

Division(s): all

Transformation Sub-Committee – 30 January 2020

Quarterly Review of the Transformation Programme (October - December 2019)

Report by Corporate Director for Customer and Organisational Development

RECOMMENDATION

1. The Sub-Committee is RECOMMENDED to note and comment on the report

EXECUTIVE SUMMARY

Overall programme progress

2. This is the fourth quarterly report on the progress of the Transformation Programme, covering the period October to December 2019. Since the third report brought to the Joint Sub-Committee on 17th October 2019, significant progress has been made across the programme, including:

- continuing our work to improve the efficiency and effectiveness of the **Customer Services Centre**, including implementing changes to deliver improved team performance, ways of working, culture, use of technology and overall customer experience;
- launching our work on **Front Office Transformation** which is seeking to improve the way we interact with residents when they first contact the Council for information, advice, guidance and support (the so-called 'customer management' and 'customer assessment' aspects of the council's functions);
- implementation of our restructured corporate **Finance** team from 1st December 2019 which is supporting the delivery of a redesigned and improved finance function for the organisation;
- completing the formal staff consultation on **Strategic Capability** which will improve how we manage strategy and policy development, programme management, quality assurance, communications, consultation and engagement, and performance management;
- further developing the design and proposed structure of the council's **Provision Cycle**, which looks at the way we commission, procure and manage contracts with our supply chain;

- developing the approach to how the council delivers **Support Services** across its operational services;
 - agreeing an **Information and Communication Technology (ICT) strategy** for the organisation, as well as a **Framework for Digital Service Delivery**, designed to ensure that the Council's ICT service and digital roadmap are well placed to meet the current and future needs of the organisation, partners and residents; and
 - continuing to develop our plans for refreshing the **Transformation programme** including looking at how we can embed the Council's development and improvement activity so that it becomes "business as usual" for us.
3. Collectively, our transformation work seeks to radically improve ways of working so that we can improve our efficiency and quality of services whilst delivering savings that will allow us to do more of what matters for residents.

Refreshing the Organisational Change Programme – our approach to change 2020

4. Significant progress has been made across the Transformation Programme over the last year – including delivering key elements of the 'Back Office' phase (especially Finance, Strategic Capability and Provision Cycle), mobilising the ambitious Front Office programme of work, as well as helping to ensure that other transformation activity contained explicitly within the Medium-Term Financial Plan is robustly planned and implemented.
5. However, as reported in the previous Quarterly Review, it has become increasingly clear that in order to maximise the impact of all of the Council's improvement and development activity, its entire programme of change needs to be managed collectively. The current scope of the Transformation Programme, whilst necessary initially to provide strong foundations for change, has become a limiting factor and created an unnecessary demarcation in planning and delivering improvement. The ongoing Service and Resource Planning process has developed a new Medium Term Financial Plan for the period 2020/21 to 23/24 (to be approved by Full Council in February) and this has further emphasised the need to consider the Council's programme of change activity as a whole in order to maximise the chances of its success.
6. Over the next few weeks, CEDR will consider in greater detail the form, governance and design that the refreshed change programme should take, including:
- scope – extending the scope of the change programme to encompass all the council's major change activity and ensuring that it is targeted on the right areas and is sufficiently comprehensive in terms of its reach across the organisation and its corporate priorities;
 - design – including ensuring that the programme is structured and governed in the most effective way, with appropriate input at member and officer level; and
 - cost – including a re-evaluation of the overall resource implications of delivering the programme and assurance that each project has clear costs and savings attached

to it (realised through directorate budgets and aligned to the Medium Term Financial Planning process)

PROGRESS TO DATE

Programme objectives and structure

7. The overarching objective for the programme agreed between CEDR and the Programme Board were that:

'The Council delivers an ambitious and successful transformation programme which helps it to achieve its strategic objectives and meet the financial targets set out in its Medium Term Financial Plan'

8. The structure of the programme has pulled together transformation activities previously identified in the Medium Term Financial Plan, alongside additional projects designed to make service improvements through back office, front office and service redesign. Moving forward, there is a need to ensure the programme of work addresses the entirety of our change agenda.

