Future Tandridge Programme Update - June 2022

Audit & Scrutiny Committee - 5 July 2022

Report of: Chief Executive Officer

Purpose: For information

Publication status: Unrestricted

Wards affected: All

Executive summary:

On 1st February 2022, the Strategy and Resources Committee approved the mobilisation of the Future Tandridge Programme ('FTP'). The FTP is central to reshaping the Council and addressing the underlying financial challenges that the Council faces. The aims of the FTP are to transform the operating model for the Council, to create a smaller, more strategic, agile and responsive organisation with resources targeted at Council priorities and where need is greatest, underpinned by a more business-like approach to the way that the Council operates. The programme is also key to tackling the financial challenges faced by the Council going forward and ensuring that savings are identified in support of the Budget Strategy for 2023/24.

The programme is currently focused on undertaking service reviews which are reviewing all aspects of service delivery, including the best delivery model going forward and areas of savings and efficiencies. These reviews have helped to inform the identification of the £450k Tranche 3 savings to deliver the budget in 2022/23 (as reported to Strategy and Resources Committee on 30^{th} June and summarised below) and will underpin the development of the business cases which will be reported to Committees in September. These business cases and the associated savings within them will support the delivery of the budget strategy for 23/24.

This report provides an update on progress in relation to the key areas of focus in the service reviews, some of the broader emerging themes from these and the implications for the future direction of the Council going forward. This report supports the Council's priority of: Building a better Council.

Contact officer: David Ford - Chief Executive dford@tandridge.gov.uk

Recommendation to Committee:

The Committee are asked to note the progress to date on delivering the Future Tandridge Programme.

Reason for recommendation:

This report provides an update on progress with the FTP progress with a particular emphasis on the areas of focus in the service reviews, some of the broader emerging themes from these and the implications for the future direction of the Council going forward.

1. Aims and approach

- 1.1 At the Strategy & Resources Committee on 1st February 2022, the FTP programme was approved to proceed with the mobilisation and design phase (Phase 1).
- 1.2 The overall aims of the FTP programme are to transform the operating model for the Council, to create a smaller, more strategic, agile and responsive organisation with resources targeted at Council priorities and which is underpinned by a more business-like approach to the way that the Council operates.
- 1.3 The programme is guided by some overall Critical Success Factors (shown below). These have been refined during the initial phase of the programme to provide a high-level framework for each of the FTP workstreams.



Financial

An overall reduction in net budget of 15% by 23-24 over 18 months

An overall reduction in expenditure on 'Enabling and Back Office' functions of 15-20% by 23-24

A higher proportion of the budget is spent on 'front-line' services and the Councils priorities



Residents and Service Users

Service Users are involved in the redesign of services
Resident and Service User feedback and insight is used to drive service improvement
Residents and Service Users are directed to use the least cost channel to access Council services



Service

Service Delivery models are assessed & service delivery is undertaken by the most appropriate means Service performance is measured, benchmarked and actively managed Service levels are set at an appropriate level which is aligned to Council priorities



Staff

Managers and staff are engaged and accountable for their performance Staff feel valued and motivated and understand the values and behaviours expected of then

1.4 The programme is structured into 4 workstreams:

Workstream 1 - Leadership

The priorities of the Leadership workstream are:

Management restructure – building a new management team equipped to lead and deliver the Future Tandridge Programme and its outcomes.

Strategic Plan – the development of a new corporate vision and a new Strategic Plan to guide the Council from 2023/24.

Political leadership and Governance – understanding the impact of the Boundary Review, along with consideration of improvements to the Committee system.

Workstream 2 - Service review, redesign and delivery

The Service review and redesign workstream is undertaking a prioritised, consistent and rigorous review of all services which fundamentally challenges how and why we provide the services we do.

It considers the demand for these services, the most appropriate delivery model, performance, cost and value for money. This workstream also incorporates cross-cutting themes including Digital and Customer Services.

The focus is on identifying outcomes which support the longer-term operating model balanced against short term opportunities to deliver the budgeted savings in 22/23 and 23/24. This will not be an easy balance to strike.

Workstream 3 - Organisational and Workforce change

This workstream will implement the changes necessary to deliver to the new operating model. Work will be focused on supporting delivery of the Service Reviews and developing a consolidated People plan underpinning delivery of the FTP. This will include a review of how we recruit and retain staff who fit the 'Future Tandridge model' and ensuring that managers and staff feeling valued and motivated, with performance managed and talent nurtured.

