

**Introduction**

We have made significant progress on commissioning services from external providers with the result that the directly employed portion of the council's business employs around half as many people as three years ago and costs roughly half as much.

In any circumstances this would create a pressure to consider the function and form of the remaining organisation – but this is more critically the case in the continuing climate of austerity. Thus, change remains a constant with a smaller, more effective organisation which is well adapted to the needs of a commissioning council, the aim.

Two promises I have made to staff:

1. We will keep our people and trade unions informed of what we are doing and why and seek their views
2. We will try – where we can – to evolve the organisation into the new model rather than go for radical restructurings which risk unnecessary disruption and low staff morale.

As the changes described in this document will be radical, this promised way of leading change will challenge senior managers, but it is vital that we take our staff with us on the transformation.

There is an assumption underlying the work streams that follow that a Leisure and Culture Trust, or similar model, is formed so that the staff within the areas encompassed by the trust model do not need to be accommodated within any new structure envisaged by this programme. Clearly if this assumption proves invalid we will need to revisit relevant elements of the programme.

Andrew North  
Chief Executive

**This document**

This document is to be used to summarise the action plan and to track the status of actions. This version was last updated on the date shown below.

**WORKSTREAM – 1 Direct Council Provision Unified Management**

- Objectives**
- To provide for the management of services currently part of Wellbeing and Culture but not part of the Leisure and Culture review
  - To place all direct provision under a single senior manager on an interim basis to facilitate rationalisation and restructuring
  - To deliver efficiency savings in 2013/14
  - To establish a permanent service structure

Action	Success Measure	Proposed Process	Timescale / Status
Put all services in Wellbeing and Culture Division (other than those which are part of the L&C Review) and entire Built Environment Division under GL's direct management	<ul style="list-style-type: none"> <li>• Effectively communicated to staff</li> <li>• Interim structure agreed</li> </ul>	Chief Executive management decision	Complete
Through management restructuring and other efficiency measures to identify short term savings	<ul style="list-style-type: none"> <li>• £150k in savings for 2013/14</li> <li>• No impairment of service delivery</li> </ul>	Accountability of GL consulting as necessary	Delivery of savings by April 2014 (see also 'retained car parking' below)
Presentation of a structure for a new, directly provided Environment and Regulatory service headed by MR for approval by the Council	<ul style="list-style-type: none"> <li>• Structure for efficient and joined up delivery of service</li> <li>• High degree of 'commercial' autonomy for the new service</li> <li>• Political acceptability</li> </ul>	Executive Board to agree proposal for incorporation in a Section 4 report by the Chief Executive to Council	Draft section 4 report produced and circulated to SLT  Section 4 report to Council on 22 <sup>nd</sup> July 2013  Implementation of new service to be complete by April 2014
All services not identified as for inclusion in the Environment and Regulatory Service to be subject to fast track commissioning review and/or transferred to Commissioning or Resources divisions	<ul style="list-style-type: none"> <li>• All services commissioned externally or integrated internally</li> <li>• Efficient and value for money services</li> </ul>	Depending on the scale and destination for the service this could be by Cabinet decision or by management action	Solutions implemented by March 2014 at the latest
<ul style="list-style-type: none"> <li>• Retained Car Parking activities</li> </ul>			Complete  Cabinet report agreed (Jan '13) New delivery mechanisms for off street parking provision. in place (April '13). Savings of