Overview of progress to date

9. Significant progress had been made across many areas within the Transformation Programme during its first four quarters. In particular, this relates to the design of new Back Office functions – Finance, Strategic Capability and the Provision Cycle – where formal consultation on new staff structures has either started or is being planned, work to deliver a revised model for Support Services and work to transform the Front Office, including through optimisation of our Customer Service Centre.

10. In addition to the above, the Transformation programme has been managing a series of activities to ensure that the other transformational projects and interventions identified in the Medium Term Financial Plan are being driven at an appropriate pace and with sufficient rigour. The programme has also helped to support the development of the council's Digital and ICT Strategy (approved in December 2019) and the Council's Property Strategy (due to be approved by the end of March 2020), as well as a number of more tactical opportunities to deliver savings and/or other benefits.

11. Annexe 1 provides a high-level assessment of the programme in the form of a dashboard. It includes some further detail on key workstreams and links to additional information on the programme.

Key workstreams

12. Consistent with the implementation plan that was agreed at the end of 2018, a series of workstreams are in progress. Further detail is provided below.

Customer Service Centre

13. The Customer Service Centre (CSC) programme of work seeks to identify and deliver improvements to the capacity, capability and performance of the CSCs at both

OCC and Cherwell District Council (CDC). The ultimate aim is to improve the efficiency and effectiveness of the Customer Service Centres and deliver an enhanced customer experience.

14. Following an extensive research and observation exercise involving interviews with customers and staff, data analytics and staff shadowing, over 80 recommendations were put forward, identifying a major opportunity to improve services for our residents and businesses.

15. During October, the CSCs participated in and celebrated the National Customer Service Week and carried out a customer satisfaction survey for the first time. This was used to supplement the recommendations made and has helped raise the profile and importance of the CSCs to the overall customer experience when residents and businesses engage with us.

16. During November, the programme started implementing some of the recommendations made. The focus has been on implementing practical actions which will drive improved performance management and colleague engagement. The work has also helped to support better interactions between the CSC and the Information and Communication Technology (ICT) team. The CSC teams have been brought together in one location with an improved office environment.

Front Office Transformation

17. 'Front office' refers to the tasks the council carries out to answer questions, fulfil requests and gather information in order to provide residents with the services or advice they need. A new project began in December to improve the experience our residents have when contacting us, digitally or otherwise, as well as making the officer processes to fulfil their requests more efficient. This work builds on the ongoing Customer Service Centre optimisation work at OCC and Cherwell District Council (CDC).

18. The project is taking the front office operating model design agreed in 2018 and updating it through engagement with directors to reflect the opportunities to integrate services for the benefit of our residents and businesses that the partnership with CDC provide. Fourteen prioritised front office processes will also be redesigned using current technology. These processes have been prioritised based on the impact improvements will have on our customers and our staff. The processes cover a wide range of service areas including adult social care, fostering and school admissions and street repairs.

19. A target organisational structure, benefits case and plan for the remaining processes will also be developed, with the project aiming to reach this point at the end of March 2020. From then on, moving to this new operating model will mean a significant change for our customer service and service delivery staff, requiring an increased emphasis on training, culture and performance to make it a success.

20. During December, the project set up a steering group to provide advice and guidance representing a cross-section of relevant staff from the Chief Executive's leadership team (CEDR), the customer service centre, IT and Digital. The 15 processes were identified and agreed at CEDR and a joint team of process and technology

analysts was brought together. Engagement with CEDR and the incoming Director of Customer was also carried out.

21. This work continues in January with a focus on finalising the operating model updates and redesigning the 15 prioritised processes.

Finance

22. Following the redesign and restructuring of the Council's Finance function, including a period of staff consultation, a new corporate finance team structure went live from 1st December 2019.

23. The new function in place will support stronger financial management across the organisation, underpinned by improved financial systems and processes. The design for the function was co-designed with service users to ensure the customer offer it provides is consistent and effective. Specific opportunities for joint working with Cherwell District Council were also considered.

24. In parallel to the work carried out to implement a redesign finance function, work has been ongoing to implement a redesigned process for making payments to providers in both adults and children's social care. This entails making efficiencies through the consolidation of finance tasks into specialist functions. Base budget savings to be delivered from the redesigned Finance function in 19/20 are £0.18m with a further £0.49m to be delivered between 20/21 and 22/23, (figures are included within the proposed Medium Term Financial Plan).

