are now required to be hired through Comensura and the on-line booking system includes a built in approval process with all agency recruitment having to be authorised by a Deputy Director.
9. A breakdown of agency spend is included in Annex 1 and shows total spend by each Directorate. Annex 2 shows the trend analysis of agency spend per quarter since 2016.
10. The top 5 reasons for agency staff during Q1 (detailed below) equate to 86.72% of all agency requests:

Reason	Q1	Q2	Q3	Q4
Covering a vacancy	52.3%			
Interim Cover pending recruitment	15.5%			
Unplanned demand	8%			
Project work	5.75%			
Long-term sickness	5.17%			

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11. The top 5 job categories for agency staff during Q1 equate to 85.63 % of all requests and are as follows:

Job Category	Q1	Q2	Q3	Q4
Catering and hospitality	23.56%			
Admin and clerical	22.99%			
Social Care qualified	21.84%			
Manual labour	9.77%			
Engineering and surveying	7.47%			

12. Hiring agency workers through these new arrangements enables us through economies of scale to ensure that the fees we negotiate are consistent and competitive in the market.

**Accountability**

13. Staffing numbers continue to be monitored rigorously, whilst enabling Service Managers to manage their staffing budget in a way that best meets the needs of their service area.

**Recommendation**

14. The Cabinet is RECOMMENDED to note the report.

STEVE MUNN  
Director of Human Resources

14 August 2018

Contact Officer: Sarah Currell, HR Manager (Business Systems),  
Tel: 07867 467793.

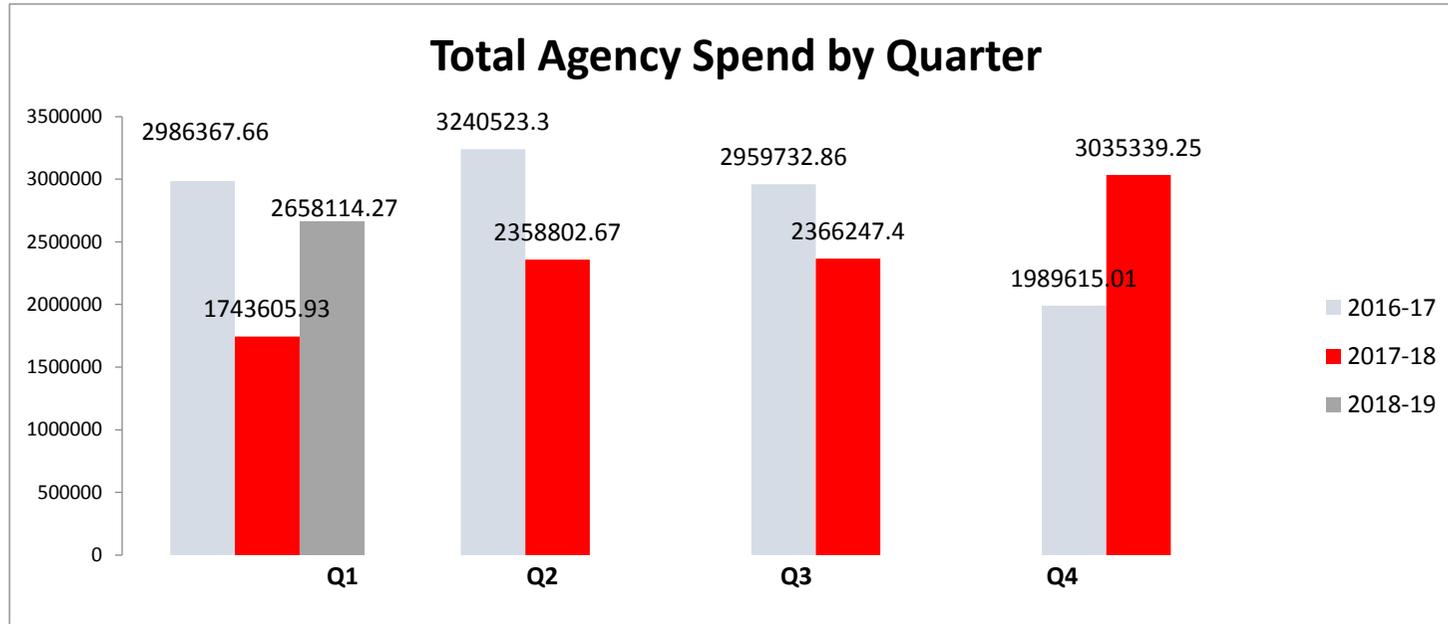
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## STAFFING REPORT 30 JUNE 2018 - DIRECTORATE TOTALS