Workstream 4 – Finance and Benefit delivery

The Tandridge Finance Transformation ('TFT') programme was approved by this Committee in July 2021. The programme has made significant progress to date and following its intended close in June 2022, a finance improvement plan will be developed to take forward areas identified for further development. This will include the Benefits Board maintaining oversight of the delivery of savings identified for 2022/23 and the delivery of other benefits identified as part of the FTP.

1.5 **Governance**

The approach to governance of the FTP is set out below:

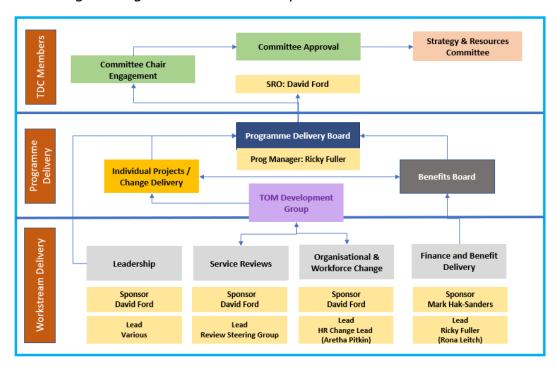
Overall Member oversight of the FTP and the impact on the financial position of the Council is through this Committee. Service Committees will consider key proposals for change resulting from the Service review and redesign work.

The Service Reviews and Organisation Development workstreams along with the overall development of the operating model are overseen through the TOM Development (TOM) Group.

This group is chaired by the Chief Executive and is, in effect, the guiding team for the development of the FTP. This group has the following responsibilities:

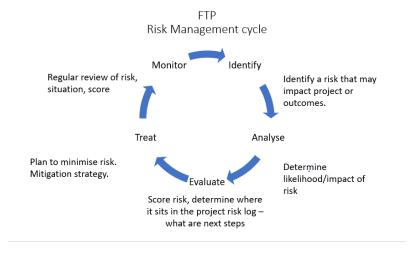
- Agrees the prioritisation and sequencing of the Service Reviews
- Sets the direction for the Service Reviews (including expected outcomes and the financial envelope)
- Consider results of the Service Reviews and the business case for change

As individual change projects are identified and approved for delivery and overseen through a Programme Delivery Board with the Benefits Board maintaining oversight of benefit delivery.



1.6 Risk Management

The programme uses a robust risk management process as set out below:



Programme risks and issues are managed in a consistent way across the FTP through the programme management office (PMO) and reported and managed through the relevant Governance Board or Committee.

The programme maintains a risk register, which is aligned to the plan, against which risks are identified and mitigation documented. All risks have owners assigned, with agreed mitigation and calculated pre- and post-mitigation scores. On a regular basis, risks are assessed against the plan and potentially updated, where the mitigation or scores may have changed.

This risk management process will be in place throughout the FTP programme, with risks and supporting information included in the regular programme highlight reporting.

2. <u>Senior Management Restructure</u>

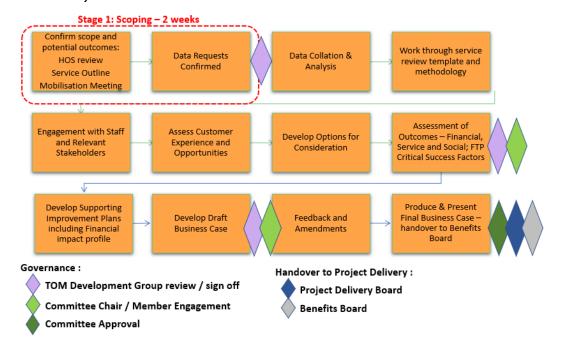
Whilst there is a case for restructuring the Council's senior management team following the service reviews and redesign, it has been necessary to begin the process of restructuring in advance of the conclusion of that work.

In addition to the financial imperative to make savings, an interim restructure has been necessary as key vacancies have existed at senior management level. This has simplified the structure to a more traditional service-based model whilst removing some of the legacy issues left following the Customer First programme. These interim changes will be communicated to Councillors separately once positions have been finalised.

There will be a requirement for a further senior management restructure as the Council moves to adopting the commissioning model set out in section 7 of this report.

3. <u>Service Review Progress</u>

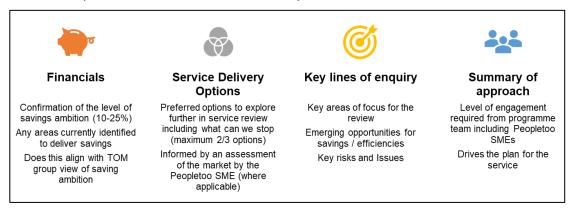
3.1 A detailed Service Review process and a series of steps was created (as set out below).