Strategic Capability

25. The formal staff consultation on our Strategic Capability function has now been completed and a structure agreed. Some key director posts have already been recruited to and it is planned that the new structure will go live from 1st March 2020.

26. Strategic Capability will improve how we manage strategy and policy development, programme management, quality assurance, communications, consultation and engagement, and performance management. All functions will be jointly delivered across Oxfordshire County Council and Cherwell District Council. This will lead to improved efficiency and cost reduction for OCC, as well as supporting improved joint working between the two organisations.

27. In parallel to work to design the new Strategic Capability function, work has been ongoing to design a new process for setting the 2021/22 Oxfordshire County Council corporate plan. This will include integration with service and financial planning, as well as a new performance management framework.

28. Base budget savings to be delivered from the redesigned Strategic Capability function in 19/20 are £0.16m with a further £2.11m to be delivered between 20/21 and 22/23 (figures are included within the proposed Medium Term Financial Plan).

The Provision Cycle

29. Work continues to progress the Provision Cycle (the way we commission, procure and manage contracts with our supply chain). This is a three-way piece of work with Cherwell District Council and the Oxfordshire Clinical Commissioning Group and is focused on how we can streamline and improve our processes to get greater value from our spend on suppliers. This will deliver a cutting edge, modern function that will better enable us to drive out savings from our third party spend with suppliers. Key to the approach will be the implementation of a category management approach to procurement. This is a strategic approach to procurement which organises resources to focus on specific areas of spend, allowing category managers to focus their time and conduct in depth market analysis to fully leverage their procurement decisions on behalf of the whole organisation.

30. Programme Support has been secured and detailed planning has progressed with the production of a detailed implementation plan. The Accountable and Responsible Officers for the workstream are close to finalising a proposed new operating model and organisational structure. Once the outputs from the work have been reviewed and agreed through the Chief Executive's leadership team (CEDR), they will form the basis of the formal staff consultation, as with the Finance and Strategic Capability work.

31. A key dependency for this piece of work is the emerging work to establish an Integrated Care System (that seeks to integrate health and social care across a wide geographic area that includes Oxfordshire, Berkshire West and Buckinghamshire). There will be aspects of this work that will impact across the Thames Valley, as well as arrangements that need to develop specifically for the Oxfordshire area.

32. Base budget savings to be delivered from the redesigned Provision Cycle function are £1.47m for the period 2020/21 to 2023/24 (figures are included within the proposed Medium Term Financial Plan).

Support Services

33. Work to review and revise the Council's approach to how we deliver Support Services has continued to progress. The vision for this work is to make it easier and simpler for our Support Services to make the council be the best it can be. The work builds on the best of what we have already and aims to increase efficiency within support services whilst ensuring consistent career development and Apprenticeship opportunities for those professionals. It will deliver savings for the Council through improving our use of technology and removing duplicative / unnecessary processes.

34. A Project Group with representatives from across Directorates continues to oversee the work. A short video explaining their work has been produced and was shared with Senior Managers at their forum in November and then with all staff in December. The group is now looking at how service areas can begin to redesign their activities and processes in line with the ambitions and scope of this work.

35. The redesign of our Support Services is a core component of the Transformation programme and the next phase will see continued careful planning to ensure alignment with other key redesigns that affect the whole organisation (such as the Provision Cycle)

as well as those taking place within individual service areas (such as the Family Safeguarding Plus model in Children's Services).

36. Base budget savings to be delivered from the redesigned Support Services function are £0.03m for 19/20 and £2.32m for the period 20/21 to 23/24 (figures are included within the proposed Medium Term Financial Plan).

Information Technology and Digital Strategy

37. In December, the Council's Cabinet agreed an Information Technology Strategy and a Framework for Digital Service Delivery for the organisation, as well as agreeing to become a signatory of the Local Digital Declaration.

38. The Information Technology Strategy covers a five year period and is designed to ensure the Information and Communications Technology (ICT) service and technology roadmap are well placed to meet the current and future needs of the organisation, partners and residents over the lifetime of the strategy. The ICT service undertook a health check exercise, completed in Feb 2019, with the aim of identifying the current state and the transformation activities required to ensure the service meets the needs of customers going forward.

39. The Digital Framework covers a three year period and sets out the Council's digital vision to achieve the best outcomes for Oxfordshire's communities, residents, businesses and visitors using digital services and systems that work for all.