			£150k have been identified and further work being carried out to establish if any additional savings can be realised by rationalising contracts
<ul style="list-style-type: none"> <li>Green Environment</li> </ul>		Robust business case for Nursery investment and future operation, to be drafted by end July 2013.	Member Group has determined that it wants Green Space Development to be retained as a directly provided service.  Additional information now being sought following first sight of the nursery business case.
<ul style="list-style-type: none"> <li>Cemetery and Crematorium</li> </ul>		Produce informal assessment of alternatives	Draft options appraisal indicates viable business growth is achievable within the current model. Decision expected by end July.
<ul style="list-style-type: none"> <li>Building Control</li> </ul>		A range of alternative delivery models are currently being investigated to establish what is externally available.  Formal commissioning exercise will be commenced by the end of 2013.	Range of initial options presented by Iain Houston on 21 <sup>st</sup> May.  Next officer meeting on 24 <sup>th</sup> July
<ul style="list-style-type: none"> <li>Housing Options</li> </ul>		On Forward Plan – finance being sorted	June 2013 report to Cabinet on preferred option
<ul style="list-style-type: none"> <li>Private Sector Housing</li> </ul>		No further work as yet	Legal advice on available options being taken. Options appraisal to follow.
<ul style="list-style-type: none"> <li>Housing &amp; Community</li> </ul>		No further work as yet	Review scope to be re-evaluated
<ul style="list-style-type: none"> <li>Public Protection</li> </ul>		Look to begin formal commissioning by October	Informal discussions with key officers regarding their

		2013.	thoughts. Will commence initial draft scoping of potential options early July
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**WORKSTREAM – 2 Central Services**

**Objectives**

- To take early steps to ‘right size’ the Resources and Commissioning divisions to meet future council requirements
- To introduce service failure scenario and risk planning
- To prepare for the amalgamation of the Resources and Commissioning divisions

Action	Success Measure	Proposed Process	Timescale / Status
Completion of commissioning work on ICT	<ul style="list-style-type: none"> <li>• Service commissioned against a sound business case</li> </ul>	Cabinet decision	Complete  CBC staff TUPE'd to FoD on 1 <sup>st</sup> April 2013
Development of a commissioning strategy for Revenues and Benefits and Customer Services	<ul style="list-style-type: none"> <li>• Clear programme (with timelines) setting out how these services will be commissioned</li> </ul>	MS to propose strategies for consideration by Exec Board	Outline options involving <ul style="list-style-type: none"> <li>• Civica</li> <li>• Liberata (to buy/sell services from/to a capacity grid)</li> <li>• shared service with Cotswold and West Oxfordshire</li> </ul> are at an early stage of investigation and development.  Proposal received from Civica and being considered.  Due to the changes in the service resulting from the impact of national benefit changes, the options for the (residual) service post the introduction of universal credit, will be considered in 14/15.  Commissioning strategy for Customer Services to be proposed to Exec Board by September 2013. Details of current arrangements across the county are

			being collated.
Consider opportunities for buying in support activities from consultants to reduce number of employed staff	<ul style="list-style-type: none"> <li>• Clear understanding of where posts need to be retained on the payroll and where skills can best be 'bought in' as needed.</li> <li>• Supporting any staff 'at risk' to manage the implications of this different approach</li> </ul>	Management review by MS and JG, consulting as required with a view to submission of an action plan to Exec Board.	<p>Action plan to be based on the resource requirements identified in the January 2013 and subsequent corporate planning exercises</p> <p>Agreed that GIS service will be bought in from FoD.</p> <p>Project management team vacancy has been held open until there is clarity on the support required by the accommodation strategy.</p> <p>Action plan to be submitted to Exec Board by end of August 2013.</p>
Consider whether any other service areas currently within the Commissioning or Resources Divisions can be commissioned externally and to follow up with a commissioning review or reviews accordingly	<ul style="list-style-type: none"> <li>• Robust position statement identifying opportunities for extending commissioning (with options appraisal)</li> </ul>	Statement prepared by MS and JG with a view to agreement by Exec Board and presentation to Cabinet.	<p>Areas in scope to be submitted to Exec Board by August 2013.</p> <p>Review to be complete by October 2014</p>