DIRECTORATE	FTE Employed at 30 June 2018	FTE Employed at 31 March 2018	Changes in FTE Employed since 1 April 2018	Cost of Agency Staff £ Q1
<b>PEOPLE</b>	<b>1883.0</b>	<b>1863.3</b>	<b>19.70</b>	<b>1,447,154</b>
<b>Childrens</b>	1161.1	1156.6	4.54	
<b>Adults</b>	699.6	683.6	16.00	
<b>Public health</b>	22.27	23.08	-0.81	
<b>COMMUNITIES*</b>	<b>1001.0</b>	<b>986.2</b>	<b>14.80</b>	<b>888,645</b>
<b>Communities exc FRS</b>	661.6	657.8	3.80	
<b>FRS and Community Safety</b>	339.4	328.4	11.00	
<b>RESOURCES*</b>	<b>760.2</b>	<b>775.7</b>	<b>-15.50</b>	<b>322,316</b>
<b>TOTAL</b>	<b>3644.2</b>	<b>3625.2</b>	<b>19.00</b>	<b>2,658,114</b>

Please note: Where employees are absent eg on maternity leave or long term sick and have been temporarily replaced, both the absent employee and the temporary employee will have been counted.

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Division(s): N/A
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## CABINET – 18 SEPTEMBER 2018

### FORWARD PLAN AND FUTURE BUSINESS

#### Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
<b>Cabinet, 16 October 2018</b>	
<ul style="list-style-type: none"> <li>▪ <b>Delegated Powers - October 2018</b> To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). It is not for Scrutiny call-in.</li> </ul>	Cabinet, Leader 2018/114
<ul style="list-style-type: none"> <li>▪ <b>Business Management &amp; Monitoring Report for Quarter 1 - October 2018</b> To note and seek agreement of the report.</li> </ul>	Cabinet, Deputy Leader 2018/072
<ul style="list-style-type: none"> <li>▪ <b>Performance Scrutiny Young Carers Deep Dive Recommendations</b> To consider and respond to the recommendations from the Performance Scrutiny Committee deep dive into how the Council identifies and supports young carers to reduce the inequalities they face.</li> </ul>	Cabinet, Children & Family Services 2018/140
<ul style="list-style-type: none"> <li>▪ <b>SEND Sufficiency Strategy and Northfield School</b> To agree the principles of the Strategy and consider recommendations as part of this for the future of Northfield School.</li> </ul>	Cabinet, Education & Cultural Services 2018/151
<ul style="list-style-type: none"> <li>▪ <b>Capital Programme Monitoring Report - August 2018</b> Financial report on capital spending against budget allocations, including any necessary capital programme approvals.</li> </ul>	Cabinet, Finance 2018/092
<ul style="list-style-type: none"> <li>▪ <b>Financial Monitoring and Medium Term Financial Plan Delivery Report - August 2018</b> Financial report on revenue spending against budget allocations, including virements between budget heads.</li> </ul>	Cabinet, Finance 2018/091
<ul style="list-style-type: none"> <li>▪ <b>Operating Model: Implementation Strategy</b> To agree to the strategy and approach for implementing a new Operating Model (if adopted by Cabinet in September).</li> </ul>	Cabinet, Transformation 2018/141

## Cabinet Member for Environment, 11 October 2018

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| <ul style="list-style-type: none"> <li> <p>▪ <b>Guide to Developer Infrastructure Requirements and Contributions</b><br/>To seek approval of the guide.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/074</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Application of Highway Policy Review - Phase 1</b><br/>To seek approval of the proposed changes to procedures.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/036</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Burford Weight Limit</b><br/>To seek approval of an experimental environmental weight limit.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/119</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Bicester: Queens Avenue - Proposed Shared Use Cycletrack</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/105</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Banbury - A422 Stratford Road and Bretch Hill - Signalled Crossing and Traffic Calming</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2017/165</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Ambrosden - Proposed Speed Limit Change</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/111</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Benson: Littleworth Road - Proposed Traffic Calming</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/103</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Kingston Blount - B4009 Proposed Traffic Calming Build Outs</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2017/119</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Bicester: Vendee Drive - Proposed Signalled Crossing</b><br/>To seek approval of the proposals.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/143</p> |
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| <ul style="list-style-type: none"> <li> <p>▪ <b>Oxford Transport Demand Management</b><br/>To seek approval for the allocation of funding required to further demand management develop options and for associated stakeholder engagement and wider public consultation linked to the development of an Outline Business Case.</p> </li> </ul> | <p>Cabinet Member for Environment, 2018/150</p> |
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