40. The Local Digital Declaration is a common aspiration for the future of local public services created in collaboration between the UK Ministry for Housing, Communities and Local Government (MHCLG), the Government Digital Service (GDS), Local Government Association (LGA) and a collection of local authorities and sector bodies from across the UK. In December, the Council's Cabinet agreed to become a signatory of the Local Digital Declaration.

Communications

41. The previous quarter has seen continued efforts to improve the regularity and content of our internal communications with staff about the Transformation Programme. An email to all staff is provided every month from the Corporate Director of Customer and Organisational Development providing an update on transformation. There is also a transformation section within the monthly staff newsletter, The Buzz, which receives, on average, 1,500 views. Regular updates on the programme are also sent out by the Cabinet Member for Transformation, to all members.

42. The range and detail of content on the Transformation Intranet pages has continued to be improved, with updates on key projects and activities provided regularly as part of a "what's been happening" section. Additional videos and infographics have been added to the Intranet pages and more accessible links to the transformation site has meant that staff are able to access information more readily. The Council is now using Powtoon, a web-based animation software programme, to help engage staff in the

transformation story – an example can be seen here¹. The transformation intranet pages have had nearly 6,000 hits over the last year with news headlines receiving an average of 800 hits.

43. Weekly updates on specific transformation workstreams are being provided to Managers to support them with messaging to staff on the key changes being introduced through transformation. Additional updates on specific workstream activity are also being shared with colleagues on the intranet pages.

Resourcing the programme

44. The original business case estimated one-off costs of £17.9m for the Transformation Programme, being a mixture of anticipated ICT costs, training and development, backfilling staff and commissioned support from third parties. Actual costs are being tracked closely to ensure we deliver value for money and current costs amount to £7.9m. Savings delivered through the programme are incorporated into the proposed Medium Term Financial Plan 20/21 to 23/24 and fully aligned with it. A corporate reserve to fund any redundancy costs has been specifically established within the draft Medium Term Financial Plan to support the programme.

Corporate social responsibility contribution

45. As part of the Council's contract with PricewaterhouseCoopers (PwC) to support the implementation of the transformation programme, PwC made a commitment to make a corporate social responsibility (CSR) payment to benefit the Oxfordshire area. Upon completion of the first phase of work, a payment has now been made.

46. A set of principles for guiding for how the fund should be used were agreed and two initiatives have now been identified to be funded. The first initiative is support for Oxfordshire Care Leavers Association, which seeks to support positive engagement between care experienced young people and local communities. The second initiative is support for One Planet Living which is an approach to sustainable living and zero carbon energy in Oxfordshire. Further detail on the initiatives funded and process for selecting them can be found in Annex 3.

Risks and issues

47. Annex 2 describes the key risks and issues being managed by the programme, and as reported in the Corporate Risk Register.

¹ <https://intranet.oxfordshire.gov.uk/cms/content/projects-flight>

NEW PHASE OF WORK

Scope and approach

48. As the programme enters a new phase of work, it will start to consider the Council's entire programme of change needs and seek to lead and manage this collectively. As previously described, the upcoming refresh of the change programme will consider the detail of how the programme will be structured, governed and organised moving forward. It will be aligned with the new Medium Term Financial Plan for the period 2020/21 to 23/24 and will incorporate any financial savings that the previous phase of the programme has not yet delivered. Indicative phasing of some of the key programmes of work is shown in Annex 1.

49. During the next phase of activity, work that has already begun to address the Council's Front Office will continue. Consistent with the business case approved last year, and its associated implementation plan, this will focus on the experience of the Council's customers. The next phase of work will continue to focus on optimising residents' experience of the Council by making best use of capacity already in place and examining the opportunities to integrate services with other partners.

50. Work undertaken to review the Council's Customer Service Centre and start implementing short-term opportunities for optimising performance will also continue. Longer term plans include the development of a strategic vision for Customer Experience (including a corporate customer strategy, charter and standards), and supporting more effective working relationships between the CSCs and the Council's different service areas. Shorter-term opportunities will focus on driving improved performance management and colleague engagement using tools such as better visualisation of day to day performance metrics and daily team huddles.