<p>Develop scenario planning to anticipate action to be taken in the event of failure of any commissioned services - identifying as accurately as possible resource consequences</p>	<ul style="list-style-type: none"> <li>• Creation of an effective task group accountable for scenario planning</li> <li>• Establish and then maintain plans for dealing with possible service or provider failure in key provider agencies or partnerships</li> </ul>	<p>JG leading</p> <ul style="list-style-type: none"> <li>• Research into exit agreements for services already externally commissioned</li> <li>• Ensuring that ongoing commissioning reviews undertake scenario planning</li> <li>• Determining who would be involved in dealing with a service failure</li> <li>• Identifying and filling any gaps in plans</li> </ul>	<p>Draft framework created for dealing with unplanned disruptive events</p> <p>Research into existing arrangements with externally commissioned services ongoing.</p>
<p>Amalgamate the current Resources and Commissioning divisions into a single 'Corporate Resources' division</p>	<ul style="list-style-type: none"> <li>• Effectively communicated to staff</li> <li>• Structure agreed</li> <li>• No impairment of service quality or undue interference with major programmes or projects</li> </ul>	<p>Section 4 report by the Chief Executive to Council</p>	<p>Agreed that joint DMTs to be arranged to take this forward.</p> <p>Draft section 4 report produced and circulated to SLT</p> <p>Section 4 report to Council on 22<sup>nd</sup> July 2013 with structure agreed by end of 2013.</p> <p>Implementation by October 2014</p>

**WORKSTREAM – 3 Performance and Organisational Culture**Working together to create a **great future** for Cheltenham**Primary Objective:****To sustain an organisational culture that will deliver the future vision and outcomes of the council****To be achieved by:**

- **Improving the effectiveness of the council’s appraisal mechanisms**
- **Linking appraisal and performance management systems to the community outcomes identified by the council’s corporate strategy**
- **To revisit the progression, grading and reward processes to incentivise good performance**

**This workstream is the catalyst to evolve our culture and behaviours so as to underpin and sustain a successful, vibrant and fulfilling future for our staff, partners and communities.**

Action	Success Measure	Proposed Process	Timescale / Status
1. The model for “great performance and people management” is set in the context of delivering work-streams 1 and 2 and takes account of the feedback from the autumn 2012 employee sessions and the SLT/SM session on 19.10.12	Performance and people management arrangements meet the requirements of CX and lead officers (see note 1 below)	Identify key performance, management and org culture attributes through short interviews with AN, GL, MS and JG as lead officers for the programme.  Maintain close links with workstreams 1 and 2 as they evolve.  Report outcome to project team.	Interviews complete  Attributes identified and used to inform approach to workstream  Close links with workstreams 1 and 2 being maintained.



Action	Success Measure	Proposed Process	Timescale / Status
<p>2. Analyse the feedback from the employee and SLT/SM sessions re (1) performance management (incl appraisals); (2) development; (3) managing behaviour; (4) pay and reward (including career progression)</p>	<p>Staff and service managers recognise their feedback has been listened to and acted upon</p> <p>Any revised performance and people management processes and/or arrangements meet, deal with, where possible the issues raised by staff</p>	<p>Feedback is used as a basis for action planning. Report outcome to project team (see note 2 below)</p>	<p>Complete</p> <p>Feedback analysed and used to inform approach to workstream</p>
<p>3. Investigate opportunity/necessity for external assistance to assist the project team and research other organisations' approaches.</p>	<p>Project outcomes are credible and based on sound advice and support</p>	<p>Contact other organisations and agree assistance</p>	<p>Ongoing</p> <p>Chasing response from SW Councils following their offer to act as critical friend and give access to their pay and grading work for Bristol.</p> <p>Visit to Commercial arranged.</p> <p>Examples of other organisations' appraisal processes sourced.</p> <p>Support to development of workstream approach provided by Achieve Breakthrough</p>