Each service area is currently undergoing a robust review which will be concluded by the end of July. The outcomes from the reviews will form the basis of the Delivery Phase (Phase 2) of the programme with business cases created for each service area.

3.2 As part of the review process, a 'checkpoint review' has been held with the TOM group for each service area. The purpose of this was to ensure that the scope, expectations and areas to be explored in the review itself were all clear, agreed and in line with the overall programme objectives and expectations.

The checkpoint review focused on 4 key areas as set out below:



A detailed Delivery Model framework (summarised below) has been created which will support the assessment of alternate delivery options for each service area:

SERVICE DELIVERY MODEL ASSESSMENT FRAMEWORK	Stop providing the service (in whole or in part)	Retain and improve as Business Unit Internally	Wholly-Owned Local Authority Trading Company	Joint Venture	Local Authority Partnership Shared Service	Not-for-Profit Organisation	Outsourced
A. FINANCIAL IMPROVEMENT							
B. MARKET APPETITE							
C. RISK							
D. PARTNERSHIPS							
E. CORPORATE AIMS AND OBJECTIVES							
F. SOCIAL VALUE / BENEFITS							
G. STAFF							

The areas of focus for each of the reviews (key lines of enquiry or KLOEs) have been agreed and are included in Appendix A.

These business cases will be submitted to the relevant Committees for approval in September along with an overall business case for the resources required to deliver the savings identified. This will be submitted to the Strategy and Resources Committee on 30^{th} September.

4. Savings delivery

4.1 On 10th February 2022, Council approved the 2022/23 Final Budget Report and Medium-Term Financial Strategy (MTFS) to 2023/24, which set out the Council's strategy for financial recovery and the development of sustainable medium-term financial plans.

- 4.2 The budget took a pragmatic approach to the distribution of pressures and savings for January Committees and February Council, meaning that some pressures and savings were held in Corporate Items pending distribution. Tranche 2 pressures and savings were distributed to Committees in March and April and this left £450,000 of Tranche 3 savings to confirm with Committees in June for delivery in 2022/23.
- 4.3 As part of the FTP, Service Reviews are being undertaken across most Council services as set out in Section 3 above. The primary focus of these is to determine the medium-term direction for service delivery and the associated savings to support the Budget Strategy for 2023/24 and beyond.
- 4.4 One of the critical success factors for the FTP programme is to target a greater reduction in enabling services (the 'back office') than in services delivered directly to residents. There has therefore been an initial focus on S&R services and, consequently, £325,000 of the Tranche 3 savings have been identified against S&R service lines, with the remaining £125,000 to be achieved through Management Savings.
- 4.5 The table below summarises the proposed allocation of savings during 2022/23 which is part of the report to the S&R Committee on 30th June.

Table 1: Allocation of Tranche 3 Savings to Services in S&R committee

Service	2022/23 Tranche 2 Net Budget £000	Mgmt Structure Saving £000	(Part year	Factor	3 Budget for	effect of proposed saving
Asset Management - £142k T2 budget	٦ .					
Office Services - £286k T2 budget	- 561	0	(50)	(11)	500	(50)
Communities Executive Projects - £133 T2 budget	ا					
Communications	374	0	(47)	(9)	317	(93)
Customer Services	702	0	(26)	(19)	657	(51)
Democratic Services	562	0	0	(7)	555	(6)
Emergency Planning & Community Safety	246	0	0	(5)	241	0
Financial Services	1,019	0	(16)	(25)	978	(16)
Human Resources (Note 2)	464	(95)	(25)	64	408	(50)
Information Technology	1,383	0	(113)	(15)	1,254	(148)
Leadership Team (Note 2)	261	(30)	0	64	295	0
Legal Services	575	0	(24)	(19)	532	(48)
Revenues & Benefit Services	254	0	(25)	(17)	212	(50)
Wellbeing Prescription	0	0	0	0	0	0
Total	6,401	(125)	(325)	0	5,951	(512)

Total Saving against £450k Tranche 3 (450)

Note 1: Vacancy factor is a blanket 4% reduction to staffing budgets to reflect a natural lag between a vacancy and subsequent recruitment. This was part of the Tranche 2 budget, but held in full in HR and Leadership team. The saving should be nominally allocated to services, but does not require amendments to service delivery.