51. Much of the work that will be taken forward under the next phase will be highly dependent on the Council's approach to technology. It is likely that vital technology decisions will need to be taken soon, as anticipated within the original business case. The work will build on progress already made in relation to the Council's ICT and Digital Strategy. Further work will involve redesign of processes most commonly gone through by residents when accessing services to make them as simple and user-friendly as possible. Efforts will also be focused on preventing avoidable contact wherever possible, whilst not excluding those residents and businesses that aren't able to access services on-line.

52. Consistent with the business case, further phases of work will also involve re-examining service areas, for example Communities, Adults and Children's services, and redesigning elements of them to ensure that they best meet the needs of residents. Following the redesign of many of the Council's Back Office services, and work to improve the Front Office, there will be opportunities to consolidate the structures present within services and improve efficiency. The Communities Directorate is at the early stages of its service redesign and is likely to be the first of the key service areas to go through this process.

Additional areas of opportunity that the new phase will consider

53. Moving forward, the programme continues to recognise that there exist a number of emerging areas of opportunity (driven by both internal and external factors), which must be flexed and taken advantage of in order to maximise impact. We are already ensuring that our work on the Provision Cycle is 'future-proofed' to take account of developments towards an Integrated Care System where the Council will work even more closely with the Health sector. Services are also forging ahead with improvements such as the implementation of the Family Safeguarding Plus Model within Children, Education and Family Services and we are ensuring close alignment with such initiatives, because of the implications for how we interact with partners to better support residents, use buildings and technology. In addition we anticipate that there will be:

- opportunities offered by the emergence of new technologies - work in this area is already underway and intensifying;
- further opportunities to achieve greater efficiencies from the Council's spend with third parties, once the redesigned officer structure has been implemented through the Provision Cycle project;
- opportunities for the Council to make more effective use of the data and information it holds, using these assets to generate real insight and improve the way services are planned and delivered;
- opportunities to work more closely with partners and the voluntary and community sector in supporting our residents and businesses;
- consideration of the physical presence of the Council across Oxfordshire and a review how its use of assets can be enhanced, including through the agreement of a new Property Strategy for the Council;
- opportunities to more systematically consider the role that the Transformation programme can play in contributing to the Council's climate action agenda;
- opportunities to support the Council operate more commercially, including applying more focus to the Council's opportunities to increase its income from current sources where it is appropriate to do so, as well as exploring the potential of new markets and other commercial initiatives;
- opportunities to think further about the Council's relationships with other partners, particularly in relation to ongoing work to establish an Integrated Care System in Oxfordshire, as well as thinking more innovatively about our relationship with other partners, including all tiers of government in the county; and
- opportunities to enhance our demand management work, including addressing specific opportunities to use early intervention, behavioural science and other techniques to prevent the needs of residents escalating to the point where they may require critical support.

OTHER CONSIDERATIONS

Equality and inclusivity

54. All areas of change and redesign proposed have a Service and Community Impact Assessment (SCIA) completed. The SCIA helps to ensure that a project, policy or service proposed does not discriminate against any disadvantaged or vulnerable people or environment and promotes equality. Where appropriate, the completion of the SCIA's have been integrated into the Medium Term Financial Plan / Service and Resource Planning process.

Staff implications

55. For the Finance and Strategic Capability workstreams, a period of staff consultation was completed and feedback on what was learned was incorporated into the designs and organisational structures proposed for the functions.

56. The programme continues to do all it can to minimise the impact on staff and to avoid redundancy wherever possible through natural turnover, redeployment and retraining.

Climate change and sustainability

57. The programme has begun to routinely assess the climate change and sustainability implications and opportunities of the proposals that are being developed. As part of some transformation projects, climate change considerations are being explicitly built into the objectives and structure of the work. Simultaneously, the Council has nominated an Accountable Officer to lead the Climate Change and Sustainability agenda and started work on a Climate Change strategy. The next phase of the programme will more systematically consider the role that the Transformation programme can play in contributing to the Council's climate action agenda.

Annexes

Annex 1: Transformation dashboard (October – December 2019)

Annex 2: Risks and issues

Annex 3: Corporate social responsibility contribution

Background papers

Transformation Business Case (August 2018):

https://mycouncil.oxfordshire.gov.uk/documents/s43508/CA_SEP1818R20%20-%20A%20New%20Operating%20Model%20for%20Oxfordshire%20County%20Council.pdf

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