Action	Success Measure	Proposed Process	Timescale / Status
4. Decide approach to workstream and engage with organisation accordingly	<p>Workstream plan reflects our drivers and priorities.</p> <p>Plan is understood and supported by employees.</p> <p>Managers understand their roles in meeting the objectives of the workstream.</p>	Workshop to determine approach, using previous feedback, followed by engagement with employees	<p>Project team workshop held on 5<sup>th</sup> March</p> <p>Thinking shared with SLT and Service Managers on 9<sup>th</sup> April. SLT / SM response to be collated and fed back to SLT / SMs by 26<sup>th</sup> April.</p> <p>Visits to divisional meetings in progress</p> <p>Creation of intranet site in progress</p>
5. Review competencies and agree any amendments	Reviewed and agreed	Team are currently reviewing each competency and comparing them against feedback from slt and service manager session.	Agree revisions by August then take to Exec Board
6. Review performance management approach including appraisals	Reviewed and agreed		Appraisal improvements by April 2014
7. Review training plan for 2013-2014 and agree any missings/changes	Reviewed and agreed with provision made for any missing		<p>Process underway</p> <p>Appraisal training publicised and promoted.</p>
8. Review staff development shadowing, mentoring and coaching			<p>Process underway</p> <p>Briefing on IIP for end of June</p>

Action	Success Measure	Proposed Process	Timescale / Status
9. Research benefits and rewards packages	An as is personalised benefits statement produced and options for other costed	Research other options Gather information from South west councils and other employers	RMcK and AA attended Bucks CC seminar  Brief for pay and reward element of workstream to be considered by SLT on 18 <sup>th</sup> June RMcK and AA to attend  Visit arranged with LGA 14 <sup>th</sup> August  A “what is missing” session similar to the extended SLT/ Service manager on culture will be done on 9 <sup>th</sup> July on Pay and reward
10. Update and communicate appraisal process		Appraisal training publicised and promoted	
11. Communication and Engagement	Staff understand what is happening when and why	Regular updates on dedicated Cheltenham future web pages  Regular attendance at DMT/Team meetings	Logo and brand agreed , web pages currently being designed and content written

Notes:

1. To assist Members, managers and staff in understanding what is meant by “**establishing a model for great performance and people management**” it might be useful to consider the following descriptions of what is meant by **performance management** and **organisational culture** as they are intrinsically linked. You cannot have great performance and people management without the appropriate culture and vice versa.

**A. Performance Management**

Armstrong and Baron<sup>1</sup> define performance management as

<sup>1</sup> Armstrong and Baron (2004) Managing performance: performance management in action. London: Chartered Institute of Personnel and Development

“A process which contributes to the effective management of individuals and teams in order to achieve high levels of organisational performance. As such, it establishes shared understanding about what is to be achieved and an approach to leading and developing people which ensure that it is achieved”.

So, performance management is about establishing a culture in which individuals and groups take responsibility for continuous improvement of business processes and of their own skills, behaviour and contributions.

Because performance management is (or should be) all-pervasive, it needs structures to support it. These should provide a framework to help people operate, and to help them to help others to operate. It should not be a rigid system.

Performance management should incorporate

- Performance improvement – throughout the organisation, in respect of individual, team and organisational effectiveness
- Development – unless there is continuous development of individuals and teams, performance will not improve
- Managing behaviour – ensuring that individuals are encouraged to behave in a way that allows and fosters better working relationships

## **B. Organisational Culture**

Often extremely difficult to define, but the culture of an organisation is the typical way of doing things in the organisation. It particularly relates to behaviour patterns and relationships. The culture of an organisation develops over time. It is created by the people that work for the organisation – its managers and workforce. A “high performance culture” exists when everyone in the organisation shares the same vision and where they trust and value each other’s contribution.

2. The Council already has systems for managing people incorporating required competencies, performance management (including appraisal), learning and development, pay and reward. The intention of the work-stream 3 is, therefore, to ensure these arrangements are “fit for purpose” in the context of the Cheltenham Futures Programme.

3. The team has modelled a ‘perfect culture’ based on the future requirements of the organisation. This led to the identification of certain priority ‘cultural attributes’ – those factors which we feel are the areas we most need to influence - and discussion of them with SLT and Service Managers. We are now looking to focus on elements of the performance management system (see note 2 above) and, where necessary, modify or extend them accordingly.