Note 2: The Leadership Team budget is currently distributed over a number of areas, including the deleted Executive Head of Corporate Resources post, the budget for which is held in HR.

Note 3: This is the full-year effect of actions proposed in this paper to deliver the 2022/23 saving. The saving from the medium-term actions coming from the business cases will be built into 2023/24 as part of the budget process.

5. Delivery and Resourcing

- 5.1 An important principle of the FTP is that the programme should be led and owned by Tandridge. Wherever possible opportunities are being given to Tandridge staff to be an integral part of the development and delivery of the programme and this is already paying dividends with some staff demonstrating the qualities needed to be part of a high performing Council going forward.
- 5.2 Delivering organisational change at scale and pace however requires adequate resourcing, project management capacity, and expert support. It is also recognised that the Council lacks both the capacity and capability to deliver the programme successfully in isolation and will continue to need an investment in both expert support and external challenge to design and deliver the changes identified through the programme.

The estimated investment required to deliver Phase 1 (mobilisation and design for the 6 months from February to July) was approved at the Strategy and Resources Committee on 1st February, along with a high-level estimate of the funding required for Phase 2 (delivery).

The funding for Phase 1 has proved to be broadly accurate and will allow the completion of the Service Reviews by the end of July within the approved budget.

Туре	Core / Var	Total	Phase 1 (6 mths)	Est Cost	Phase 2 (12 mths)	Est Cost	
Prog Mgt	Core	18 mths	Buy in for up to 6 mths (SCC / External – c 0.5 FTE)	£30- £40k	Recruit during Phase 1 to oversee Delivery. Cost included in base budget.	Incl	
РМО	Core	18 mths	Buy in for up to 6 mths (SCC / External – c 0.5 FTE)	£25- £35k	Continue to buy in OR recruit during Phase 1. Additional cost.	£50- £70k	
Project Administration	Core	18 mths	Provided in house. Estimate 1 x FTE additional		Provided in house. Estimate 1 x FTE additional		
Business Analyst	Core	6 mths	Buy in (External)	£25- £30k	Decision whether ongoing requirement during Delivery	tbd	
HR advisory	Core	18 mths	HR advisory tbd	£25k	HR advisory and Change Management	£50k	
Change Management	Var	12 mths			Change Management through Delivery	£50k	
Project Manager(s)	Var	12-18 mths	Review internal capacity and capability. Identify during service reviews. Estimate 1 x FTE for 3 mths (from Apr 22)	£15- £20k	Review internal capacity and capability. Identify during service reviews. Estimate 1 x FTE minimum	£60- £80k	
Subject Matter Experts (SME)	Var	12-18 mths	Strategic advisory & expertise on TOM / Service Reviews. Buy in (External)	£40- £50k	Potential to support during Delivery, dependent on Service Reviews	tbd	
Total			Indicative range	£160k - £200k	Indicative range	£210k - £250k	

- 5.3 Phase 2 will see the programme move into detailed planning for and subsequent delivery of the identified savings. The overall business case for this will be submitted to the Strategy and Resources Committee on 30th September. There is however a requirement to commence some initial work on Phase 2 in August and September, during which time it is important to maintain momentum and develop detailed delivery plans. This will also be a key period for progressing delivery of the Tranche 3 savings identified for delivery in 2022/23, ready for the earliest possible implementation.
- 5.4 A budget approval of £50k to bridge fund the Programme as Phase 2 commences over this 2-month period is therefore being requested from the S&R committee, pending the submission of the full Phase 2 business case in September. It should be noted that provision has already been made within the budget strategy to fund this investment from Government flexibility to use capital receipts for transformation purposes. The flexibility to use capital receipts for transformation has been extended for all local authorities for 2022/23 and is independent of the Council's application to DLUHC to use receipts to support the reserves position.
- 5.5 Redundancy costs associated with the Management Restructure and the wider programme may also need to be funded from capital receipts and from an indicative amount set aside in the 2021/22 outturn position, subject to approval by Strategy and Resources Committee on 30th June. These vary significantly according to an individual's salary, length of service and age

and so cannot be quantified in advance. However, expectations for this phase are for costs not to exceed £200,000. Redundancies are approved on a case-by-case basis including an analysis of the cost to the Council and comparison to the associated savings.

6. Common themes emerging

6.1 As set out in Section 5 above, KLOEs have been identified for each service area as part of the Service Review process. A summary of these is included as Appendix A. These will form the basis for development of the service business cases themselves.

A number of more general observations, and themes have emerged which, taken together, have implications for and will inform the future development of the future operating model for the Council and the way that services are delivered going forward.

General Observations

- Support service capacity is stretched undertaking day to day transactional and procedural activities and struggles to provide 'added value' support to front line services.
- Support systems and procedures need to be simpler, less onerous, automated and less bureaucratic to reduce the amount of transactional effort involved. This is likely to require investment in some areas.
- Too much time is spent by support services 'shadowing' the organisation, undertaking tasks and filling in gaps which should be the responsibility of front-line services. This is due to a combination of a lack of trust, the lack of core skills and capabilities of operational managers, and a lack of focus by the Council on equipping those managers to be more selfsufficient.
- There is an urgent need to reset and redefine the relationship between front line and support services. This should be focused on establishing a clear specification / agreed set of expectations and responsibilities for each area.
- This should include the development of a Business Partnering approach for each of the support functions with clarity around the responsibilities of managers and support functions. This could be developed along the lines of the Finance Business Partnering Agreement which can act as a template for other functions.
- There is a need for support services to understand front line service requirements in a more structured way so that plans directly address these in a planned way, with a reduction in day-to-day fire-fighting.
- There is a need to provide clarity around the role of support functions within the overall operating model – e.g., Asset Management has developed in an ad hoc way over time and lacks a clear remit within the Council; introducing a Corporate Landlord approach will vest accountability for delivering value from council assets in that function.

- Support services should be refocused on core 'added value' and strategic functions. This direction will be accelerated as the Council moves towards a Commissioning model.
- There is a need to equip and require managers to be more accountability, self-sufficient, better equipped and confident to undertake functions currently undertaken by support services.
- This will require a programme of training and management development covering areas such as risk management, health and safety management and general management capability and making TDC a more attractive place to work and develop a career.
- This needs to be allied to building a stronger middle management layer in the organisation with fewer, more capable, managers.
- In the short term there is a risk that removing support from some enabling services may make things worse.
- There is a general lack of understanding of income, cost, activity/specification and resident/service user perspectives in some areas. This is due in part to the organisational complexity introduced by the 'Customer First' model.
- There is a need to strengthen client and contract management capability to drive value from existing and new contracts and shared service arrangements.
- The new operating model needs to address the lack of inherent economy
 of scale and cost base opportunities through access to organisations with
 breadth and scale where possible market assessment to consider each
 individually or some as a bundle to the market.

These themes will be developed further over the coming weeks as part of the development of a new Operating Model.

7. Direction of Travel – a 'Commissioning Council'

A direction of travel is emerging for the Council to become a 'Commissioning Council'. The implications of this for the future operating model for the Council will be developed further and presented as part of the business case in September. Some general principles and issues raised by this are however set out below and included in Appendix B.

What is Commissioning?

7.1 Commissioning is an established approach within and across the public sector. Essentially it is a structured process to assess needs (at a strategic, operational and/or individual level), establishing the resources available to meet those needs (both those available to the Council and more widely through other partners) and to put in place the right delivery mechanisms to meet those needs. Once delivery is underway, a typical cycle will involve evaluating and reviewing performance and taking corrective actions.

Implications for TDC

7.2 For this Council, this means being clear on the needs and requirements of its residents and service users, evaluating carefully what the contribution of the Council should be (alongside with that of other partners), re-thinking the services it ought to provide, and taking a consistent approach to consideration of how best to deliver those services.

Whilst it does not mean outsourcing everything, it does mean a much more objective and structured way of considering the most appropriate way for services to be delivered. In the current context it is likely to lead to more services being provided by third parties coupled with a stronger focus on what the Council can afford.

- 7.3 The commissioning model can also be extended to the way in which internal support services are provided, to ensure that they support front line delivery & provide value for money. Over time, as more services are delivered by third parties, this will result in a reduced operational and transactional role for support services and a greater focus on strategic and 'value adding' elements.
- 7.4 It is important to note that the Council is already a commissioner of services at an operational level (e.g. Waste Services, Leisure and Grounds Services). It is also a service provider, including for services which have been commissioned by other partners (e.g. the Wellbeing Service commissioned through the Clinical Commissioning Group).

There are also some good examples of effective service delivery and achievement, for example waste recycling rates are amongst the best in the country, and the Southern Building Control Partnership is an effective shared service delivery model across 3 Councils.

It is also evident from the work done already in the Service Reviews that there are clear opportunities in some areas to commission services differently and more effectively. An example of this is Operational Services, where services are currently delivered through a variety of tactical third-party contracts, ad-hoc arrangements and in-house provision which, taken together, do not appear to represent best value for the Council or service users.

Overall arrangements have developed in a largely tactical, ad-hoc way over time without any overall guiding strategy, model or structured set of processes and standards to guide this, resulting in gaps and weaknesses in a number of areas.

- 7.5 Examples of these areas include:
 - the availability of knowledge and evidence to inform priorities and the way that services are provided
 - clarity in priority outcomes and/or services
 - evaluation of performance and the effectiveness of its impact
 - the lack of development of the core capabilities, skills, structure, mechanisms and disciplines necessary to be an effective commissioner of services.

Going forward, becoming a Commissioning Council will require the council to develop its skills, mechanisms and capabilities in areas such as:

- stronger focus on building evidence & knowledge
- skills in specifying outcomes and/or services required
- developing influential partnerships and relationships with other partners and service providers to deliver outcomes
- performance and Contract Management

The Particular challenges in developing internal capability due to the small size of the Council will need to be considered and a key part of the FTP programme will be to put a plan in place that sets out the steps required to support the move to a commissioned council. This begins with the senior leadership team and providing them with the skills and behaviours expected when operating in a Commissioning council environment.

Learning from elsewhere

It is important to note that there are many examples of Councils adopting a Commissioning approach and plenty of good material, tools and approaches to support both the development of a Commissioning model and skills and capabilities.

Whilst this is more typical of upper tier or unitary councils (eg LBs Sutton, Kingston, Croydon), there are also examples of comparable District Councils who have followed this model. An example is Basingstoke and Deane BC which shares a number of services with Hart DC, including legal services, a joint waste contract that also includes commercial provider Veolia and a shared grounds maintenance and street cleansing service. They also work with a number of successful charitable trusts to enhance the services provided to residents.

8. Comments of the Chief Finance Officer

Although significant progress has been made to improve the Council's financial position, the medium-term financial outlook beyond 2022/23 remains uncertain. With no clarity on central government funding in the medium term, our working assumption is that financial resources will continue to be constrained, as they have been for most of the past decade. This places an onus on the Council to continue to consider issues of financial sustainability as a priority to ensure stable provision of services in the medium term.

The report sets out how the Future Tandridge Programme will review services provided across the Council as a key element of delivering a balanced and achievable budget for 2022/23 and 2023/24. Delivering Council priorities sustainably, within a reduced budget envelope, relies on services operating to a well-defined specification, with clear outcomes, efficient processes as part of a coherent target operating model for the Council.

9. Comments of the Head of Legal Services

This report updates Committee on the progress of the Council's transformation programme, FTP and the associated savings proposals. The financial forecasts will be incorporated in the Medium Term Financial strategy. Periodic updating reports will also be provided to Members.

With regards to the future proposal that the Council should adopt a commissioning approach to its services, the Council is empowered to do anything that a private individual may do pursuant to section 1 of the Localism Act 2011. More particularly, the Council is empowered to enter into contracts for the provision to it of services pursuant to section 1 of the Local Government (Contracts) Act 1997. The nature of the commissioning arrangements will need to be documented by way of formal written agreement. Senior Management will need to work with Legal Services for the preparation of appropriate contract terms and conditions.

10. Equality

The Council has specific responsibilities under the Equality Act 2010 and Public Sector Equality Duty. Part of this is to ensure that the potential effects of decisions on those protected by the equalities legislation are considered prior to any decision being made.

Section 149 of the Equality Act 2010, provides that a public authority must, in the exercise of its functions, have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the EA;
- advance equality of opportunity between persons who share a relevant protected characteristic (as defined by the EA) and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

Members should have due regard to the public-sector equality duty when making their decisions. The equalities duties are continuing duties they are not duties to secure a particular outcome.

The Officers have reviewed the impact of the closure of the Finance Transformation programme and the outcome of this is that the action have no negative or positive impact on protected characteristics and residents. However, the Council will continually monitor the effect of the Budget-setting process and decision-making by using equality impact assessments.

11. Climate change

There are no direct impacts on environmental aspects in this programme update report. Climate change implications will be assessed as part of any changes to Service provision through a business case process.

Appendices

Appendix A – Future Tandridge Programme Service Reviews – Key Lines of Enquiry (KLOEs)

Appendix B - Becoming a Commissioning Council

Appendix C – Glossary of Terms

Background papers

S&R Committee Report 1st February 2022 S&R Committee Report 30th June 2022

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